



HILLINGDON
LONDON



Cabinet

Councillors in the Cabinet:

Date: THURSDAY, 25 JULY 2013

Time: 7.00 PM

Venue: COMMITTEE ROOM 6 -
CIVIC CENTRE, HIGH
STREET, UXBRIDGE, UB8
1UW

**Meeting
Details:** Members of the Public and
Press are welcome to attend
this meeting

Ray Puddifoot (Chairman)
Leader of the Council

David Simmonds (Vice-Chairman)
Deputy Leader / Education & Children's Services

Jonathan Bianco
Finance, Property & Business Services

Keith Burrows
Planning, Transportation & Recycling

Philip Corthorne
Social Services, Health & Housing

Douglas Mills
Community, Commerce & Regeneration

Scott Seaman-Digby
Central Services

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Notice (5-day)

Notice of Intention to conduct business in private, any representations received and any urgent key decisions

Whilst much of the business on the agenda for this meeting will be open to the public and media to attend, there will be some business to be considered that contains, for example, confidential, commercially sensitive or personal information. This is shown in Part 2 of the agenda. This is formal notice under The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 to confirm that the Cabinet meeting to be held on:

CABINET 25 July 2013 7pm, Committee Room 6

will be held partly in private. The reason for this is because the private (Part 2) reports listed on the agenda for the meeting will contain either confidential information or exempt information under Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it. A list of the reports which are expected to be considered at this meeting in both public and private are set out in a list on this agenda and notice, including a number indicating the reason why a particular decision will be taken in private under the categories set out below:

- (1) information relating to any individual
- (2) information which is likely to reveal the identity of an individual
- (3) information relating to the financial or business affairs of any particular person (including the authority holding that information)
- (4) information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority.
- (5) Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.
- (6) Information which reveals that the authority proposes (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or (b) to make an order or direction under any enactment.
- (7) Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime.

28 clear days notice of this Cabinet meeting (part to be held in private) and the decisions to be made has been given. The only exceptions to this are agenda items **(no. 5) HS2 Update and (no.22) Framework Agreement for Major Adaptations Works**, where it was impracticable to give sufficient notice. The Chairman of the Executive Scrutiny Committee was notified in writing about these unscheduled reports.

No representations have been received regarding this meeting.

London Borough of Hillingdon

Agenda

- 1 Apologies for Absence
- 2 Declarations of Interest in matters before this meeting
- 3 To approve the minutes of the last Cabinet meeting 1 - 12
- 4 To confirm that the items of business marked Part 1 will be considered in public and that the items of business marked Part 2 in private

Cabinet Reports - Part 1 (Public)

- 5 High Speed 2 Update (Cllrs Puddifoot & Burrows) 13 - 126
- 6 Report from the Residents' & Environmental Services Policy Overview & Scrutiny Committees 2012/13 - A Review into local Pest Control Services and the impact of Waste Management processes on them (Cllrs Bianco, Burrows & Corthorne) 127 - 162
- 7 Joint Adult Mental Health Commissioning Plan 2013/15 (Cllrs Corthorne & Seaman-Digby) 163 - 256
- 8 Integrating Public Health in Hillingdon (Cllr Corthorne) 257 - 270
- 9 Budget 2012/13 Outturn (Cllr Bianco) 271 - 300
- 10 Monthly Council Budget Monitoring Report 2013/14 (Cllr Bianco) 301 - 342
- 11 School Places Planning Update (Cllr Simmonds) 343 - 350

Cabinet Reports - Part 2 (Private and Not for Publication)

12	School Capital Programme Update (Cllrs Bianco & Simmonds)	351 - 364
13	Contract Award for Meals on Wheels (Cllr Corthorne)	365 - 376
14	Contract Award for Preventive Drop In and Outreach Service for Disabled People with Low or Moderate Needs (Cllr Corthorne)	377 - 392
15	Contract Hire of Winter Maintenance vehicles (Cllr Bianco)	393 - 402
16	Repair and Maintenance of the Council Vehicle Fleet (Cllr Bianco)	403 - 408
17	Contract Extension for Generic Carers Support Service and Young Carers Service (Cllrs Corthorne)	409 - 424
18	Contract Extension for Extra Care Housing provision of personal care (Cllr Corthorne)	425 - 430
19	Contract Award for Uxbridge Library Refurbishment (Cllr Bianco)	431 - 444
20	Framework Agreement for Major Adaptations Works (Cllr Bianco)	445 - 458
21	Collation & processing of rubble & hard core aggregates for highways functions (Cllr Burrows)	459 - 466
22	Land at Highfield Crescent, Northwood (Cllr Bianco)	467 - 472
23	Park Lodge Farm, Harefield (Cllr Bianco)	473 - 526
24	Voluntary Sector Leases (Cllr Bianco)	527 - 536

The reports listed above in Part 2 are not made public because they contains exempt information under Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it.

25 Any other items the Chairman agrees are relevant or urgent

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Minutes

Cabinet

Thursday, 20 June 2013

Meeting held at Committee Room 6 - Civic Centre,
High Street, Uxbridge, UB8 1UW



Published on: 21 June 2013

* Decisions come into effect on: 28 June 2013

Cabinet Members Present:

Ray Puddifoot (Chairman)
David Simmonds (Vice-Chairman)
Jonathan Bianco
Keith Burrows
Philip Corthorne
Douglas Mills

Members also Present:

John Riley
Susan O'Brien
Wayne Bridges
Brian Crowe
Peter Curling
Paul Harmsworth
Henry Higgins

783. APOLOGIES FOR ABSENCE

Councillor Scott Seaman-Digby gave his apologies for the meeting.

784. DECLARATIONS OF INTEREST IN MATTERS BEFORE THIS MEETING

Councillor Douglas Mills declared a non-pecuniary interest in Item 5 (minute 787) as his property would potentially be affected by the Government's proposals. He remained in the room during the Leader's update on the item. There was no vote on the matter.

785. TO APPROVE THE MINUTES OF THE LAST CABINET MEETING

The decisions and minutes of the last Cabinet meeting were agreed as a correct record.

786. TO CONFIRM THAT THE ITEMS OF BUSINESS MARKED PART 1 WILL BE CONSIDERED IN PUBLIC AND THAT THE ITEMS OF BUSINESS MARKED PART 2 IN PRIVATE

This was confirmed.

787. UPDATE ON HIGH SPEED 2

The Leader updated Cabinet on the status of the campaign against the Government's proposals for High Speed 2, which were currently being considered by the Court of Appeal with an announcement likely soon.

788. POLICE PARTNERSHIP TASKING TEAM

RESOLVED:

That the Cabinet:

- 1. Authorises the Deputy Chief Executive and Corporate Director of Residents Services, in consultation with the Cabinet Member for Community, Commerce & Regeneration, to sign any necessary agreements and make grant funding available to the Metropolitan Police Service in the sum of £462,000 per annum for the period 1 March 2013 to 31 March 2014 on terms that require the Metropolitan Police to provide eleven additional police officers to serve within the London Borough of Hillingdon;**
- 2. Authorises the Deputy Chief Executive and Corporate Director of Residents Services, in consultation with the Cabinet Member for Community, Commerce & Regeneration, to enter into negotiations with the Metropolitan Police Service with a view to providing further grant funding to the Metropolitan Police in the sum of £462,000 per annum for the period 1 April 2014 to 31 March 2016 on terms that are broadly similar to the arrangements for the period 1 March 2013 to 31 March 2014; and;**
- 3. Requests that the Deputy Chief Executive and Corporate Director for Residents Services refers items 1 and / or 2 (as applicable) back to the Cabinet in the event that match funding is not provided by the Mayor of London in respect of the provision of additional policing within the Borough.**

Reasons for decision

Cabinet agreed to provide grant funding to the Metropolitan Police Service to be used for the provision of enhanced police services within the London Borough of Hillingdon to support the Council and residents' community safety priorities.

Alternative options considered and rejected

Cabinet could have decide not to make further grant funding available which would have had a negative impact in tackling priority crime and disorder issues in the Borough.

Officer to action:

Ed Shaylor – Residents Services

789. PURCHASE OF CARBON ALLOWANCES

RESOLVED:

That Cabinet:

- 1) Approve the purchase of allowances (estimated to be in the range of £328,000 to £340,000) from the Department of Energy and Climate Change to cover energy emissions (tonnes of carbon dioxide tCO₂) produced during the 2012/13 Financial Year and regulated by the CRC Energy Efficiency Scheme Legislation;**
- 2) Agree that officers submit the Annual Report to the Environment Agency and;**
- 3) Note that the final cost of allowances for 2012/13 and the Council's qualification status for Phase 2 of the CRC EES will be reported to Cabinet in September 2013.**

Reasons for decision

Cabinet noted that the purchase of such allowances ensured that the Council complied with UK Legislation relating to energy efficiency.

Alternatives considered and rejected

Cabinet could have decided not to purchase and surrender allowances for its energy emissions (tonnes of carbon dioxide) regulated but would have then been in breach of the CRC Order and could have faced fines from the Environment Agency.

Officer to action:

Richard Coomber – Residents Services

790. QUARTERLY PLANNING OBLIGATIONS MONITORING REPORT

RESOLVED:

That the Cabinet notes the updated financial information attached to the report.

Reasons for decision

Cabinet noted the report which detailed the financial planning obligations held by the Council and what progress had, and was, being made.

Alternative options considered and rejected

To not report to Cabinet. However, Cabinet believed it was an example of good practice to monitor income and expenditure against specific planning agreements.

Officer to action:

Nicola Wyatt, Residents Services

791. SPECIAL EDUCATIONAL NEEDS TRAVEL ASSISTANCE AND TRANSPORT

RESOLVED:

That Cabinet:

- 1) Approve the SEN Travel Assistance and Travel Policy (Appendix A) for adoption and implementation;**
- 2) Agree the award of 29 suppliers onto a Framework Agreement to provide all Home to School and SEN transport routes for 4 years (Lot 1);**
- 3) Agree the award of 3 suppliers onto a Framework Agreement for the provision of general taxi/transportation requirements to the Council (non Home to School/SEN Transport) (Lot 2) and;**
- 4) Agree the award of a 4 year contract to Cruise Minibuses Ltd to provide emergency transportation requirements in accordance with Civil Protection requirements (Lot 3).**

Reasons for decision

Cabinet agreed a revised Special Educational Needs Travel Assistance and Transport Policy to support children and young people move towards independence and empowerment. Cabinet also made decisions in relation to the supporting framework agreement in order to implement this policy cost effectively.

Alternative options considered and rejected

Cabinet could have continued with the existing policy, which would not have supported the transformation changes being implemented across the Council.

Officer to action:

Steve Palmer – Residents Services

Exempt information

Part of this decision was considered in the private part of the meeting under Item 10 (minute 792).

792. SPECIAL EDUCATIONAL NEEDS TRAVEL ASSISTANCE AND TRANSPORT - TENDER INFORMATION

Cabinet considered the tender information on this item in relation to the previous report on the agenda.

Exempt Information

This information was included in Part II as it contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraph 3 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.

793. SCHOOL CONDITION PROGRAMME OF WORKS 2013/14 (CLLRS BIANCO AND SIMMONDS)

RESOLVED:

That Cabinet:

- 1. Notes the interim and longer-term work being done to improve the condition and fabric of the school estate and endorses the procurement strategy and the Allowable Solutions approach as set out in the report.**
- 2. Delegates authority to the Deputy Chief Executive and Corporate Director of Residents Services, in consultation with the Leader of the Council and Cabinet Member for Property, Finance and Business Services to:**
 - Agree the priority programme of works and additional school requirements for 2013/14, as shown in appendix 1, and all necessary decisions in relation to further condition surveys required to support or shape this;**
 - Agree any consequential works required in respect of Building Regulations as set out in the report;**

- Agree a policy to determine fair contributions from schools to such condition works and authorise officers to implement this policy in negotiation with schools;
 - Authorise any urgent unforeseen works required during 2013/14 and;
 - Procure and authorise all necessary matters in relation to such construction and associated consultancy contracts, agency resources and agree appropriate internal charges.
3. Instruct officers to prepare a comprehensive cyclical condition survey programme moving forward, jointly funded by schools and to report back to Cabinet for approval.
 4. Request that the Chairman of the Executive Scrutiny Committee waives the scrutiny call-in on all these recommendations to enable any urgent works to commence swiftly.
 5. Agrees to withdraw the exempt nature of relevant parts of the report solely for officers of the Council to use to provide public information about this initiative and for other related purposes.

Reasons for decision

Cabinet agreed the provisional programme and delivery strategy for the 2013/14 schools condition works, which was proposed through a joint funding programme with schools, that would address the maintenance backlog, urgent repairs and commence a cyclical programme or survey activity.

Alternative options considered and rejected

Cabinet could have delayed or amended the delivery strategy.

Officer to action:

Norman Benn – Residents Services

Exempt Information

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Special Urgency Provisions

This report had been circulated less than 5 working days before the Cabinet meeting and was agreed by the Chairman to be considered as urgent.

794. SCHOOL CAPITAL PROGRAMME UPDATE

RESOLVED:

That Cabinet:

- 1. Note the progress made with Phases 1, 2 and 3 of the Primary School Expansion Programme;**
- 2. Revoke the Cabinet Member decision of 21st May 2013 agreeing the local process for seeking academy/free schools proposers for new school and delegate authority to the Deputy Chief Executive and Corporate Director of Residents Services, in consultation with the Leader of the Council and Cabinet Member for Education & Children's Services, to:**
 - Determine the details of a revised local process for seeking academy/free school proposers for the two new primary schools in the light of revised DfE guidance and;**
 - Undertake this process and submit the outcome to the DfE.**
- 3. Revoke the Cabinet decision of 23rd May 2013 to use of Mace as multi-disciplined consultant for the Phase 3 Schools Programme and delegate authority to the Leader of the Council and Cabinet Member for Finance, Property and Business Services, in consultation with Deputy Chief Executive and Corporate Director of Residents Services, to place a contract with a multi-disciplinary consultancy for the Phase 3 Schools Programme.**
- 4. Requests that the Chairman of the Executive Scrutiny Committee waives the scrutiny call-in on all these recommendations to ensure the programmes can progress swiftly and that the necessary project commitments can be met on time.**

Reasons for decision

Cabinet received an update on the primary school capital programme and made a number of decisions to progress the provision of sufficient school places, including those relating to the necessary building contracts and project funding. Cabinet also agreed to pursue a new local process for seeking Academy / Free School proposers following recent guidance issued by the Government.

Alternative options considered and rejected

Cabinet could have decided to delay or not progress aspects of the building programme, which would have impacted upon the Council's ability to provide sufficient school places.

Officer to action:

David Murnaghan – Residents Services

Exempt Information

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795. ENVIRONMENTAL ENFORCEMENT SERVICE - ACCEPTANCE OF TENDER

RESOLVED:

That Cabinet:

- 1. Approve the award of the Environmental Enforcement Service contract to NSL Ltd, for a period of two years from 1st August 2013, with the option to extend for a further year;**
- 2. Approve the operating budget of £198k in the 2013/14 financial year and £253k in the 2014/15 financial year to create the expenditure budgets for the contracted service. Expenditure will be offset by corresponding income budgets for the Fixed Penalty Notices.**

Reasons for decision

Following a procurement exercise, Cabinet awarded the most economically advantageous contract for the provision of environmental enforcement across the Borough. Cabinet welcomed the continued provision of patrols to take action against people who undertake anti-social behaviour, which included dropping litter, dog fouling, fly-tipping and public nuisance in parks and other public places.

Alternative options considered and rejected

Cabinet could have decided to terminate the scheme, which would not have assisted in keeping the Borough clean and safe.

Officer to action:

Ed Shaylor – Residents Services

Exempt Information

This report was included in Part II as it contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraph 3 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.

796. COLHAM BRIDGE, YIEWSLEY

RESOLVED:

That Cabinet approve the award of the Colham Bridge – New Parapet and Lighting Structures contract to Balfour Beatty Civil Engineering Limited, subject to capital release approval of funds from the 2013/14 Transport for London Local Implementation Plan allocation.

Reason for decision

Cabinet awarded the contract to create a new landmark bridge in Yiewsley / West Drayton to the company with the economically advantageous tender. Cabinet welcomed this improvement to the area, which was part of the Town Centre Improvements Initiative.

Alternative options considered and rejected

Cabinet could have decided to defer or postpone the implementation works to construct new parapet and lighting structures to Colham Bridge.

Officer to action:

David Knowles / Chris Tasker, Residents Services

Exempt Information

This report was included in Part II as it contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraph 3 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.

797. HILLINGDON'S INDEPENDENT FOSTERING AGENCY FRAMEWORK FOR THE WEST LONDON ALLIANCE - AWARD OF CONTRACT

RESOLVED:

That Cabinet:

1) Agree to award contracts to framework providers who have met the required cost and quality standards;

2) Delegate authority to the Director of Children & Young People's Services to access the framework, subject to the participation of other boroughs and;

3) Authorise the Council to enter into an Access Agreement with the following London boroughs:

- **Barnet**
- **Brent**
- **Ealing**
- **Harrow**
- **Hammersmith & Fulham**
- **Hounslow**
- **Royal Borough of Kensington & Chelsea**
- **City of Westminster**

Reasons for decision

Cabinet agreed to enter into agreements with other local authorities, using the collective purchasing power of West London, to deliver preferable rates for Independent Fostering Agencies and to more effectively and efficiently manage the quality and availability of placements for young children.

Alternative options considered and rejected

Cabinet could have decided to continue with the spot purchasing model for placements.

Officers to action:

Merlin Joseph, Children & Young People's Services
Paul Feven, Finance Directorate

Exempt Information

This report was included in Part II as it contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraph 3 of Part 1 of

798. GYM AT THE GOALS COMPLEX, SPRINGFIELD ROAD HAYES

RESOLVED:

That the Cabinet delegate authority to the Leader of the Council and the Cabinet Member for Finance, Property and Business Services, in consultation with the Deputy Chief Executive and Corporate Director for Residents Services, to make all necessary decisions in respect of this matter.

Reasons for decision

Cabinet delegated authority in order to make the decisions regarding the future operation of the Gym at this site.

Alternative options considered and rejected

None.

Officer to action:

Susan Williams-Joseph

Exempt Information

This report was included in Part II as it contained information relating to the financial or business affairs of any particular person (including the Authority holding that information) and the public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraph 3 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.

799. END OF MEETING - DECISION AUTHORITY

No additional items were considered by the Cabinet.

The meeting closed at 7.28 pm

*** IMPORTANT INFORMATION**

DECISION AUTHORITY

Meeting after Cabinet, the Executive Scrutiny Committee did not call-in any of the Cabinet's decisions.

The decisions of the Cabinet will therefore come into effect from 5pm, Friday 28th June 2013, with the following exceptions:

- **Item 16 (minute 793) – All decisions in relation to the School Condition Programme of Works;**
- **Item 11 (minute 794) – All decisions in relation to the School Capital Programme Update.**

Decisions on these two items will come into effect immediately following the agreement to waive the scrutiny call-in period by the Chairman of the Executive Scrutiny Committee.

HIGH SPEED RAIL UPDATE

Cabinet Members	Councillor Ray Puddifoot Councillor Keith Burrows
Cabinet Portfolios	Leader of the Council Planning, Transportation and Recycling
Officer Contact	Jales Tippell Residents Services
Papers with report	<p>Appendix 1: Letter to the London Assembly Environment Committee on the Government's HS2 Phase One Design Refinement Consultation.</p> <p>Appendix 2: Letter to the London Assembly Transport Committee on the Government's HS2 Phase One Design Refinement Consultation.</p> <p>Appendix 3: Response to the Government's HS2 Phase One Design Refinement Consultation.</p> <p>Appendix 4: Response to the Government's HS2 Phase One draft Environmental Statement Consultation.</p>

HEADLINE INFORMATION

Summary	This report updates the Cabinet on the Government's proposals for High Speed Rail, including an update of the legal challenge and seeks Cabinet endorsement for responses to both the Government's HS2 Phase One Design Refinement Consultation and the HS2 Phase One draft Environmental Statement Consultation.
Contribution to our plans and Strategies	Hillingdon's emerging Local Plan Hillingdon's Unitary Development Plan Saved Policies 2007 Hillingdon Partners Sustainable Community Strategy
Financial Cost	The Council's 2011/12 Development and Risk contingency includes £100,000 that was earmarked for any potential challenge against the High Speed 2 rail link.
Relevant Policy Overview Committee	Residents' and Environmental Services Policy Overview Committee
Ward(s) affected	South Ruislip, Manor, West Ruislip, Ickenham, Harefield,

RECOMMENDATIONS

That the Cabinet:

- 1. Notes the contents of the report, including the current position in relation to the legal challenge against HS2.**
- 2. Notes the letters sent to the London Assembly's Environment and Transport Committees regarding the Government's HS2 Phase One Design Refinement Consultation as set out in Appendices 1 and 2.**
- 3. Endorses the response that has been submitted to the Government's HS2 Phase One Design Refinement Consultation as set out in Appendix 3.**
- 4. Endorses the response that has been submitted to the Government's HS2 Phase One draft Environmental Statement Consultation as set out in Appendix 4.**
- 5. Strongly appreciates the efforts of local residents groups that have been established in response to the HS2 proposal and reaffirms this Council's commitment to work closely with and support them as the campaign progresses;**
- 6. Reaffirms that the Leader of the Council can continue to take all necessary action to oppose the Government's proposals for High Speed Rail, including legal action, funding and partnerships with the 51M Group and any other local authorities / organisations; and furthermore agrees that delegated authority be given to the Borough Solicitor and the Deputy Chief Executive and Corporate Director of Residents Services to formally implement any actions directed by the Leader.**
- 7. Instructs officers to take the necessary agreed actions to oppose the Government's proposals for High Speed Rail, including joint working with the 51M Group including any further contributions to it, and to report back to Cabinet on any significant issues.**

INFORMATION

Reasons for recommendation

The proposed High Speed 2 (HS2) rail line is likely to be the most significant development proposal in Hillingdon since the 3rd Runway. Its adverse impacts are considered to be far in excess of the benefits that will ensue from the proposal.

By responding to the two consultations the council will be ensuring that potential impacts on communities are identified and appropriate mitigation measures sought for the borough.

The council, as part of the 51m Group, took legal action to the Court of Appeal at the High Court in June 2013 and a Judgement is anticipated by the end of July. Dependant upon the outcome of this, the Council and the 51m Group may need to consider further legal action including whether to appeal to the Supreme Court.

Alternative Options Considered.

The alternative option would be for the Cabinet to decide not to respond to the consultations. This is not considered to be an appropriate option due to the adverse impacts that HS2 will have upon residents of the Borough.

The Cabinet could agree to halt legal action against the HS2 proposal and not pursue any potential action at the Supreme Court, should it be appropriate. Again this may not be considered to be an appropriate option due to the adverse impacts that HS2 will have upon residents of the Borough.

Comments of Policy Overview Committee(s)

None at this stage.

Supporting information

Background

1 The Cabinet Report in July 2011 set out the Council's response to the Government's consultation on HS2. This 134 page submission emphasised our concerns on the approach to the high speed rail strategy; the insufficient assessment of alternatives; lack of alignment with other government strategies, most notably the aviation strategy; and gave specific details on the devastating local impacts the proposed high speed route would bring to large parts of the borough. This report updates the progress of HS2; seeks Cabinet endorsement of the consultation responses in relation to the two recent HS2 consultations on the Phase One Design Refinement and the Phase One draft Environmental Statement; and provides an update on steps taken to legally challenge the decisions made by the Government to date.

Update on High Speed Two

2. In January 2012 the Government set out its 'Decision' to proceed with the HS2 project in its document 'High speed rail: Investing in Britain's future – decisions and next steps' (DNS). This document totally ignored the consultation responses that challenged the the heart of the principle of high speed rail and the route chosen. Instead the document included decisions to:

- proceed with the full Y network as was consulted on in 2011;
- broadly proceed with the London to Birmingham route as previously consulted;
- proceed with the Heathrow spur as previously consulted

3 On a positive note the DNS indicated that consultation responses had exerted influence in some respects. because the decision to proceed included a tunnel from the Lord Halsbury Memorial Recreation Ground in Ealing through to Ickenham High Road. For Hillingdon residents the inclusion of a tunnel was a significant improvement because the impacts of land take, visual intrusion, noise and vibration and the associated construction impacts such as in Blenheim Crescent, Roundways, Herlwyn Avenue, Lawn Close and Almond Close were much reduced.

4 The inclusion of the tunnel at Ruislip also negated the harm posed by impacts at the Victoria Road Waste Transfer Station and there is no longer a requirement for the major

bridge works previously identified at Long Drive and Bridgewater Road. Furthermore the Recreation Ground at Ruislip and the Yeading Brook are also no longer impacted.

5 The DNS did however result in adverse impacts arising from the construction of, and operation of two tunnel portals, one in Ealing close to the eastern boundary of the borough and the other close to West Ruislip station.

6 The decision by the Government to retain the viaduct over the Colne Valley has meant that the disruption to the Hillingdon Outdoor Activities Centre (HOAC) is still severe and there are significant landscape and noise implications.

7 The DNS was confusing in relation to Heathrow. Whilst confirming the commitment for a Heathrow spur, the information in the accompanying documentation does not give any detailed information as to where the links will actually be.

8 Given that fundamental objections by the Council and 51m to the Government's consultation in respect of the HS2 strategy and preferred route were not satisfactorily addressed, the Council as part of 51m took the decision to take legal action. In February 2012 the letter before action was sent to the Secretary of State announcing the intention to seek a judicial review of the 'Decision' to proceed with HS2 on the basis that the 'Decision' was unlawful. An update on the legal challenge is provided in paragraphs 70-80 below.

The Council's engagement with the HS2 project to date

9 Since the publication of the January 2012 decision document, HS2 Ltd has pressed on with progressing the proposal. The council has continued to attempt to influence the work of HS2 Ltd in order to obtain the best result for our communities. The work to date has included:

a) Environmental Impact Assessment (EIA) – consultation on scope and methodology

10 In May 2012 Hillingdon co-ordinated the 51m response to the EIA scoping report. The conclusion was:

"The draft Scope and Methodology report is ill conceived and totally inadequate. It neither provides sufficient detailed information to allow an understanding of impacts and receptors, nor does it provide suitable outline methodologies on which to base comments. 51m understand the purpose of carrying out early consultation and supports the approach; however, the level of information provided by HS2 Ltd needs to be commensurate with the questions being asked of consultees. This is far from the case for this consultation. Instead, detailed project information is not provided, and the quality of some of the methodologies is far from adequate even at an outline stage."

11 It should be noted that in November 2012, HS2 Ltd published a revised EIA scoping report. Whilst this made some changes to reflect consultation responses, in principle there were still a number of glaring omissions and no real change of direction on the approach to the assessment by HS2 Ltd.

b) Heath Impact Assessment – questionnaire on scope

12 In November 2012, the council submitted a response to the questionnaire on scoping for the draft health impact assessment. The council's Head of Public Health raised significant concerns about the approach being undertaken and of the lack of detailed information for comment.

c) HS2 Ltd Safeguarding Consultation and HS2 Ltd Property and Compensation Consultation

13 In January 2013 the council responded to both the above consultations. The opportunity was taken to reinforce the council's concerns about the inadequacy and unfairness of both of the consultations, including the lack of adequate information on which to fully understand the impacts. It was highlighted that the HS2 project itself should fully compensate the real costs to impacted communities and individuals and that compensation schemes should be sufficient to ensure this. The council drew particular attention to the need to have the same schemes offered in urban and in rural areas and not attempt to minimise the compensation schemes for urban areas simply because the costs, due to the number of properties impacted, would be greater. The council's responses are available on Hillingdon's website. The Government ignored the concerns of the council and others who raised objections and instead it formally adopted safeguarding directions for Phase One of HS2 Ltd on 9 July 2013. As a consequence of the directions being issued, councils are now required to consult HS2 Ltd with regard to planning applications in the safeguarded area along the HS2 route before granting planning consent.

d) Publication of Phase Two route by HS2 Ltd

14 On 28th January 2013, HS2 Ltd published 'Phase Two: the route to Leeds, Manchester and beyond'. This alerted the communities further north, which had previously been relatively silent on the high speed rail proposals, to the potential local impacts of the project. The announcement within this report, that work on the Heathrow Spurs had been officially put on hold until the Airports Commission reported its recommendations in mid 2015, was also of strategic significance

15 The Airports Commission was set up in late 2012 to look at short, medium and long term options for UK aviation. This provides clear evidence that the borough were correct to raise the concern that the high speed rail and aviation strategies should have been properly aligned to enable informed decisions.

16 Unfortunately whilst the Heathrow Spur work was officially paused, the Exceptional Hardship Scheme consultation for Phase 2 included the Heathrow Spur along with outline details of the route. This has caused unnecessary concern and potential blight for a portion of the route which may never be enacted.

Current HS2 Ltd Consultations

17 On 16th May 2013, the Government launched two separate consultations, i.e. on the HS2 Phase One Design Refinement and the Phase One draft Environmental Statement. These consultations ended on 11th July and this Cabinet report seeks endorsement of the responses submitted to the Government.

HS2 Phase One Design Refinement Consultation

18 A summary of the consultation and the council's response is set out below and the full response is at Appendix 3.

19 There are 14 proposed changes to the design of the route that go beyond the normal process of design development. The Secretary of State for Transport has decided to consult on these proposed changes before making a final decision on whether to include them within the design that will be submitted to Parliament alongside the Hybrid Bill. There are three route refinements that impact upon Hillingdon.

a) Route Change 4 - Northolt Corridor

20 The route has been altered to include an extended tunnel section from Old Oak Common right through to West Ruislip which negates the need for a tunnel portal just to the east of the borough boundary and removed the need for potential construction safeguarded areas close to residential areas in Rabournmead Road.

21 Whilst supportive of the increased tunnelling to avoid the construction and operation of a tunnel portal in the eastern part of the borough, the document refers to an increase of around 1.3 million cubic metres in excavated material that would need to be removed from the tunnel worksites in the industrial areas adjacent to Old Oak Common and West Ruislip. No detail is given as to any resulting impacts from this increased construction work.

b) Route Change 5 - Heathrow Junctions

22 To avoid future disruption to an operational Phase One high speed line, this route refinement proposes passive provision now for the future connections to Heathrow, as part of the Phase One Hybrid Bill.

23 This passive provision will require the cutting to the east of Harvil Road to be approximately 20 metres wider for about 650 metres before the proposed scheme crosses the Colne Valley on a viaduct.

24 There are significant objections to this proposal. The inclusion of the Heathrow junctions in Phase One appears to be pre-judging the recommended options from the Airports Commission which are due in 2015. The two strategies i.e. high speed rail and aviation, should be aligned in terms of timescales. The remit of the Airports Commission includes assessing all options and this has led to speculation about a new hub airport and the potential closure of Heathrow. Given this uncertainty about the future of Heathrow, it seems ill-judged to pave the way for the HS2 junctions prior to a decision on the future of Heathrow airport.

c) Route Change 6 - Colne Valley Viaduct

25 The proposed route refinement has moved the HS2 line 60 metres to the north to minimise the length of span across the River Colne. Whilst this reduces the impact on the River Colne, it moves the viaduct closer to the residential areas in Harefield and also requires further demolitions at the Merck research centre and Dews Farm.

26 It is considered that this route refinement should be rejected in favour of a tunnel from London continuing under the Colne Valley, which would represent the best option for residents. This would remove noise impacts from residents near the tunnel portal in West Ruislip and near the proposed viaduct. It would also remove the need for the demolition of a number of properties within the borough and also preserve the well loved regional community resource that HOAC provides.

Influencing the London Assembly

27 A council officer and also a representative of the Ickenham Residents Association attended a London Assembly Environment Committee meeting on 12th June 2013 to discuss the HS2 Phase One draft Environmental Statement Consultation. Officers have also submitted written comments to both the Environment and Transport Committees in order to inform their responses to the HS2 Ltd Design Refinement consultation. These comments, which are included at Appendices 1 and 2, include seeking the support of the London Assembly to fight the irrational inclusion of the Heathrow spurs and to join the council in making the case for the tunnel from London to be extended under the Colne Valley, should the Government proceed with HS2.

HS2 Phase One draft Environmental Statement Consultation

28 The draft Environmental Statement Consultation has been accompanied by a large volume of information with an overview document and individual documents and map books for each defined area. The ones of interest to the council are Community Area Forum 6 - South Ruislip to Ickenham and Community Area Forum 7 - Colne Valley.

29 A summary of the documentation and the council's response is provided below. The full response can be found at Appendix 4.

a) Community Area Forum 6 – South Ruislip to Ickenham

Summary of the description of the area and proposed scheme

30 The route will enter the eastern side of the borough by a tunnel. The route would continue in tunnel for 4.4km, at a depth approximately 30m below ground level, before emerging via a tunnel portal at West Ruislip to the west of Ickenham Road and West Ruislip station.

31 On top of the covered section of the tunnel portal, a 30m by 35m 'head house building', approximately 9m high, would be located to the south-east of the Ruislip Golf Course. This structure would accommodate mechanical and electrical equipment rooms, emergency intervention and other facilities and would also require an area of hard-standing for maintenance and emergency services. A tunnel vent shaft and an auto-transformer station would be located in South Ruislip.

32 Heading west the route will be on embankment and then in a cutting through the southern part of Newyears Green Covert to Harvil Road. The route would require three new permanent under-bridges and one temporary under-bridge plus three new over-bridges. Demolitions have been identified as being required at ten separate locations along with 24 utility diversions in separate locations including mains gas, water mains, sewers, low and high voltage electricity lines.

33 There would be two permanent road diversions plus diversions of a public right of way and a bridleway. Drainage ponds would be required for both railway track and highways drainage. Two watercourses would require diversions during construction of the new Harvil Road Bridge; a permanent diversion for the Ickenham Stream and a temporary diversion of the Newyears Green Bourne. There will be passive provision in this area for a HS2 link to Heathrow Airport.

34 There are three main construction sites proposed in this section of route and each site is proposed to operate for a duration of seven years.

Vent shaft at South Ruislip

35 The vent shaft at South Ruislip includes the construction of the rectangular box shaft, head house building and auto transformer station with associated hard standing. The construction access route is identified as via the A40 continuing into Mandeville Road (A312), Eastcote Lane, Field End Road and Victoria Road.

Tunnel Portal at West Ruislip

36 The tunnel portal at West Ruislip includes tunnel excavation; a 570m long cutting south of Ruislip Golf Course for the ramp from the portal; and an embankment from a point south of Ruislip Golf Course to Breakspear Road South (approximately 600m long). The construction access route is identified as via the Western Avenue (A40) continuing onto Swakeleys Road (B467) and Ickenham Road (B466).

Area between Breakspear Road South and Harvil Road

37 The area between Breakspear Road South and Harvil Road includes construction of an embankment from Breakspear Road South to a point 200m to the west; a cutting between a point 200m west of Breakspear Road West to west of Harvil Road (approximately 1km in length and up to 20m deep); and embankment works from Newyears Green Bourne to south of proposed Harvil Road Marylebone to Aylesbury Line overbridge (approx 300m long).

38 The construction access route is identified as via Western Avenue (A40) continuing onto Breakspear Road South or Harvil Road. Vehicles unable to pass under the Breakspear Road South bridge would access the site via Swakelys Road (B467) continuing onto Ickenham Road (B466), the A4180 and Breakspear Road South.

b) Community Area Forum 7 Colne Valley (Hillingdon Impacts)

Summary of the description of the area and proposed scheme

39 After emerging at the tunnel portal south of the Ruislip Golf Course in West Ruislip, the route passes under the realigned Harvil Road. The route would then continue onto the 3.4km viaduct crossing over the Colne Valley, including Harefield No 2 Lake used by the HOAC.

40 Since the announcement in January 2012, the proposals for HS2 now differ in some respects with the introduction of an auto-transformer feeder station off Harvil Road and a National grid substation north of HOAC to provide traction power from national Grid power lines. Utility diversions will be needed to accommodate the auto-transformer station including a high pressure gas main and a high voltage pylon diversion.

41 The Government's Design Refinement Consultation includes a proposal to realign the Colne Valley viaduct approximately 60m further north with one viaduct supporting pier proposed within the River Colne.

42 There is the provision of earthworks and turnouts to allow for the future provision of a Heathrow Spur. This would be the minimum required area to construct the spur without impacting on the operational capacity of Phase One.

43 Two large construction sites are proposed within Hillingdon.

Colne Valley viaduct southern approach embankment

44 This site will include construction of the southern third of the Colne Valley viaduct and its approach embankment, as well as the Harvil Road Auto Transformer feeder station. Construction traffic and access would be via Harvil Road and southwards onto the A40 or via Harvil Road, Moorhall Road, the A412 (Denham Avenue) and onto the A40. The estimated duration of operation is 4 years.

Colne Valley viaduct satellite compound

45 This is a support site for the construction of the southern third of the Colne Valley viaduct and construction jetty access at HOAC. Construction traffic and access would be via Dew's Lane, Harvil Road and southwards onto the A40 or via Harvil Road, Moorhall Road, the A412 and onto the A40. The estimated duration of operation is 3 years.

46 There would be four major utility diversions within Hillingdon including a National Grid gas main close to Harvil Road, a water main to the north of Harvil Bridge, a pressured Thames Water sewerage main connecting to Harefield pumping station next to HOAC and the National Grid power line crossing the Colne Valley.

47 There is a proposed permanent diversion of Harvil Road towards the east and also a permanent diversion of the public right of way running south from Harvil Road through HOAC. The proposal requires the demolition of several buildings including Dews farm and associated buildings and three buildings associated with HOAC.

Hillingdon's response to the draft Environmental Statement

48 The council's response (at Appendix 3) is divided into two parts, firstly objections in principle to the draft Environmental Statement (dES) and its failure to comply with a number of legal requirements; and secondly the more detailed response to specific local impacts which the council believes have been severely under-estimated.

49 The main objections in principle relate to the fact that the draft Environmental Statement is not considered to be compliant with the EIA regulations. The dES simply assesses the impacts of the conclusions of the Decisions and Next Steps Document (January 2012) (DNS). It does not challenge conclusions, present alternatives or provide adequate justification for the proposed route. There is no assessment of alternatives, no assessment of cumulative impacts of Phase 1 and Phase 2 and no assessment of impacts of other planned projects such as the impact of the Heathrow link and all that implies.

50 For the above reasons the council's response makes it clear that it expects all work to now cease on promoting and developing the current proposals. The more robust and comprehensive assessment, as alluded to by the Government's legal representative in the Court of Appeal, including proper assessment of strategic alternatives and appropriate assessment of cumulative impacts, including the impact of, and re-assessment of any need for, the Heathrow link, should be fully developed, and consulted on, prior to the publication

of the final HS2 Environmental Statement, which would accompany the Hybrid Bill before Parliament.

51 In terms of local impacts, the council is particularly concerned about the inclusion of the London to Heathrow spur within the Phase 1 route, even though the full link to Heathrow is being put on hold. The dES includes two spurs, one serving 'the north' and one serving London. The extremely poor business case and the lack of information as to what the 'other' strategic reasons are for it, provide a very tenuous case for a Heathrow link at all. In addition, the inclusion of the London to Heathrow spur purportedly prevents the extension of tunnelling from Ickenham through west London and across the Colne Valley.

52 In terms of other specific local impacts, the council's response raises grave concerns over the very limited information contained in the dES, with lots of obvious gaps. This means that it is difficult to understand the potential impacts. This applies to all topics covered by the dES including carbon emissions, socio-economic issues, agriculture, air quality, community, cultural heritage, ecology, land quality, landscape, sound and vibration, water resources, traffic and transport. A number of the topic areas introduce mitigation and conclusions on effects without even knowing all the impacts and receptors.

53 In order to try to assess the potential impacts of the construction phase, the council has itself mapped the information provided in the dES on the proposed construction routes and included this in its consultation response. It is clear from this that HS2 Ltd have given insufficient regard to the impact on the borough roads and the surrounding road network and therefore underestimated the impacts on congestion, local air quality and noise and the impacts on other road users attempting to use this part of west London.

54 Notwithstanding the above, it is clear even from the limited information within the dES that the environmental impacts of HS2 will cause considerable hardship in the short term and long lasting damage to residents in Hillingdon as set out in this response. The council's consultation response makes it clear that the dES has totally under-estimated the impact of HS2 on the borough. The Colne Valley is an area of immense importance in landscape, recreational, amenity and ecological terms. The proposed viaduct will cause considerable harm to this much loved area, which could be avoided if the proposed 3,840 m long viaduct were to be replaced by 5,780m of additional tunnelling. Furthermore, in Hillingdon we have the tunnel portal just 2,210m away from the viaduct and the area in between will become a massive construction site within a densely populated area with no easy access to the A40 or motorway network. Based on the findings of the dES, it is therefore requested that HS2 Ltd now take the necessary mitigation action to extend the tunnel from London through to the western side of the Colne Valley.

Community Engagement with HS2 Ltd

55 Following the Government's decision in January 2012 to proceed with the proposal, HS2 Ltd set up Community Area Forums. In Hillingdon this was divided into two areas, the South Ruislip and Ickenham Forum and the Colne Valley Forum which encompassed parts of Harefield and South Bucks.

56 The Community Area Forum reports accompanying the draft Environmental Statement confirms there have been five separate meetings in each area and details areas of concern raised by the communities.

South Ruislip and Ickenham

57 The main themes to emerge from the meetings are identified by HS2 Ltd as:

- Relocation of utility services including requiring co-ordination between all relevant parties to avoid longer than necessary localised disruption;
- Heathrow spur location being above ground and the construction timetable associated with this;
- Methods of tunnel construction;
- Environmental surveys;
- Position of tunnel portal and the potential extension of the tunnel westward under the River Pinn;
- Noise and vibration during construction and operation, particularly for homes near cuttings and at the tunnel portal; and
- Location of construction sites and proposed sub-station.

Colne Valley Forum

58 The main themes to emerge, from a Hillingdon perspective, are identified by HS2 Ltd as:

- The ability of HOAC to continue to provide the outdoor community activities during construction of the viaduct and when the service is operational;
- The option for tunnelling under the lakes;
- The approach to the noise survey assessment;
- The additional impact of the Feeder Station.

59 Following concerns raised by residents, the Council Leader and key officers attended one meeting of the South Ruislip and Ickenham Forum. The provision of an independent chair was accepted as good practice, however, the HS2 Ltd staff appeared unable and/or unwilling to answer key concerns raised by residents. Concerns raised were not responded to in any meaningful way. The general impression was of a PR exercise on behalf of HS2 Ltd as opposed to proper community engagement.

60 Following this the Council sent out a questionnaire to Forum attendees to gauge their thoughts as to the effectiveness of the Community Forums. Following the submission of twelve separate responses, the overall community response can be summarised below:

Set up of the Forums

61 The Forums are a good idea but have not been carried out in reality. The meetings were not long enough to discuss issues in depth and the chosen community representation was deemed haphazard with no regard as to whether the different community groups were properly represented. The agendas were dictated by HS2 and no information was provided in advance of meetings, despite repeated requests, which would have made the meetings more productive.

Forum Meetings

62 The choice of an independent chair was appreciated. Unfortunately too long was spent in each meeting on recorded notes of the previous meeting and not enough time for the actual agenda items. No proper minutes were taken and the meeting notes produced

by HS2 Ltd lost the essence and tone of the meetings. The information, maps and presentations were generally of poor quality and it appeared obvious the HS2 Ltd staff had not made themselves aware of the local area. The actual engagement process was felt to be very poor with promises of answers to follow which were rarely acted upon. On a number of occasions complaints were raised in relation to the unprofessional behaviour of certain HS2 Ltd staff and formal complaints were made.

Community Forum Objectives

63 Overall the Forum members felt they had not gained anything from the meetings in terms of a better understanding of the local impacts. A lot of the responses referred to the meetings being “a tickbox exercise” and that HS2 Ltd were paying “lip service” to residents concerns but not acting on them. There was agreement that without the Forums there was no other way for communities to air their concerns but there was a lack of genuine engagement or two way dialogue.

The council's engagement with HS2 Ltd

64 Direct engagement with HS2 Ltd at events such as HS2 Ltd Planning Forums and Technical Forums has not been possible due to lack of willingness on the part of HS2 Ltd to adequately fund officer time. There have been numerous attempts to resolve this on behalf of the council but this issue has not been satisfactorily resolved.

65 The council has, and will continue, to respond to all relevant consultations to attempt to secure the best outcome for our residents if this scheme does end up going ahead.

The council's engagement with residents

66 There has been continued support to our residents to try and help explain and understand the vast quantities of technical documents published by HS2 Ltd throughout this process. The council has used Hillingdon People to help interpret complex consultations and continues to update residents of progress through this and the dedicated pages on the council's website.

67 Following the publication of the DNS in January 2012 and the Property Compensation and the Safeguarding consultations in October 2012, a full residents meeting was held in February 2013. This was attended by the Leader of the Council and the Cabinet Member for Planning, Transportation and Recycling, and it provided an opportunity for residents to raise their concerns directly with the council.

68 The council's officer team continually raises residents concerns directly with HS2 Ltd to lend added weight. The recent fiasco surrounding the failure of HS2 Ltd to provide the correct documentation for the draft Environmental Statement consultation to the correct library locations, and at the start of the consultation process, is an example where complaints from the council concerning unfairness of the consultation process because HS2 Ltd failed to provide the correct information in a timely manner have added weight to the concerns raised by the residents groups.

69 Council officers attend Stop HS2 community events to help residents understand the complexity of the HS2 Ltd consultations. As an example, the council has developed and provided maps of the construction routes, as described in the draft Environmental Statement material, which has helped provide a visual representation of the impact of the

construction phases. This material has helped residents understand the likely impacts and thus inform their individual consultation responses.

Update on the legal challenge

70 Given that many objections to the HS2 strategy, preferred route and alternatives put forward by the Council, and by 51m, in response to the Government's consultation exercise were not satisfactorily addressed, 51m commenced a judicial review action in the High Court.

71 The grounds of challenge included the failure of the Government to consult properly, its failure to carry out adequate environmental assessments, the irrationality of the Government's decision making and a breach of the Government's public sector equality duty.

72 Other judicial review actions were also brought by HS2AA, Heathrow Hub and Aylesbury Golf Club and all the legal challenges were "rolled-up" and heard together in the High Court over a period of ten days in December 2012.

73 Mr Justice Ouseley, who heard the case, delivered his judgment in March 2013. He found in favour of HS2AA's challenge that the compensation consultation was fundamentally flawed but dismissed all the other grounds of challenge.

74 The Judge gave HS2AA and 51m permission to appeal to the Court of Appeal on the Strategic Environmental Assessment ground and he also gave 51m permission to appeal on the ground that the Government had failed to re-consult on the Optimised Alternative which 51M had put forward.

75 51m made an application to the Court of Appeal for leave to appeal on four other grounds which are a) the decision to promote HS2 by way of a Hybrid Bill breaches the Environmental Impact Assessment Directive, b) the consultation process was unlawful, c) the irrationality of the Government's decision making and d) a breach of the Government's public sector equality duty. Heathrow Hub also applied to the Court of Appeal for permission to appeal on the basis that the Government's consultation process was unlawful.

76 The Court of Appeal, which consisted of three very senior judges including the Master of the Rolls, heard 51m's, HS2AA's and Heathrow Hub's cases in June 2013. The Master of the Rolls indicated that the Court is likely to deliver its judgment by the end of July given the high profile nature of this case.

77 No indication was given by the Judges as to what their decision is likely to be. However, they did express their astonishment that the Government's QC changed his case by saying that the environmental assessment process would be re-examined by the Government and that it would amend Parliamentary procedures to ensure that there is full compliance with European law. This issue was not raised at all during the High Court hearing and it took everyone by surprise.

78 The general thrust of the Government's defence to 51m's appeal is that the HS2 scheme is still at a very early stage and if there are any deficiencies in the process, the Government still has plenty of time to correct them. Therefore, any legal challenge should be brought when the scheme is completed and it is premature to do so at this stage. 51m's QC strongly argued that this is not realistic. The deficiencies are significant and blight and

other hardship to many people is being caused now. Furthermore, it would be very difficult to bring a legal challenge at the end of the scheme when billions of pounds would have been spent.

79 The Court of Appeal's powers are not limited to simply upholding or dismissing the appeal. One of the grounds of appeal is that the Government failed to carry out a Strategic Environmental Assessment. With regard to this particular ground, the Court of Appeal has the power to refer it to the European Court of Justice for determination if it takes the view that it is unable to decide the issue itself".

80 In the event that the Hybrid Bill process goes ahead, the council has retained a Parliamentary Agent to act on its behalf to ensure that the best outcome for its residents.

Financial Implications

The Council has currently pledged to fund costs up to £200,000 for the legal and other expenses of the 51M Group plus up to a further £100,000 for the cost of the appeal if required.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

The proposed HS2 Rail Line is likely to be the most significant development proposal in Hillingdon since the 3rd Runway. The HS2 route runs straight through the borough. Despite the addition of a tunnel for part of the route there remains significant concerns about the effects of HS2 on residents, service users and communities.

Consultation Carried Out or Required

CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance notes the recommendations in the report and makes the following comments. There is currently specific provision within the Risk and Development contingency for the General Fund to cover up to £200k of costs to challenge the Government's proposals for the High Speed Rail. There is also sufficient unallocated provision within the General Fund Contingency to cover the additional costs of appeal if required.

Legal

The legal implications are contained in the body of the report.

Corporate Property and Construction

Corporate Property and Construction supports the recommendations made in this report

BACKGROUND PAPERS

NIL



HILLINGDON

LONDON

Appendix 1

Ian Williamson
FAO: The London Assembly Environment Committee
City Hall
The Queen's Walk
London
SE1 2AA

Our ref: JT/06/06/2013

6th June 2013

Dear Mr Williamson

LONDON ASSEMBLY MEETING ON 12TH JUNE 2013: ITEM 6 – ENVIRONMENTAL IMPACT OF HIGH SPEED 2

Following our helpful discussion last week, I am writing to you to request that the concerns in this letter are made known to the Environment Committee when they consider the environmental impacts of HS2.

This letter sets out some key environmental issues in relation to the High Speed 2 draft Environmental Statement (draft ES). It is acknowledged that the London Assembly's Environment Committee are principally concerned with the environmental impacts on London; however, it is worth reviewing some of the strategic matters previously raised by the London Assembly and to consider whether there has been progress. Several of these strategic matters are directly linked to understanding the environmental impacts and indeed whether enough consideration has been given to alternative schemes.

Sections 1 – 5 below relate to a number of key strategic issues and sections 6 – 14 relate to more specific environmental matters arising from the consultation on the draft ES. In light of the concerns raised, we would respectfully ask that the Environment Committee considers the following in its response to the draft ES consultation:

The Environment Committee has serious concerns over the quality of the draft Environmental Statement in terms of the robustness of the information provided. There are significant omissions and misrepresentations in terms of the baseline information, survey data and what impacts of HS2 have been considered. The draft

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INVESTOR IN PEOPLE

Environmental Statement fails to properly consider a number of environmental issues including the impacts on the London overground and underground; the HS1 link; climate change; dispersal of spoil/waste; noise; air quality; ecology and employment. Given the inadequacies of the draft Environmental Statement, a further period of consultation should be carried out once a 'fit for purpose' draft Environmental Statement has been produced.

STRATEGIC COMMENTS

In its response to the Government's consultation on HS2, in July 2011, the London Assembly's Transport Committee raised a number of concerns including the economic and transport case; the need for a national transport framework for HS2; the Heathrow Spur; the HS1 link; and Crossrail 2. It would appear that almost two years since those comments were made, few of these issues have been satisfactorily addressed.

1. No integrated Transport Strategy

In its response to the Government's consultation on HS2 in July 2011, the London Assembly's Transport Committee concluded that HS2 should be placed within a detailed national transport framework. One of the principle concerns of the London Borough of Hillingdon is that there is still no integrated national transport strategy, and it is assumed that Heathrow will remain the UK's International Aviation Hub. This means that HS2 is still being considered in isolation, and therefore the impending environmental and economic impacts on London cannot be put into an acceptable context. In particular this results in significant problems with the following:

2 Heathrow Spur

In July 2011 the London Assembly's Transport Committee also raised concerns about the Heathrow Spurs. The Council was supportive of the recent announcement that a Heathrow Spur will be removed from the HS2 Phase 2 consultation. Instead it is to be considered at a later date when the Davies Commission reports on aviation. In principle this seems appropriate, but only if the Davies Commission influences decisions on the spur, and not vice versa.

However, HS2 Ltd and the Government are continuing to develop the Heathrow Spur regardless of their announcement to put it on hold. This suggests an element of predetermination, which raises questions about the scope of the Davies Commission. In a recent letter to a Hillingdon resident, HS2 Ltd stated:

The Government also believes the HS2 network should link to Heathrow and its preferred option is for this link to be built as part of Phase 2. However, the airports commission, launched in September 2012 is recommending options for maintaining the Country's status as an international aviation hub.

The spur has obvious implications in the wider debate on aviation, and in particular Heathrow expansion. Planning and promoting a Heathrow spur ahead of the Davies Commission report effectively tarnishes the process.

However, continuing to develop the Heathrow spur also has significant implications for how Phase 1 of HS2 is being developed. The Council maintains that the tunnelling in London should be extended through Ickenham and under the Colne Valley. This would remove a number of significant environmental and economic impacts and would follow HS2 Ltd's own objectives of avoiding harm prior to finding mitigation. However, the reason the tunnelling is not being extended is to ensure that the Heathrow Spurs are built into the Phase 1 proposals. In other words the Heathrow Spur is constraining the development options of Phase 1 despite it being on hold. It will lock London in to significant adverse environmental impacts, whether built or not; not to mention the wider implications of adding weight to arguments for expanding Heathrow.

The Government is belatedly attempting to provide some integration between aviation and high speed rail. However, by putting Heathrow spur proposals on hold at the same time as stating they are preferred option and planning Phase 1 to incorporate them, the Government is in danger of predetermining an unwelcome and undeliverable outcome.

3 Crossrail 2

In July 2011 the London Assembly's Transport Committee supported TfL's proposal that HS2 should be supported by a new line linking Chelsea and Hackney (Crossrail 2). The recent announcement that the Treasury is unlikely to fund Crossrail 2 for some time is also testament to the lack of an integrated strategy. In particular Crossrail 2 is needed to help reduce growing crowding problems on a number of London overground and underground lines. It is possible that funding on HS2 is impacting on the Crossrail 2 solution, even though the former increases the importance of delivering the latter.

Furthermore, the regional option for Crossrail 2 falls approximately 15 miles short of Stansted and slightly less from Gatwick; a transport option that could open up airport growth away from Heathrow.

The continued lack of any joined up transport thinking is impacting on the funding for Crossrail 2 and constraining options for airport growth.

4 HS1 Link

In July 2011 the London Assembly's Transport Committee raised concerns about the HS1 link. The draft ES contains minimal information on the operation of the HS1 Link. It suggests that there would be up to 3 trains an hour in peak times, with these being either single carriage (550 passengers) or double units (1100 passengers). Elsewhere in the ES there is a clear statement that trains operating at peak hours will be double units.

It would appear that HS2 Ltd are unable to say what will happen on the HS1 Link or provide any firm details of the operational arrangements – there is no information on ticketing, security controls, demand or the destination of these trains. This demonstrates that HS2 Ltd are still very unclear on how HS2 will operate.

5 Passenger Numbers on HS2

There is still a lack of publicly available information on the actual usage of HS2. Whilst information has been presented about business cases and impacts on the north, most of which is disputed, there is still no detailed information on how many people will use the trains.

The draft ES also does not provide this evidence in a clear or consistent manner which makes it impossible to understand the true impacts of the operations of HS2. For example, it is not possible to fully understand how many passengers will alight or board at Euston, or what the impacts on other regional rail lines would be.

There is some passenger data within the transport chapters but this does not seem to make sense.

12.7.3[of Curzon Street CFA] ...The Proposed Scheme will result in approximately 2,800 passengers using Curzon Street station in the morning peak hour and approximately 3,200 passengers using Curzon Street station in the evening peak hour in 2026. These numbers increase to approximately 7,000 passengers using Curzon Street station in the morning peak hour and approximately 8,000 passengers using Curzon Street station in the evening peak hour in 2041 (HS2 Phase Two) through increased train frequency and additional national rail destinations. It is expected that over half of the travellers on the Proposed Scheme at Curzon Street station would have an onward rail journey.

12.6.3 [from Birmingham Interchange CFA] With the introduction of the Proposed Scheme in 2026, there would be approximately 1,550 rail passengers boarding, alighting and interchanging at Birmingham Interchange station in the morning peak hours and around 1,750 rail passengers boarding, alighting and interchanging at Birmingham Interchange station evening peak hours. These passengers are forecast to generate around 950 two way vehicle trips in the morning peak hour and 950 two way vehicle trips in the evening peak hour.

The first extract refers to the morning peak hour [8-9am] whilst the latter refers to peak hours [normally 7-10am]. Inconsistencies in methodology aside, the total passenger numbers referred to equates to 4350 people coming and going from the Birmingham Stations. HS2 will operate at 11 trains per hour, with 1100 seats available in the peak hours.

The passenger numbers given for the Birmingham end are significantly less than available seats. There is obviously something seriously wrong with the assessment and highlights a continued concern about passenger numbers.

SPECIFIC ENVIRONMENTAL ISSUES

6. General comments

The draft ES does not contain any background information, and minimal information on the impacts. It is therefore difficult to get a clear understanding of even the likely environmental

effects, let alone the actual effects. For this reason, the draft ES should not be considered in the same manner as a draft strategic plan sent out for consultation. In this example, the draft strategic plan would be a completed document which subject to consultation responses would be suitable to adopt. In contrast, the draft ES is not fit for purpose to be given to a decision maker regardless of whether consultation responses are received or not. It is an incomplete document, with significant amounts of omissions which by HS2 Ltd's own admission requires further extensive work, including detailed field surveys and assessments. This document is not fit for a public consultation and certainly not suitable for interested parties to understand the impacts and effects of HS2.

The following comments expand on these concerns in more detail and relate to some of the individual topics. They highlight some of the concerns about the lack of information, and ultimately demonstrate it is not possible to understand the impacts on London.

7 Greenhouse Gas Emissions

No assessment has been made of the potential greenhouse gas emissions associated with HS2. This means there is no assessment of the likely energy use and in turn the operational costs of HS2.

Importantly though, there is no understanding of how HS2 will compete with domestic aviation or the subsequent impacts on London airports. If HS2 does compete with aviation (unlikely until at least Phase 2) and there is a reduction in domestic slots, then this is most likely to result in an increase in long haul aviation. Less domestic slots, particularly at Heathrow, could result in more long haul flights and more passengers. This puts a constrained airport and surrounding area under further pressure.

Ultimately, it is not possible to understand whether HS2 will have a positive or negative impact on carbon emissions. The lack of an assessment and any conclusions are conspicuous by their absence. All those across the UK will only become aware of the true carbon emissions of HS2 when the final ES gets submitted to parliament.

8 Noise Impacts

The information on noise is also sparse but the assessment that is presented is misleading. The principle noise impacts, construction aside, will come from the operation of the overground section where the trains emerge and enter the Ickenham High Street tunnel portal and then proceed across the Colne Valley. The above ground section runs parallel with a busy residential area on the Greenways, Ickenham before progressing over the Colne Valley.

The main concern relates to the methodology for assessing noise. The draft ES only measures the average noise levels (to Laq) from the continuous period of 0700 to 2300. In the first instance, this is insufficient since the trains are scheduled to run to 2400. However, more importantly, averaging noise over a vast period of time misrepresents the noise impacts.

Noise from trains is, by their nature, intermittent. There is a sudden and short burst of noise energy emitted before tailing off to background noise levels. At peak time there will be 11 trains per hour in one direction (11 in the other) which will result in periods of respite. These respite periods increase during off peak times, when it is assumed that train frequency is reduced along with the number of carriages. Averaging the noise impacts over 1 hour will mean respite periods are set alongside the sudden bursts of noise. To extend the averaging over the whole day, allows the maximum peak period noise emissions of longer trains at 11 per hour to be weighted against the off peak single unit trains and a less frequent service. This distorts the actual noise impacts experienced by residents, particularly in the sensitive early morning period.

The Council and 51M asked for the noise assessment to be presented to maximum levels (L_{max}). This is in accordance with World Health Organisation guidelines which state:

When there are distinct events to the noise such as with aircraft or railway noise, measures of the individual events should be obtained (using, for example, L_{Amax} or SEL), in addition to L_{Aeq,T} measurements.

In addition we asked for averages to differentiate between peak and off peak times. This has not been done.

The noise chapters allude to an assessment of maximum noise impacts, but the information has been withheld from this consultation. As a consequence, what is left in the assessment is a disappointing misrepresentation of the true noise impacts. It is simply not possible to understand the noise impacts. More worryingly, the information presented is a biased attempt to dilute the likely harm of HS2.

In addition, there is a lack of background data to understand the increases in noise levels. The area impacted in Hillingdon is suburban leading to more rural areas with existing noise levels not likely to be too high. The noise impacts of HS2 need to be assessed not just in total magnitude, but also in the change from the existing baseline. This has not been done.

Finally, the noise contours for the surface route in Ickenham are very similar to the contours where the train passes on the viaduct over the Colne Valley. It does not seem plausible that the geographical extent of noise impacts is the same at ground level with vegetated cover as it is 15m on a viaduct over vast expanses of water in a river valley.

9 Air Quality Impacts from Construction Traffic

There are still a significant amount of gaps in the information on construction traffic movement. Some information has been provided in the transport sections on the likely traffic movements but no assessment has been made of what this means for the current road situations. A lorry moving along a rural road will have less air quality impacts than a lorry stuck in peak time congestion.

There is also no timetable for when construction will occur. For example, to realign Harvil Road in Ickenham there will be more than 100 lorry movements a day for 0.5 years; to create the vent shaft in South Ruislip there will be more than 800 lorry movements a day for 7 years.

In total the report outlines over 3000 daily light and heavy good vehicle movements in the Colne Valley and Ruislip Community Forum areas.

It is not known how many of these vehicle movements will occur at the same time, or full details of the routes to be used. If they all converge on major junctions to access strategic networks at the same time this could have serious impacts on air quality.

The lack of information on transportation also constrains the air quality assessments. The assessment for the Ruislip area amounts to three pages. Each of the assessments contain superficial comments relating to dust, but with regards to traffic emissions Volumes 6 and 7 both state:

Construction activity could also affect local air quality through the additional traffic generated on local roads as a result of construction traffic routes and changes to traffic patterns arising from temporary road diversions. Examination of the changes in air quality as a result of changes in traffic flows for 2017 along the affected roads will be assessed in the formal ES.

Air quality management areas are defined largely due to transportation emissions. Air quality conditions in the urban areas of the borough are particularly sensitive as they are across London. To avoid publishing any form of assessment suggests that HS2 Ltd do not know enough about their scheme or are reluctant to publish information. The final ES is due to be presented to Parliament next year, yet there is still a lot of work to be done regarding air quality. To only present the air quality assessments as part of the final ES when it is submitted to Parliament is naïve and shows a lack of understanding on a hugely important and technical environmental issue.

10 Air Quality Impacts from Passenger Dispersal

There is still a distinct lack of information on the actual passenger demand and the dispersal at the 4 stations on the route; Euston, Old Oak Common, Birmingham Interchange and Curzon Street Birmingham. This means that it is not possible to fully understand how many people will be actually using HS2, where they come from, how they will complete their London side journeys and the impacts on existing services. For example, the document talks about 2500 new modal trips around Old Oak Common but does not break this down for each mode. For example, it is not possible to understand how many more vehicle movements this would be. It is therefore impossible to get an understanding of the impacts on air quality, whether good or bad. This is particularly disappointing given that there are many areas around Euston and Old Oak that suffer from poor air quality.

11 Ecology

There is no ecological survey data provided but the conclusions of the assessment suggest there would only be significant effects at a local level. Impacts on birds, including native and migrating species are not considered likely to be significant, but the draft ES does acknowledge that bird surveys are required. It is not appropriate to make conclusions on the impacts of schemes prior to completing survey work.

There is a lack of clarity about how much woodland will be lost, where it will be lost from, and what and where mitigation will be delivered. There is no assessment of the longer term impacts on the integrity of the Mid Colne Valley SSSI which is a nationally designated site.

The Colne Valley is a hugely important resource for London and represents the western boundary enjoyed by vast numbers of people. It is home to an exceptional range of wildlife, including European protected species. The report is lacking any evidence to support the conclusions that impacts will be as low as suggested. No survey data has been presented.

In reality, the temporary construction period and the permanent placement of the route, particularly the viaduct, is likely to have a significant environmental effect. There is local knowledge of significant populations of bats along with other UK protected species which have been ignored.

The assessment of the ecological impacts would not be sufficient to accompany a small planning application let alone a scheme of this nature. Far more work needs to be completed in a very short space of time.

12 Landscape and Visual Impact Assessment

The Colne Valley landscape is disturbed by the intrusion of a new viaduct. The landscape impact assessment is not compliant with industry standard assessment guidelines, and the photomontages showing the Colne Valley viaduct are deliberately misleading and demonstrate the assessor's bias in portraying the impacts. The use of a particular camera angle, using a light grey structure on a light grey background is a technique designed to reduce the appearance of the viaduct when presenting a photomontage.

The written assessment sets out the impacts but does not set out mitigation as to how to reduce the significant effects. For example, the image of the viaduct shown in the photomontages is of bland structure that has no relationship with the surrounding area. We have consistently asked for a commitment to an aspirational viaduct design and potentially opening up to a design competition. No such commitment has been made. The impacts on the Colne Valley have clearly been given little consideration or development work is still being undertaken.

13 Economic Impacts

The draft ES assesses the potential socio economic impact as well as environmental impacts. For London the information is particularly weak. Each Community Forum assessment area sets out the likely impacts on jobs and the potential job creations.

Assessing the 7 relevant volumes for London reveals that a total of 3775 jobs will be displaced. This should be tempered by a lack of complete assessments. For example, the Colne Valley volume shows only 5 jobs will be displaced although we know the impacts on the Hillingdon Outdoor Activity Centre (HOAC) will result in a lot more. HS2 Ltd is still completing their assessments so this figure is likely to change. Furthermore, there is no information on where these jobs are or what they relate to.

In mitigation, HS2 Ltd has presented the potential construction job creations in person years. Across London this will equate to 17,900 person years of construction employment. Alternatively this could be read as 2,557 people employed for 7 years each.

There is no wider assessment of the implications for the loss of jobs, for example, significant community businesses like HOAC cannot be simply portrayed in terms of job numbers. Furthermore, the implication that lost jobs could be mitigated for by the creation of 'person years of construction employment' is wholly inappropriate, particularly if there is no understanding of the types of jobs being lost.

Finally, there is no analysis of how long the negative impacts would be outweighed by the positive. It could be years of negative impacts before any positive benefits are realised. In areas where there are not stations, such as Hillingdon, there is no rationale thinking to suggest that benefits of connecting London to Birmingham will migrate to local areas. This is further justification for minimising the environmental harm through tunnelling the complete length of the borough.

14 Summary

The London Assembly is seeking to understand the possible impacts of HS2 on London; however, based on the information provided so far this is not possible. HS2 Ltd has provided insufficient background information, no survey data, and provides little or no details on what or where they have considered impacts. The ES is not a draft in the sense it is a document that is complete subject to further comments. Instead it is a draft in the sense of being a half completed document. This is a fundamental flaw in this consultation which provides no scope for understanding the impacts of HS2. In light of these concerns, we would respectfully ask that the Environment Committee considers the suggested response to the draft ES consultation as set out in paragraph 3 of this letter.

Should you have any queries on the matters raised in this letter, please do not hesitate to contact me.

Yours sincerely



Jales Tippell
Head of Planning Policy, Transportation and Community Engagement

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Appendix 2



HILLINGDON
LONDON

Jo Sloman
Assistant Scrutiny Manager
London Assembly
City Hall
The Queen's Walk
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Ref: JT/20/06/13/HS2/LondonAssembly

20 June 2013

Dear Jo

LONDON ASSEMBLY TRANSPORT COMMITTEE HS2 ROUTE REFINEMENT CONSULTATION

Thank you for the opportunity to provide comments to the Transport Committee to assist in responding to HS2 Ltd's Route Refinement consultation.

Overview and Concerns

As you will be aware, HS2 will generate a huge range of environmental and social impacts in the London Borough of Hillingdon. HS2 is predominantly in tunnel in the east of the borough and emerges at West Ruislip before proceeding above ground and then on a viaduct across the Colne Valley.

To facilitate the delivery of this project, HS2 Ltd 'needs' to undertake a monumental construction project in the west of the borough in Ruislip, Ickenham and in the Colne Valley lasting a minimum of 7 years. The scale of the project is exacerbated by the fact that the tunnel portal at West Ruislip and the start of the Colne Valley viaduct are geographically in very close proximity. The project includes a vast construction compound which would carve out a large swathe of green space between Harvil Road and the proposed cutting for HS2 through New Years Green Covert. A further large construction site is required at the tunnel portal near West Ruislip Station. The subsequent operation of HS2 will damage biodiversity with mitigation measures taking decades to provide



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anything like adequate compensation; it will significantly increase noise to areas currently unexposed to high noise levels; there will be a complete change in the landscape of the Colne Valley; and there are currently likely to be significant effects on water resources.

The Council believes that HS2 Ltd has not respected the level of environmental and social impacts in the borough and has not suitably justified why less damaging alternatives have been ruled out.

In particular, HS2 Ltd has provided wholly inadequate reasoning why the Ruislip tunnel cannot be extended throughout the borough to emerge on the west of the Colne Valley

As a consequence, the Council does not support the route refinements set out by HS2 Ltd, simply because they do not go far enough to removing years of construction misery followed by operational impacts without compensation. The Council considers that it is justified in believing it will have 'all the pain and none of the gain'.

The Consultation

The Route Refinement Consultation includes three changes that impact on Hillingdon:

- Northolt Corridor (route refinement 4)
- Heathrow Junction (route refinement 5)
- Colne Valley Viaduct (route refinement 6)

All three pose unacceptable impacts to the borough. The Northolt Corridor refinement increases the amount of excavated material to be managed in Hillingdon; the inclusion of the Heathrow Spur effectively removes the options for extending the Ruislip tunnel; and the movement of the Colne Valley Viaduct does not remove risk to the Hillingdon Outdoor Activity Centre and results in the demolition of an additional dwelling and brings the route and its associated environmental impacts closer to residents.

Why not Tunnel Further?

At the heart of the problem remains HS2 Ltd's inability to present a satisfactory case as to why tunnelling cannot be extended across the Colne Valley. The draft Environmental Statement (dES) consultation running concurrently states:

2.6.17 HS2 Ltd acknowledges that there would be environmental benefits if a tunnel was proposed; however, the use of the viaduct to cross the Colne Valley was based on a combination of practical, financial and safety considerations. The lakes are large former gravel pits and the ground beneath falls well below the water level. This means that tunnelling would likely be more difficult and expensive than elsewhere on the route.

2.6.18 Consequently it was determined early in the project that tunnelling was not appropriate and an option for tunnelling has not been re-visited in detail as part of

the work since the announcement of the scheme in January 2012 (Colne Valley Community Forum Area: Report 7)

This is a clear acknowledgement that HS2 Ltd is not prepared to reassess the cost of tunnelling *versus* the environmental effects even though a considerable amount of environmental and social assessment has been completed subsequently.

Furthermore, the statement *'The lakes are large former gravel pits and the ground beneath falls well below the water level. This means that tunnelling would likely be more difficult and expensive than elsewhere on the route'* has been given less credence by the submission of the preferred route for the Heathrow Spur (**appendix 1**). This clearly shows tunnelling across the Colne Valley, at almost the same location where the viaduct goes. In other words, it is perfectly possible.

As a consequence of not tunnelling, the Borough will experience huge misery from the construction and operation as set out below:

1 Construction traffic for 7 years in Ruislip and Ickenham will cause congestion, increase air quality impacts and in some cases may require significant engineering interjections which will need to be managed by Council and TFL resources. HS2 Ltd has presented some construction route information in the dES but this has shocked residents more than it has informed. Attached as **appendix 2** is a map detailing work undertaken by the Council to 'fill in the gaps' in the information disclosed by HS2 Ltd. Included on this plan are key route barriers such as low bridges and (indicated as red circles) the Borough's existing traffic congestion hotspots. Some of the key points arising from this include the following:

- 'A' Roads will come to halt as up to 3300 lorries per day use the local road network to move spoil, workers and construction material.
- These lorry movements and those likely to come from Old Oak Common will use the A40 as the primary route out of London to the motorway networks; despite the fact the A40 is currently exceeding minimum air quality limits on much of its route.
- The attached map (appendix 2) shows the construction traffic will impact on existing significant hotspots of congestion. Some of the routes involve mini roundabouts serving multiple links. It is already difficult for cars to navigate these without significant numbers of large lorries increasing the problems.
- A key access point to the site of the West Ruislip tunnel portal is indicated as being via Hill Lane, a narrow road with very poor visibility splays at its junction with Ickenham Road and also the only access to and from Ruislip Golf Centre, a restaurant, residential side roads and a pedestrian/ cycle route leading to the residential areas of West Ruislip. If, as is suggested, up to 800 lorry movements a day are to use this short road and junction, the Council consider that adequate road safety measures including the possibility of traffic controls would be needed, which would in turn add to the high existing levels of traffic congestion in Ickenham Road.

- There is reference to the possible need to use an alternative construction traffic route via Ickenham Road, High Street Ruislip, Bury Street, Ladygate Lane and Breakspear Road. This is for situations where access under the existing road bridge in Breakspear Road South (carrying the Chiltern Line) is impassable by the vehicles in question. This route would have a severe impact on local roads including a high street and residential roads and a school (Whiteheath School in Ladygate Lane) which is already a daily source of traffic congestion.
- There are many 'A' roads and local roads that are currently heavily used to the extent where busses already have problems. It is very likely that buses will experience considerable disruption to their timetables for several years. The movement of large heavy goods vehicles, for example along Ruislip High Street, is simply untenable because there is simply not enough room for large vehicles to pass one another.
- It is likely that the fire service and other emergency vehicles may experience difficulties as a result of increased traffic on already congested roads and the problems of roads not being wide enough to cope with two large vehicles needing to pass one another.
- The diversion and use of major north – south networks will hamper anyone living in the north of the borough and trying to reach the south. This is worsened by the need to temporarily close two major roads, Harvil Road, and Breakspear Road South.
- Heavy and prolonged use of the borough's north-south roads (such as Harvil Road, Ickenham Road, Breakspear Road South and West End Road) by construction traffic is likely to impinge on people's ability to get to and from work, which will have an impact on businesses and the economy.
- Also attached as **appendix 4** is a bus map for the whole of the Hillingdon, which illustrates the poor existing connectivity between the north and south areas of the Borough. Comparison with the construction routes plan (which includes the relevant bus routes shaded in green) makes it clear that a number of key bus routes will be severely impacted for a period of up to seven years.
- This may need TfL to consider curtailing, diverting or splitting these bus routes into two halves and at the very least will severely detract from service capacity and delivery. Key routes affected include the U9 (one of the very few public transport links of any kind that serves the village of Harefield), the U1 and U10 (both important routes linking Ruislip and Uxbridge, the latter also serving Ickenham).
- Also affected are the special schools-only 697 and 698 services, which connect students in the south of the Borough with faith schools in the north.

2 Millions of tonnes of waste material will need to be managed in and around Ruislip and Ickenham. There is still a lot of uncertainty about when and how the excess material will be used. Experience from the Crossrail project suggests that a considerable proportion of earth excavated from the tunnel may have to be transported by road, despite the suggestion from HS2 Ltd that other means of transport would be favoured.

3 There are other obvious concerns related to the loss of jobs; the loss of community facilities and the knock on impacts of these; the years of blight which has already begun; and the general change in perception of a vast area of west London which will be changed significantly for at least 7 years.

4 The above ground route will cause unacceptable noise impacts. The noise assessments produced show impacts that are likely to result in a 10db increase over existing situations. This should be caveated by the fact HS2 Ltd has only shown average noise levels, i.e. the noise spikes as a train passes is averaged out by the few minutes of silence that follows.

5 The viaduct results in the loss of important businesses and community facilities. In particular the highly respected and well used Hillingdon Outdoor Activity Centre will have to close, despite HS2 Ltd suggesting the Colne Valley (refinement 6) removes some of the impacts.

6 The dES suggests there will be significant effects on water resources although these will only be assessed through the Code of Construction Practice, i.e. after the scheme is approved.

7 The dES suggest that the some of the Colne Valley lakes may need to be drained. The lakes are home to some of London's most important bird populations and contain a site of special scientific interest. The scheme will also result in the loss of ancient woodland and large areas of the countryside. The mitigation and compensation will never make up for the level of destruction.

8 The viaduct will fundamentally change the landscape in the Colne Valley for the worse.

Heathrow Spurs

Extending the tunnelling beyond West Ruislip and across the Colne Valley solves all these problems. However, the real reason as to why the tunnelling cannot be extended is to ensure that the Heathrow Spurs (refinement 5) can be delivered as part of phase 1. There are a number of concerns with this:

1 The Heathrow link is currently on hold and awaiting the outcome of the Davies Commission on Aviation. This means all the impacts experienced above may be for no good reason if the Davies Commission supports airport expansion in the Thames, at Gatwick or Stansted, or supports Heathrow's expansion out west. In other words, the significant effects are guaranteed, the delivery of the Heathrow link may never happen.

2 Attached in **appendix 3** is a copy of the service specification for HS2, i.e. the timetable of trains. It shows 18 trains per hour in one direction (36 combined). Importantly it shows only two trains per hour in one direction (4 combined) serving Heathrow. One train goes from Heathrow – Birmingham Interchange – Manchester (Outskirts) – Manchester. The other train goes Heathrow – Birmingham Interchange – East Midlands – South Yorkshire – Leeds. There are no trains shown to go from Euston – Old Oak Common – Heathrow. In other words, the service specification on

which the business case is based, shows no usage of the London – Heathrow spur. Which begs the question, why is there a London spur? 18 trains per hour (shown on the service specification) leave little room for a meaningful service from Euston to London in any event.

3 HS2 Ltd has rightly been less than forthcoming about the Business Cost Ratio for the Heathrow Spur which is known to be below 1:1 with evidence presented to the Judicial Review court suggesting it is as low as 0.3:1.

4 A spur to Heathrow may help to predetermine the results of the Davies Commission. However it is clear that Heathrow expansion is not a viable option, with or without a high speed rail link.

Conclusion

The Council is deeply concerned about the impacts of HS2 on the borough. The route refinements do not go far enough. If a case had been presented that tunnelling was technically impossible from West Ruislip to west of the Colne Valley, then the Council would have no choice but to accept this. However, HS2 Ltd has said it is too difficult and costly, whilst simultaneously presenting a preferred route for a Heathrow spur that crosses the Colne Valley in tunnel. Clearly the costs of environmental and social costs, including the disruption on the transport network and its consequences for example on businesses and air quality have not been taken into account.

Hillingdon will experience huge levels of disruption from construction traffic with genuine concern from residents and officers as to how it is practically possible without bringing some areas to a standstill. On top of this there are many other environmental effects which seem to have been irresponsibly dismissed out of hand by HS2 Ltd. It is simply not acceptable to not even review the tunnelling option now that more details on the significant environmental effects have emerged. To continue to pursue a London to Heathrow spur knowing the consequences is considered to be highly irresponsible.

The Council seeks support from the London Assembly to fight the irrational inclusion of the Heathrow Spurs and in turn to help present a case for extending the tunnelling under the Colne Valley in order to mitigate the harmful impacts, including those relating to transport in the borough.

We would welcome an opportunity to put our views to the Transport Committee if that is considered to be helpful. Should you have any queries on our submission, please do let me know and I will be pleased to assist.

Yours sincerely



Jales Tippell

Head of Transportation, Planning Policy and Community Engagement



HILLINGDON

LONDON

Appendix 3

To be emailed to:

HS2DesignRefinement@ipsos.com

Dear Sir/Madam

HS2 London-West Midlands Design Refinement Consultation – Response of London Borough of Hillingdon

Thank you for the opportunity to respond to the proposed design refinements for the HS2 Phase One route as outlined in the above consultation document. This letter represents the formal consultation response on behalf of the London Borough of Hillingdon.

You should be aware that Hillingdon Council strongly opposes the HS2 proposal and we are taking legal action to challenge the Government's decision to proceed with the scheme. In the event that the HS2 proposal goes ahead, we would like to be assured that our views are taken into account and acted upon.

You may be aware that three of the proposed refinements directly impact on the borough and our response to these is detailed below. As the proposal for HS2 will generate significant environmental and social impacts on the borough we have outlined, in our response below, further route refinements we wish HS2 Ltd to include. We hope that these comments will be carefully considered and taken into account in revising the scheme.

Question 4 - Northolt Corridor

Question

This proposed change consists of replacing the proposed surface section of the route between Old Oak Common and Northolt with a bored tunnel including three new vent shafts. Please give your views on this proposal, indicating whether or not you support the proposal together with your reasons.

Hillingdon's response

1. You should be aware that Hillingdon Council strongly opposes the HS2 proposal and we are taking legal action to challenge the Government's decision to proceed with the scheme. In the event that the HS2 proposal goes ahead, we would like to be assured that our views are taken into account and acted upon. We are supportive of the increased tunnelling to avoid the impact of the tunnel portal and its construction in Ealing and the eastern part of Hillingdon. However given the additional impacts of this proposed route

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refinement, we formally request a further route refinement to extend the tunnel throughout Hillingdon to emerge to the west of the Colne Valley. We believe that this route refinement, which would involve 5,780 metres of additional tunnelling to replace the 3,840 metre long proposed viaduct, should have been included in the route refinement consultation. The proposed construction site at West Hyde has easy access to the M25 and therefore would therefore not result in significant impacts on the local road networks.

2. The reason for this request for a further route refinement is because the construction impacts in Hillingdon of the HS2 tunnel and viaduct over 7 years are untenable and the long term impacts in the borough of HS2 will damage biodiversity with mitigation measures taking decades to provide anything like adequate compensation; it will significantly increase noise to areas currently unexposed to high noise levels; there will be a complete change in the landscape of the Colne Valley; and there are currently likely to be significant effects on water resources.

3. Clearly the costs of environmental and social costs, including the disruption on the transport network and its consequences for example on businesses and air quality have not been taken into account by HS2 Ltd. We are very concerned that no detail is given in terms of the potential impacts caused by the removal of the additional excavated material arising from the Northolt Corridor route refinement, which has been identified by HS2 Ltd as around 1.3 million cubic metres, which will need to be removed from the tunnel worksites in the industrial areas adjacent to Old Oak Common and West Ruislip.

4. The extended tunnel will result in huge volumes of waste material that will need to be managed in and around Ruislip and Ickenham. There is still a lot of uncertainty about when and how the excess material will be used. Experience from the Crossrail project suggests that a considerable proportion of earth excavated from the tunnel may have to be transported by road, despite the suggestion from HS2 Ltd that other means of transport would be favoured.

5. Given the lack of information by HS2 Ltd on the construction impacts for construction traffic around the West Ruislip tunnel portal construction site, we have therefore carried out our own assessment of likely impacts on the transport network based on information provided in HS2 Ltd's Draft Environmental Statement (**see Appendix A**). This shows that the scale of the impacts on Hillingdon are worsened because the tunnel portal at West Ruislip and the start of the Colne Valley viaduct are just 2,210 metres apart. This means that there is a vast construction site between Harvil Road and the proposed cutting for HS2 through New Years Green Covert, and a further large construction site at the tunnel portal near West Ruislip Station.

6. As a consequence of not tunnelling across Hillingdon, its residents and businesses will experience immense misery from the construction and operation as set out below:

- 'A' Roads will come to halt as up to 3300 lorries per day use the local road network to move spoil, workers and construction material.

- These lorry movements and those likely to come from Old Oak Common will use the A40 as the primary route out of London to the motorway networks; despite the fact the A40 is currently exceeding minimum air quality limits on much of its route.
- The attached map (appendix A) shows the construction traffic will impact on existing significant hotspots of congestion. Some of the routes involve mini roundabouts serving multiple links. It is already difficult for cars to navigate these without significant numbers of large lorries increasing the problems.
- A key access point to the site of the West Ruislip tunnel portal is indicated as being via Hill Lane, a narrow road with very poor visibility splays at its junction with Ickenham Road and also the only access to and from Ruislip Golf Centre, a restaurant, residential side roads and a pedestrian/ cycle route leading to the residential areas of West Ruislip. If, as is suggested, up to 800 lorry movements a day are to use this short road and junction, the Council consider that adequate road safety measures including the possibility of traffic controls would be needed, which would in turn add to the high existing levels of traffic congestion in Ickenham Road.
- There is reference to the possible need to use an alternative construction traffic route via Ickenham Road, High Street Ruislip, Bury Street, Ladygate Lane and Breakspear Road. This is for situations where access under the existing road bridge in Breakspear Road South (carrying the Chiltern Line) is impassable by the vehicles in question. This route would have a severe impact on local roads including a high street and residential roads and a school (Whiteheath School in Ladygate Lane) which is already a daily source of traffic congestion.
- There are many 'A' roads and local roads that are currently heavily used to the extent where busses already have problems. It is very likely that buses will experience considerable disruption to their timetables for several years. The movement of large heavy goods vehicles, for example along Ruislip High Street, is simply untenable because there is simply not enough room for large vehicles to pass one another.
- It is likely that the fire service and other emergency vehicles may experience difficulties as a result of increased traffic on already congested roads and the problems of roads not being wide enough to cope with two large vehicles needing to pass one another.
- The diversion and use of major north – south networks will hamper anyone living in the north of the borough and trying to reach the south. This is worsened by the need to temporarily close two major roads, Harvil Road, and Breakspear Road South.
- Heavy and prolonged use of the borough's north-south roads (such as Harvil Road, Ickenham Road, Breakspear Road South and West End Road) by construction traffic is likely to impinge on people's ability to get to and from work, which will have an impact on businesses and the economy.
- Also attached as Appendix B is a bus map for the whole of the Hillingdon, which illustrates the poor existing connectivity between the north and south areas of the Borough. Comparison with the construction routes plan (which includes the relevant bus routes shaded in green) makes it clear that a number of key bus routes will be severely impacted for a period of up to seven years.

- This may need TfL to consider curtailing, diverting or splitting these bus routes into two halves and at the very least will severely detract from service capacity and delivery. Key routes affected include the U9 (one of the very few public transport links of any kind that serves the village of Harefield), the U1 and U10 (both important routes linking Ruislip and Uxbridge, the latter also serving Ickenham).
- Also affected are the special schools - only 697 and 698 services, which connect students in the south of the Borough with faith schools in the north.

7. The proposals for HS2 have led to many other obvious concerns as follows:

- The loss of jobs; the loss of community facilities and the knock on impacts of these; the years of blight which has already begun; and the general change in perception of a vast area of west London which will be changed significantly for at least 7 years.
- The above ground route will cause unacceptable noise impacts. The noise assessments produced show impacts that are likely to result in a 10db increase over existing situations. This should be caveated by the fact HS2 Ltd has only shown average noise levels, i.e. the noise spikes as a train passes is averaged out by the few minutes of silence that follows.
- The viaduct results in the loss of important businesses and community facilities. In particular the highly respected and well used Hillingdon Outdoor Activity Centre will have to close, despite HS2 Ltd suggesting the Colne Valley (refinement 6) removes some of the impacts.
- The dES suggests there will be significant effects on water resources although these will only be assessed through the Code of Construction Practice, i.e. after the scheme is approved.
- The dES suggest that the some of the Colne Valley lakes may need to be drained. The lakes are home to some of London's most important bird populations and contain a site of special scientific interest. The scheme will also result in the loss of ancient woodland and large areas of the countryside. The mitigation and compensation will never make up for the level of destruction.
- The viaduct will also fundamentally change the landscape in the Colne Valley for the worse.

8. We believe that all this grief and long lasting damage could be avoided if the proposed 3,840 m long viaduct could be replaced by 5,780m of additional tunnelling. Otherwise in Hillingdon, we will have the tunnel portal just 2,210m away from the viaduct and the area in between will become a massive construction site within a densely populated area with no easy access to the A40 or motorway network.

Question 5 - Heathrow Junctions

Question

This proposed change consists of making provision so that a future link to Heathrow can be connected to the Phase One main line with the minimum of disruption to HS2 train services. Please give your views on this proposal, indicating whether or not you support the proposal together with your reasons.

Hillingdon's response

1. This response should be read alongside our response to Question 4.
2. We do not support this proposal. It is our view that the inclusion of the Heathrow junctions in HS2 Phase One is pre-judging the outcome of the final recommendations from the Airports Commission which are due in 2015. The two strategies i.e. high speed rail and aviation, should be aligned in terms of timescales.
3. As the remit of the Airports Commission includes assessing all options for the UK, this has led to calls for evidence on concepts such as new hub airports and also the potential closure of Heathrow. It is ill-judged and premature to pave the way for the junctions prior to a decision on the future of Heathrow airport.
4. The service specification for HS2, as set out by HS2 Ltd i.e. the timetable of trains shows only two trains per hour in one direction (4 combined) serving Heathrow. One train goes from Heathrow – Birmingham Interchange – Manchester (Outskirts) – Manchester. The other train goes Heathrow – Birmingham Interchange – East Midlands – South Yorkshire – Leeds. There are no trains shown to go from Euston – Old Oak Common – Heathrow. In other words, the service specification on which the business case is based, shows no usage of the London – Heathrow spur. Which begs the question, why is there a London spur? 18 trains per hour (shown on the service specification) leaves little room for a meaningful service from Euston to London in any event.
6. The map in the consultation document for this route refinement proposal has no accompanying detail of the eventual route alignment and no detail of any resulting potential impacts should this ever proceed. With no proven business case for a link to Heathrow, and, as there is a current aviation strategy vacuum on decisions for the future of airports, we firmly believe this route refinement should not proceed. Instead the Heathrow Spur from Heathrow Airport to Euston should be deleted.

6 Colne Valley Viaduct

Question

The proposed change consists of moving the proposed alignment of the Colne Valley viaduct by up to 60 metres to the north to reduce the disturbance to the River Colne. Please give your views on this proposal, indicating whether or not you support the proposal together with your reasons.

Hillingdon's response

1. This response should be read alongside our response to Question 4.

2. We do not support this proposal. The movement of the line towards residential housing in South Harefield has the potential to increase noise impacts from the operation of the high speed line.

3. The loss of the Harefield Outdoor Activities Centre (HOAC) as a viable business is still under threat and there are still potential impacts in terms of loss of amenity with the line now potentially more visible to areas of South Harefield. The impacts on Hillingdon properties remain significant. No details have been given to reassure the Council that this would not impact on visual, landscape or noise levels for our residents and therefore, the consultation is also inadequate in relation to sufficient information being made available to be able to make an informed response.

4. As stated in our response to Question 4 of this consultation, we wish to add at this point a formal request for a further route refinement to be considered which would relieve all the environmental impacts within our borough namely an extension of the current proposed tunnel from West Ruislip through Ickenham and through the Colne Valley. We firmly believe that this option has been dismissed without appropriate consideration being given to the environmental and social benefits such a route refinement would bring.

5. We note that the *Community Forum Area report – South Ruislip to Ickenham, no 6*, accompanying the draft Environmental Statement Consultation, refers to a proposal for a tunnel extension to the western end of the Northolt Corridor tunnel portal further to the west. The current proposed scheme has sited the tunnel eye 70m west of Ickenham Road. However, we note that consideration was given for an extension to the tunnel to 1.15km west of the original 2012 announcement. This option is referred to as:

“the preferred option on environmental grounds as it reduces the effects of operational activities on the residential properties on The Greenway (south of the route). However, this option was not selected due to the engineering and cost reasons”. (para 2.6.11)

It is apparent from the above that tunnelling represents an improvement from an environmental perspective.

In addition we note that *the Community Area Forum Report, Colne Valley, no 7*, refers to a tunnel under the Colne Valley.

“HS2 acknowledges that there would be environmental benefits if a tunnel was proposed; however the use of the viaduct to cross the Colne Valley was based on a combination of practical, financial and safety considerations”. (para 2.6.17)

6. The document goes on to state that HS2 Ltd decided early in the project that tunnelling was not appropriate and an option for tunnelling has not been revisited in detail as part of the work since the announcement of the scheme in January 2012.

7. We wish to reiterate our formal request for HS2 Ltd to consider a route refinement of a tunnel extension from London continuing through the Colne Valley. We believe this

represents the best option and should be further evaluated by HS2 Ltd in terms of the benefits it would bring.

8. Such a proposal would remove noise impacts from residents near the tunnel portal in West Ruislip and from the proposed viaduct. It would remove the need for the demolition of a number of properties within the borough and also preserve the regional resource that HOAC provides.

9. With the publication of the draft Environmental Statement, there is slightly more information now available on where construction sites will be and where the accompanying construction routes are proposed. Even from the limited information available in the draft Environmental Statement documentation it is apparent that the consequence of not tunnelling under the Colne Valley will cause considerable hardship in the short term and long lasting damage (as set out in paras 6 and 7 in our response to Question 4 above), which could be avoided if the proposed 3,840 m long viaduct were to be replaced by 5,780m of additional tunnelling. Otherwise in Hillingdon, we have the tunnel portal just 2,210m away from the viaduct and the area in between will become a massive construction site within a densely populated area with no easy access to the A40 or motorway network. We therefore request that HS2 Ltd now take the opportunity to extend the tunnel from London through to the western side of the Colne Valley.

We do hope that our comments will be fully taken into account.

Yours faithfully



Jales Tippell

Head of Planning Policy, Transportation and Community Engagement

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HS2 Phase One Draft Environmental Assessment Consultation

Response by London Borough of Hillingdon

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1. Executive Summary

1.1. Objections in Principle

- 1.1.1. Hillingdon Council strongly opposes the HS2 proposal and we are taking legal action to challenge the Government's decision to proceed with the scheme. In the event that the HS2 proposal goes ahead, we would like to be assured that our views are taken into account and acted upon.
- 1.1.2. The Council believes that the draft Environmental Statement (dES) does not comply with commitments made by the Secretary of State for Transport at the recent court proceedings. In addition, the submitted document shows a failure to comply with a number of the requirements set out in the Environmental Impact Assessment Regulations. An environmental statement is supposed to help a decision maker in reaching the right outcome on a project. In this instance, the dES blindly assesses the conclusions of HS2 without providing any challenge to the merits, even where new environmental information shows the scheme will have significant effects. The main concerns are summarised below:
 1. The dES simply assesses the impacts of the conclusions of the DNS. It does not challenge previous conclusions made solely on economic grounds, it does not present alternatives or provide adequate justification for the proposed route even though significant environmental effects are now known.
 2. The dES provides no cumulative assessment of Phases 1 and 2, or of a Heathrow Link.
 3. The dES includes conclusions on the proposed scheme before the assessments are complete.
 4. The dES does not fill the information gap, resulting from a failure by of HS2 Ltd to complete a strategic environmental assessment. It therefore does not adequately assess or present the merits of alternatives to the proposed scheme.
 5. There has been a complete failure for the significant environmental effects in west London to be given appropriate weighting in decision making on the proposed route.
 6. The dES simply assesses the impacts of Heathrow spurs, but does not assess the merits. This is particularly concerning given their inclusion

results in environmental effects in West London of such magnitude that they cannot be deemed justifiable by a balanced and fair assessor.

- 1.1.3. The Council believes the dES cannot be seen as a fair and balanced document as it is simply an assessment of the conclusions of the DNS. There has never been a fair hearing into the environmental merits of alternative proposals, and as the business case for HS2 continues to plummet, this approach becomes more irrational.
- 1.1.4. Furthermore, the dES was written and submitted prior to recent court proceedings and is therefore does not comply with commitments made by the Secretary of State.
- 1.1.5. The Council considers it wholly inappropriate for HS2 Ltd to retrospectively produce environmental information after conclusions have been made in the dES. It is also wholly inappropriate for HS2 Ltd to prepare an assessment of alternatives whilst still working on the environmental statement to support the proposed scheme.

1.2. Action Required

- 1.2.1. For the reasons above, the Council believes all work must cease on promoting and developing HS2. A robust and comprehensive assessment of alternative measures should be fully developed and consulted on prior to completing an EIA compliant Environmental Statement on a preferred scheme.
- 1.2.2. Notwithstanding the above, it is clear even from the limited information within the dES that the environmental impacts of HS2 will cause considerable hardship in the short term and long lasting damage to residents in Hillingdon as set out in this response. The Colne Valley is an area of immense importance in landscape, recreational, amenity and ecological terms. The proposed viaduct will cause considerable harm to this much loved area, which could be avoided if the proposed 3,840 m long viaduct were to be replaced by 5,780m of additional tunnelling. Furthermore, in Hillingdon we have the tunnel portal just 2,210m away from the viaduct and the area in between will become a massive construction site within a densely populated area with no easy access to the A40 or motorway network. Based on the findings of the dES, we therefore request that HS2 Ltd now take the necessary mitigation action to extend the tunnel from London through to the western side of the Colne Valley.

2. Objections to the Process

The following comments are without prejudice to the legal matters raised by Harrison Grant on behalf of 51M in their letter to the Department for Transport Treasury Solicitor dated 21 June 2013

2.1. Introduction

- 2.1.1. In June 2013 the Royal Courts of Justice heard an appeal into a Judicial Review judgement handed down in March 2013. Both cases centred on concerns of 51M (including the Council) that there are more suitable transport options than the proposed HS2 scheme. In addition, the Court heard that HS2 was predominantly being promoted on the back of economic assessments at significant environmental costs. There has never been an adequate assessment of the environmental effects of alternatives to HS2, nor are all the impacts of HS2 known. This is primarily because HS2 Ltd believes that the Strategic Environmental Assessment (SEA) regulations do not apply. As a consequence, the environmental merits of alternative proposals have never been adequately presented and the Department for Transport (DfT) is continuing to promote an unsustainable scheme.
- 2.1.2. The Council maintains that the principles of the SEA Regulations should have been fully applied so that the DfT understood the environmental benefits of alternative schemes. Advancing a major transport proposal with a poor business cost ratio of a little over 1:1 combined with a considerable amount of significant environmental effects is irrational. The primary problem is that the Government has never been in possession of all the relevant information on the all schemes when deciding to promote HS2.

2.2. Outcome of Court Proceedings

- 2.2.1. This issue has been at the heart of legal challenges. 51M and HS2 Action Alliance have both argued that there was a lack of consideration of alternatives, and that the Hybrid Bill process is incompatible with the EIA Regulations.
- 2.2.2. The Court heard a number of commitments made by the Secretary of State about how the ES will deliver a lawful and comprehensive tool to assist decision makers in determining the right scheme. These commitments had never previously been made and arrived after the draft Environmental Statement (dES) was submitted.

- 2.2.3. The court heard that the eventual decision by Parliament would be approached with an open mind, would include an assessment of reasonable alternatives and that the environmental statement would therefore assess and invite comments on all reasonable alternatives to the current HS2 proposal. All options need to be adequately assessed to ensure decision makers could come to a fair and balanced decision.
- 2.2.4. Unfortunately, the dES predates the commitments made in Court on behalf of the DfT. As a consequence, the dES does not reflect the suggested approach by the DfT and is therefore obviously inadequate and highly misleading.

2.3. Reliance on the Decisions and Next Step Document

- 2.3.1. A further problem with the dES stems from the fact it is simply assessing the conclusions set out in the DNS in January 2012.
- 2.3.2. The dES does not challenge the conclusions of the DNS despite knowledge on the environmental effects now being known. In doing so it assumes the conclusions reached in the DNS are indisputable. EIA is supposed to influence the design and development of a scheme; in this instance though, the dES merely attempts to justify conclusions made long before environmental effects were known. This also undermines Parliament's ability to approach the decision making with an open mind.

2.4. There is no Assessment of Alternatives

- 2.4.1. Again, contrary to the claims in Court, there is no adequate assessment of strategic alternatives of any merit. The Court heard that there should be a fair assessment of the alternatives allowing decision makers to understand the pros and cons of other schemes. This led to a commitment to append a report to the final ES appraising the attributes of alternative schemes.
- 2.4.2. The dES contains no such appraisal. On the contrary, it merely outlines briefly the alternatives that have been assessed and describes reasons for not selecting them.
- 2.4.3. Furthermore, no fiscal cost has been attributed to the environmental benefits of alternatives. Instead, the dES demonstrates that the economic issues have been solely considered for advancing the HS2 proposals. The reality is that the environmental effects of alternatives have never been adequately considered and therefore weighed in the decision making for the preferred option.

2.5. Conclusion

- 2.5.1. The Council maintains that HS2 Ltd was wrong to avoid an SEA and in turn to not understand the environmental merits of alternative proposals. The approach outlined in Court goes a little way to appeasing concerns that Parliament will be allowed to consider all options; however, retrospectively assessing all the options having spent over £250m and nearly two years pursuing a preferred option is hardly rational or logical. Ultimately, it seems unlikely that alternative options will be given a fair and just hearing.
- 2.5.2. The Council is rightly concerned about this rather confused assessment process belatedly cobbled together and not reflective of a multi billion pound and environmentally harmful transport project. Notwithstanding these, it is necessary to consider whether HS2 Ltd is even on the right lines with the approach set out in Court.
- 2.5.3. The dES was published for consultation prior to Court proceedings. Evidently it was developed with an alternative process in mind than the one set out in Court. It demonstrates a blind commitment to a scheme deemed preferable long before adequate environmental assessments of alternatives which are now proposed to be completed after a preferred option is selected. As a consequence, it is difficult to see how HS2 Ltd can progress lawfully on developing the final ES whilst simultaneously providing a fair assessment of alternatives.
- 2.5.4. The Council is aware that the final ES will approach 55,000 pages, whilst the dES is only 5000 pages. This highlights the amount of work still needed for the final ES which includes undertaking detailed survey and data gathering. The Council cannot see the logic in advancing this work in parallel with developing an assessment of alternatives. This could be a further waste of public money; alternatively, it demonstrates that there is no real intention to fairly considering alternatives.
- 2.5.5. Retrospectively applying the approaches set out in Court is hard enough. But once the dES was published it makes it practically impossible to finalise the ES at great expense as well as setting out the true merits, environmental, social and economic of alternatives.
- 2.5.6. For the reasons above, the Council believes all work must cease on promoting and developing the HS2 proposals. A robust and comprehensive assessment of alternative measures should be fully developed and consulted on prior to completing an EIA compliant Environmental Statement on the preferred scheme.

3. Compliance with EIA Regulations

3.1. Introduction

- 3.1.1. The Council has specific concerns about the dES's compliance with the EIA regulations regardless of the matters set out in the previous chapter.

3.2. Assessment of Alternatives

- 3.2.1. The EIA regulations require ES's to consider alternatives to the proposals presented. Schedule 4, Part 1[2] states that an Environmental Statement (ES) should include:

An outline of the main alternatives studied by the applicant or appellant and an indication of the main reasons for the choice made, taking into account the environmental effects.

- 3.2.2. The assessment of alternatives is presented in only 20 pages of assessment of strategic alternatives in chapter 7 of Volume 1. This covers a range of alternatives in a very brief manner. The preferred scheme is known to have significant environmental effects, yet is being pursued despite no proper understanding of the environmental effects of the alternatives. For example, some of the alternative schemes have been ruled out because of negative carbon impacts, even though the impacts of the preferred scheme are not known and have previously been reported as being potentially significantly adverse.
- 3.2.3. Furthermore, the final ES is a reported 55,000 pages compared with the 5000 page dES consultation. This means much more work is being done to understand the environmental effects of the preferred scheme. It is premature to rule out other options when it is clear that some of the alternatives have much better environmental performance. This is highlighted by the fact that there is a need for a cumulative assessment of Phase 1 and 2, but which is not yet included within the dES. How is it possible to rule out alternatives, without understanding the environmental effects of the proposed scheme?
- 3.2.4. The Council does not believe the assessment of alternatives adequately considers, presents or takes into account the environmental effects of alternative schemes. This is a multi billion pound transport project with significant environmental effects. To present such minimal environmental information, and in some cases none, on the alternatives to HS2 is inappropriate and nor does it comply with the EIA regulations.

3.3. Cumulative assessment with other planned projects

3.3.1. Schedule 4, Part 1(4) of the EIA regulations requires ES's to include:

A description of the likely significant effects of the development on the environment, which should cover the direct effects and any indirect, secondary, cumulative, short, medium and long term, permanent and temporary, positive and negative effects of the development, resulting from—

(a) the existence of the development;

(b) the use of natural resources;

(c) the emission of pollutants, the creation of nuisances and the elimination of waste, and the description by the applicant or appellant of the forecasting methods used to assess the effects on the environment.

3.3.2. In the context of EIA, the Infrastructure Planning Commission (IPC) set out guidance on what is meant by the “the existence of development” and what needs to be considered in the context of cumulative assessments. The guidance followed two significant Judicial Review decisions on the implementation of EIA. These decisions, Rochdale ex parte Milne (1999) and Rochdale ex parte Tew (2000) are collectively known as the Rochdale Envelope. The advice by the IPC set out in the document: ‘Using the Rochdale Envelope’ in 2011 states:

In assessing cumulative impacts, other major development should be identified through consultation with the local planning authorities and other relevant authorities on the basis of those that are:

- *Under construction*
- *Permitted application(s), but not yet implemented*
- *Submitted application(s) not yet determined*
- *Projects on the IPC's Programme of Projects*
- *Identified in the relevant Development Plan (and emerging Development Plans - with appropriate weight being given as they move closer to adoption) recognising that much information on any relevant proposals will be limited*
- *Identified in other plans and programmes (as appropriate) which set the framework for future development consents/approvals, where such development is reasonably likely to come forward*

3.3.3. Phase 2 of HS2 forms part of the commitment for the wider project. In addition, the inclusion of Heathrow spurs at significant environmental costs also need to be justified as part of a wider project.

3.3.4. The recent Court case also heard submissions and commitments from the DfT about the need to assess the cumulative impacts with Phase 2.

It [written response to grounds of challenge that cumulative impacts had not been assessed] clearly says -- in writing it says that we will expect the environmental statement for the bill scheme to grapple not only with the direct effects of phase 1 but also with the cumulative effects of phase 2.

3.3.5. The dES does not assess the cumulative impacts with Phase 2 but presents conclusions on alternatives having less merit. This has predetermined the cumulative assessment and demonstrates that environmental considerations are not part of the decision to promote this scheme.

3.3.6. In addition, there is a significant lack of detail in both the DNS and dES regarding the need and operation of the Heathrow Spurs. The cumulative impacts of building and operating the whole Heathrow spur must be considered in the dES.

3.3.7. The cumulative assessment is therefore inadequate, and fails to meet the commitments made in Court. Proceeding with this scheme without full information on Phase 2 has been determined to be unlawful in the recent Court cases. To continue to promote HS2 without the information on Phase 2 is not compliant with the EIA Regulations and provides further evidence to the lack of environmental impacts in the decision making chain.

3.3.8. The fact that the dES provides conclusions on the scheme before all the impacts are known is deeply concerning. There is a lack of respect and understanding of the environmental effects of the proposed scheme. Retrospectively providing cumulative assessments after reaching conclusions on the scheme is fundamentally wrong.

3.4. Reliance on Code of Construction Practice

3.4.1. The Council is concerned to see that so much information is yet to be collected as part of the Code of Construction Practice (COCP). For example:

Report 6: Cultural Heritage, paragraph 6.5.2:

A programme of archaeological investigation and recording to be undertaken prior to construction works affecting the assets; and

A programme of historic building investigation and recording to be undertaken prior to modification or demolition of the assets.

Report 6: Land Quality, paragraph 8.5.1:

The draft CoCP requires that a programme of ground investigation would take place prior to construction in order to confirm areas of contamination. A risk assessment would be undertaken to determine what, if any, site-specific remediation measures would be required to allow the Proposed Scheme to be constructed safely and to prevent harmful future migration of contaminants.

Report 6: Ecology, paragraph 7.5.3:

The assessment assumes implementation of the measures set out within the draft CoCP, which includes translocation of protected species where appropriate. Water Resources investigation

- 3.4.2. HS2 Ltd should be aware that the EIA regulations require full assessment of the likely significant effects. Whilst the COCP can include general construction measures such as preventing dust from reaching watercourses, or watching briefs for archaeological reasons, it cannot contain assessments that need to inform the EIA.

4. Heathrow Spurs and Link

4.1. Introduction

- 4.1.1. The Council is particularly concerned about the inclusion of the London to Heathrow spur within the Phase 1 route, even though the full link to Heathrow is being put on hold.
- 4.1.2. The Council (as part of 51M) challenged the inclusion of the Heathrow link in the DNS. However, the judge ruled that Government were free to make policy decisions within the DNS, predominantly because there would still need to be a presentation of suitable options and assessments of the merits of the spurs prior to Parliament making a decision on them. Furthermore, the appeal case heard clearly, that the DNS does not set a framework for the dES. Therefore, from a legal perspective, Government can pursue a policy decision to promote the Heathrow link, but cannot decide on it until all options have been properly assessed. The ES is the process for setting the case adequately for the spurs, the wider links and to properly justify its inclusion.
- 4.1.3. The dES assesses a scheme that includes the Heathrow spurs, but does not assess whether there should be one in the first place. It is simply assessing the details set out in the DNS. It is assuming the DNS has already determined the spurs are the best solution despite no comprehensive assessment of their merits, either economic or environmental, nor a comparative assessment with alternative options. It therefore only assesses the impacts of the spurs, not whether they should be there at all.
- 4.1.4. Given the lack of assessment of the spurs, and HS2 Ltd blindly following the conclusions of the DNS, it is necessary for the Council to weigh up the justification within the DNS with the environmental effects described in the dES. This will help identify the potential merits of the Heathrow link as part of a comprehensive assessment, which the Court found was necessary, but which HS2 Ltd has failed to do.

4.2. Reason to Pursue a Heathrow Spur

- 4.2.1. The original judicial review heard that the business case for the Heathrow link was very poor, with a business cost ratio of considerably less than 1:1 (the court heard it could be as low as 0.3). Beyond that, the merits or justification were never adequately presented. The DNS (para 4.25) stated:

Some consultation responses questioned the strength of the economic case for providing a direct link to Heathrow. The Government considers that its strong strategic case makes a direct Heathrow link the right approach to take, providing a properly integrated connection between the country's major hub airport and HS2. The economic case of a project is only a single component in a much broader decision making process [emphasis added]

4.2.2. The DNS also stated the objective for the Heathrow link:

The Government believes that there is a strong case for HS2 services to run directly into Heathrow. In particular, improved access to the country's major hub airport for businesses in the Midlands and the North would create new opportunities for growth, and, by better linking these regions into the global reach of Heathrow, make them more attractive locations to invest and do business (para 4.23)

Some responses misunderstood the Government's proposals for direct services to Heathrow once the Y network is in place, believing that passengers would always have to use the Old Oak Common interchange to access Heathrow by changing trains. This is incorrect; under Phase 2 there will be trains direct to Heathrow from the Midlands and the North. (4.36)

4.2.3. Clearly there is an objective to connect the Midlands and North, and this is reflected in the service specification outlined in the August 2012 Updated Economic Case document. In Phase 2, this shows two trains per hour leaving Heathrow to serve the North (Manchester and Leeds).

4.2.4. There is still inadequate information justifying the Heathrow link. There appears to be a belief that it is a good idea, but it can't yet be proved and the dES assesses the Link as if it has already been determined to be necessary regardless of its environmental effects. There is no further justification outside the limited information in the DNS on why a link is necessary.

4.3. Reasons not to pursue a London to Heathrow Spur – Environmental Effects

4.3.1. The DNS and subsequently the dES include two spurs, one serving 'the north' and one serving London. The extremely poor BCR and the lack of information as to what the 'other' strategic reasons are provide a very tenuous case for a Heathrow link at all. However, given the only objective for the Heathrow link would be to serve the 'north and Midlands' (see extract above) there is absolutely no reason for a London to Heathrow spur. This is supported by the fact there are no trains shown to use the London to Heathrow spur which is

hardly surprising given the existing extent of connections to Heathrow, combined with the impending Crossrail link.

4.3.2. In addition, the inclusion of the London to Heathrow spur purportedly prevents the extension of tunnelling from Ickenham through west London and across the Colne Valley. In this area, the above ground line and construction of the tunnel portal will have significant environmental effects as detailed in the dES. More importantly, in some instances, it will not be possible, let alone harmful, for construction vehicles to use the areas suggested:

1. Construction of the tunnel Ruislip tunnel portal has not been adequately thought through and is simply unlikely to be possible due to the complex existing road network. **HS2 Ltd assesses this as significant.** In particular, as shown in Appendix A to this response:
 - a. 'A' Roads will come to halt as up to 3300 lorries per day use the local road network to move spoil, workers and construction material.
 - b. Lorry movements and those likely to come from Old Oak Common will use the A40 as the primary route out of London to the motorway networks; despite the fact the A40 is currently exceeding minimum air quality limits on much of its route.
 - c. Construction traffic will impact on existing significant hotspots of congestion. Some of the routes involve mini roundabouts serving multiple links. It is already difficult for cars to navigate these without large lorries increasing the problems. In some instances, the routes selected simply cannot accommodate the type of lorries proposed.
 - d. There is reference to the possible need to use an alternative construction traffic route via Ickenham Road, High Street Ruislip, Bury Street, Ladygate Lane and Breakspear Road. This is for situations where access under the existing road bridge in Breakspear Road South (carrying the Chiltern Line) is impassable by the vehicles in question. This route would have a severe impact on local roads including a high street and residential roads and a school (Whiteheath School in Ladygate Lane) which is already a daily source of traffic congestion.
 - e. There are many 'A' roads that are currently heavily used to the extent where busses already have problems. The movement of huge goods vehicles, for example along Ruislip High Street, is simply untenable.
 - f. The diversion and use of major north – south networks will hamper anyone living in the north of the borough and trying to reach the south. This is worsened by the need to temporarily close two major roads, Harvil Road, and Breakspear Road South.

2. The dES suggest that some of the Colne Valley lakes may need to be drained. The lakes are home to some of London's most important bird populations and contain a site of special scientific interest. The scheme will also result in the loss of ancient woodland and large areas of the countryside. The mitigation and compensation will never make up for the level of destruction. **HS2 Ltd assesses the ecology effects as significant.**
3. The above ground route will cause unacceptable noise impacts. The noise assessments show impacts that are likely to result in a 10db increase over existing situations. This should be caveated by the fact HS2 Ltd has only shown average noise levels, i.e. the noise spikes as a train passes is averaged out by the few minutes of silence that follows. **HS2 Ltd assesses this as significant.**
4. The viaduct results in the loss of important businesses and community facilities. In particular the highly respected and well used Hillingdon Outdoor Activity Centre will have to close, despite HS2 Ltd suggesting the Colne Valley (refinement 6) removes some of the impacts. **HS2 Ltd assesses this as significant.**
5. The dES suggests there will be significant effects on water resources although these will only be assessed through the Code of Construction Practice, i.e. after the scheme is approved. **HS2 Ltd assesses this as significant.**
6. The viaduct will fundamentally change the landscape in the Colne Valley for the worse. **HS2 Ltd assesses this as significant.**
7. Millions of tonnes of waste material will need to be managed in and around Ruislip and Ickenham. There is still a lot of uncertainty about when and how the excess material will be used.
8. A number of heavily used public rights of way connecting the north of the borough with south are severed.
9. There are three large scale construction sites in close proximity, one either side of the Colne Valley and another at the tunnel portal. The cumulative effects have not been considered.

4.3.3. In addition there are other obvious concerns related to the loss of jobs; the loss of community facilities and the 'wider economic dis-benefits'; the years of blight which has already begun; and the general change in perception of a vast area of west London which will be changed significantly for at least 7 years.

4.4. Reasons not to pursue a London to Heathrow Spur – Cumulative Assessment

- 4.4.1. The spurs are being included to facilitate a possible future connection to Heathrow. The preferred option for this link has been published and shows significant deep bore tunnelling, surface routing, and green tunnelling across the Colne Valley twice. This too will have significant environmental effects and the spurs cannot be considered in isolation.
- 4.4.2. As stated in the previous section, ES's need to consider the cumulative effects of other plans or programmes. The inclusion of the spurs represent a wide series of effects that cannot be dismissed at this stage.

4.5. Reasons not to pursue a London to Heathrow Spur – Heathrow Decision on Hold

- 4.5.1. The decision to connect to Heathrow was put on hold as part of the announcement for Phase 2:

As stated in January 2012, the Government believes that the HS2 network should link to Heathrow and its preferred option is for this to be built as part of Phase Two. However, the Government has since established an independent Airports Commission, chaired by Sir Howard Davies, to recommend options for maintaining the country's status as an international aviation hub.

The Government has therefore taken the decision to pause work on the spur to Heathrow until after 2015 when it expects the Airports Commission to publish its final report. The proposals for the Heathrow spur and station are not planned to be part of the Phase Two consultation. However, there would still be the opportunity to consult separately at a later point and include the Heathrow spur in legislation for Phase Two without any impact on the delivery time if that fits with the recommendations of the Commission.

To avoid severe disruption to the Phase One line after it has opened, however, the Government would consider carrying out the preparatory construction work needed to preserve the option of our preference serving Heathrow in the future. Including this work now could save significant disruption and cost at a later point.

- 4.5.2. Connecting HS2 to Heathrow may never happen and in any event is dependent on an entirely separate decision on aviation. The development of high speed rail in the absence of an integrated transport strategy could therefore predetermine the wrong rail high speed rail links. This is clearly highlighted by

the inclusion of spurs in Phase 1, with all the significant environmental effects they bring, on the off chance that they may one day be needed.

4.6. Summary

- 4.6.1. All the above significant adverse environmental, social and economic effects provide clear justification as to why the proposed viaduct is untenable and why tunnelling through west London and under the Colne Valley would be hugely beneficial.

Providing a Heathrow Link from HS2	
Pros	Cons
Connecting the Midlands and North to Heathrow	Business Cost Ratio of less than 1
Other strategic reasons (not detailed)	No cumulative assessment of the disbenefits
	Significant adverse transport effects
	Significant adverse effects from construction and doubts about whether it could be achieved
	Significant adverse effects from noise
	Significant adverse effects on air quality
	Significant adverse effects on ecology
	Significant adverse effects on public rights of way
	Loss of public facilities and businesses
	Significant adverse landscape effects
	The connection may never happen
	Significant flood risk effects
	Heathrow may not remain the UK's hub airport

4.6.2.

Providing the London to Heathrow Spur	
Pros	Cons
Facilitates a future connection from London to Heathrow	No trains programmed to use the link
	No business case
	No cumulative assessment with the effects of the future link

	Removes the ability to tunnel across west London
	Significant adverse transport effects to deliver them
	Significant adverse effects from construction and doubts about whether it could be achieved
	Significant adverse effects from noise
	Significant adverse effects on air quality
	Significant adverse adverse effects on ecology
	Significant flood risk effects
	Significant effects on public rights of way
	Loss of public facilities and businesses
	Significant adverse landscape effects
	Heathrow may not remain the UK's hub airport

4.7. Conclusion

- 4.7.1. There is no assessment of why the spurs are needed or the why the tunnelling cannot be extended across the Colne Valley. Instead the following justification is given:

2.6.17 HS2 Ltd acknowledges that there would be environmental benefits if a tunnel was proposed; however, the use of the viaduct to cross the Colne Valley was based on a combination of practical, financial and safety considerations. The lakes are large former gravel pits and the ground beneath falls well below the water level. This means that tunnelling would likely be more difficult and expensive than elsewhere on the route.

2.6.18 Consequently it was determined early in the project that tunnelling was not appropriate and an option for tunnelling has not been re-visited in detail as part of the work since the announcement of the scheme in January 2012 (Colne Valley Community Forum Area: Report 7)

- 4.7.2. This is a clear acknowledgement that HS2 Ltd is not prepared to reassess the cost of tunnelling versus the environmental effects even though a considerable amount of environmental and social assessment has been completed subsequently.

- 4.7.3. Furthermore, the statement 'The lakes are large former gravel pits and the ground beneath falls well below the water level. This means that tunnelling would likely be more difficult and expensive than elsewhere on the route' has been given less credence by the submission of the preferred route for the Heathrow Spur. This clearly shows tunnelling across the Colne Valley, at almost the same location where the viaduct goes. In other words, it is perfectly possible.
- 4.7.4. The level of environmental effects west of Ruislip is so significant that there is little option but to tunnel. There is simply no justification, financial or otherwise, for such a high level of environmental harm.
- 4.7.5. The Council believes the inclusion of the London to Heathrow spur constrains the inclusion of tunnelling across the Colne Valley; as a consequence the dES represents an unlawful approach for the following reasons:
1. The DNS is being used as the framework for the dES conclusions on the spurs.
 2. There is no operational, strategic or business case presented to justify the significant effects of the Heathrow spurs and link.
 3. There is no cumulative assessment of the impacts of providing the whole Heathrow link.
 4. There is no adequate justification as to why the tunnelling stops west Ruislip despite the significant environmental effects of the surface route.
 5. There is no adequate assessment of the alternatives to the proposed scheme, i.e. tunnelling beyond the Colne Valley.
 6. The environmental costs have not been considered when deciding on the proposed scheme.
- 4.7.6. The Council requires an urgent review of the inclusion of the Heathrow Link and in particular the London to Heathrow spur. The decision to rule out further tunnelling was made prior to the information in the dES which is likely to present a worse case on completion. The level of environmental, social and economic effects cannot simply be dismissed in a couple of paragraphs. The Council considers the ES is presenting a misleading case to decision makers and is therefore unlawful.

5. General Comments

5.1. Lack of Information

- 5.1.1. It has been reported that the final ES will amount to 55,000 pages. This consultation runs to nearer 5,000. This demonstrates a lack of information being presented to consultees and the amount of gaps in the information. Asking consultees to comment on the environmental impacts when the majority of the assessment information remains withheld or incomplete is not very sensible.
- 5.1.2. The lack of information presents only part of the environmental impacts and leaves consultees guessing or concerned as to whether their issues will ever be considered in the final version.
- 5.1.3. The lack of information also undermines the conclusions reached before assessments have been completed. A number of the topic areas introduce mitigation and conclusions on effects without even knowing all the impacts and receptors.

5.2. Passenger Numbers on HS2: What is being assessed?

- 5.2.1. The Council is also concerned about the level of information presented regarding the operation of the trains. To date HS2 Ltd has never properly outlined how many people will be using the trains throughout the day, and what this means for passenger dispersals at a specific local level.
- 5.2.2. The transport chapters broadly outline what the passenger dispersal numbers would be but these are highly confused and use a variety of different methodologies. Ultimately, it hides the fact that the trains themselves will have little usage.
- 5.2.3. Volume 1 (3.3.5) states there would be 11 trains per hour in one direction during the peak hour which is taken as being 8-9am and 5-6pm. Trains could be 200m (single units) or 400m (double units) depending on demand. The Camden Community forum volume is the only place where the dES set out the types of trains running at peak hours:

On opening, Phase One would run up to 14 trains per hour (tph)¹. HS2 trains would be up to 400 metres (m) long with 1,100 seats during peak hours. Beyond the dedicated high speed track, these high speed trains would connect with and run on the existing WCML to serve passengers beyond the HS2 network. A connection to HS1 would also allow some services to run to mainland Europe via the Channel Tunnel.

5.2.4. To understand passenger dispersal from these 11 trains, which is important to assess the cumulative environmental effects on specific location, readers would have to turn to the service specification set out in the DNS accompanying reports. The information is not contained in the dES.

5.2.5. The service specification being used to explain the operation of HS2 shows just 3 trains per hour serving Birmingham (4 at peak times) from London. There would be the same amount of trains moving in the opposite direction. The 4 peak time trains (8 in both directions) could carry up to 1,100 passengers each. This means there is a potential for 8,800 people to move to and from Birmingham.

5.2.6. The Curzon Community Forum Volume 26 states:

12.7.3 ...The Proposed Scheme will result in approximately 2,800 passengers using Curzon Street station in the morning peak hour and approximately 3,200 passengers using Curzon Street station in the evening peak hour in 2026. These numbers increase to approximately 7,000 passengers using Curzon Street station in the morning peak hour and approximately 8,000 passengers using Curzon Street station in the evening peak hour in 2041 (HS2 Phase Two) through increased train frequency and additional national rail destinations. It is expected that over half of the travellers on the Proposed Scheme at Curzon Street station would have an onward rail journey.

5.2.7. Birmingham Interchange Community Forum Volume 24 states:

12.6.3 With the introduction of the Proposed Scheme in 2026, there would be approximately 1,550 rail passengers boarding, alighting and interchanging at Birmingham Interchange station in the morning peak hours and around 1,750 rail passengers boarding, alighting and interchanging at Birmingham Interchange station evening peak hours. These passengers are forecast to generate around 950 two way vehicle trips in the morning peak hour and 950 two way vehicle trips in the evening peak hour.

¹ NB: this conflicts with: "The current assumed initial service pattern is for 11 trains per hour (tph) in each direction during peak hours" (3.3.5 of Volume 1)

- 5.2.8. In the second extract, the figure refers to 'morning peak hours' implying the passenger dispersal is taken against the whole three hours in morning (7-10am as set out in the Camden assessment). This results in just 516 passengers for the morning peak hour 8-9am.
- 5.2.9. What this shows is a problematic correlation between the capacity on the trains and those who will actually use it. A potential of 8800 passengers equates to actual passenger numbers of just 3316 in the morning peak hour combined across the two Birmingham stations. It could be that initially the trains will only run as single units, in which case there would be just 4400 passenger capacity.
- 5.2.10. The reality is that there is such a dearth of information that it is impossible to fully understand what HS2 Ltd is assessing. It is fundamentally important to set out all the relevant information on train movements so consultees can understand:
- The interaction of effects across the whole day, not just peak time.
 - The cumulative impacts with existing developments
 - The cumulative effects of different environmental areas, e.g. air quality.
 - The likely socio-economic effects in the off peak
 - An understanding of the energy usage of trains related to passenger numbers. A train at 15% full has a greater carbon impact per passenger than one at 100% full.
- 5.2.11. The problem with the assessment of passenger dispersal is further enhanced by the conflicting methodologies for the London stations. The Euston assessment simply sets out an increase from existing passenger numbers, and not the total as used in the Birmingham assessment. The Old Oak Common assessment is substantially different and presents no assessment at all:
- The Proposed Scheme at Old Oak Common is likely to result in an increased number of trips (both vehicular and non-vehicular) to and from the area. This is anticipated to be a maximum in one direction of 2,500 trips by all modes in the AM peak hour (08:00 to 09:00). (Volume 4, 12.6.3)*
- The assessments in the dES are incomplete, poorly presented, missing information, misleading and ultimately redundant as an exercise to assess the effects of HS2. The final ES must present:*
- Consistent methodologies
 - A full timetable throughout the day including the capacity of each train
 - The likely usage of the trains

- The passenger dispersals at all the stations in the same format
- The amount and mode of onward journeys
- A future timetable for when capacity is likely to increase

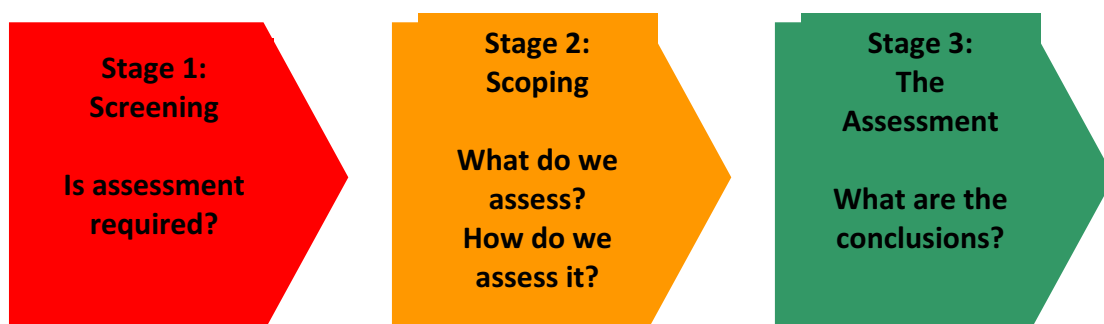
5.2.12. In addition, there is no assessment or details at all about the passenger dispersal north of Birmingham. 7 of the 11 trains per hour at peak time do not stop at Birmingham and head in a variety of northern directions. HS2 will have a direct impact on passenger dispersal at northern stations that also needs to be assessed.

5.2.13. The Council considers it a fundamental failure of HS2 Ltd to not properly outline what they are assessing and using such a range of poorly presented methodologies. It makes for a very poor ES that cannot in any way be effective in aiding decision makers.

5.3. Methodologies

5.3.1. The Council was rightly disappointed by the level of information in the draft Scope and Methodology Report, and not to be consulted on the final Scoping report was considered to be a mistake.

5.3.2. The failure to outline the specific receptors in the Scoping reports has resulted in a dES that is far from adequate. For example, many of the roads shown to accommodate HS2 construction traffic in Ruislip are simply not useable, due to factors such as constrained road width and low bridges. Setting out the likely routes in the scoping reports would have allowed for greater dialogue between consultees, residents and HS2 Ltd which would have resulted in a more robust Environmental Statement.



5.3.3. The general approach to EIA is set out above. HS2 Ltd never adequately agreed or presented the information required for stage 2. Only broad details were presented in the scoping reports but not the specifics required. As a consequence, for the first time, the dES presents consultees with the receptors (but not all) being assessed, the methodologies (broadly) and the assessment

conclusions all at the same time. The problem is that because HS2 Ltd failed to apply the EU guidance on scoping reports, and instead operated in isolation, they have used the wrong methodologies to assess the wrong receptors. This has resulted in inaccurate conclusions.

5.3.4. This is best highlighted in the construction routes outlined in the Ruislip area. Some of the roads shown cannot practically accommodate the traffic being suggested. If the details on construction had been presented earlier and consulted upon, 'what would be assessed' could have been tailored to reflect detailed knowledge of the area. The subsequent dES would have used the correct methodologies to assess the appropriate receptors. However, as HS2 Ltd failed to complete stage 2 at the correct time, they have presented a series of construction routes, complete with conclusions of the impacts based on receptors that do not work. As a consequence:

- The conclusions in the assessment are wrong
- The impacts on air quality need to be reassessed
- The assessment on business impacts needs reviewing
- Noise impacts will now need to be considered for a different construction route

5.3.5. The approach taken shows a lack of understanding of the objectives of EIA and the EU Guidance. It has resulted in a complete waste of resources and needlessly misled residents.

5.3.6. More fundamentally, the report presents misleading conclusions which cannot lawfully be a basis for making a final decision.

6. Site Wide Comments: Carbon Emissions

6.1. Greenhouse Gas Emissions

- 6.1.1. The Council is hugely disappointed that HS2 Ltd has not provided even an initial appraisal of climate change impacts. It is recognised that this is a difficult topic to comprehensively assess, but to provide no assessment at all is deeply concerning. This is likely to be a contentious issue given the many variables that need to be assessed and the widely publicised dismissal of Government's original assertion that this was a green transport scheme.
- 6.1.2. The lack of any information is further complicated by the fact that the only assessment undertaken to date by HS2 Ltd (Appraisal of Sustainability 2) concluded that the carbon impacts ranged from slightly positively to unquantifiably negative; a range that provided very little assistance to understanding the likely impacts.
- 6.1.3. It would have been useful to present an initial appraisal complete with assumptions on certain aspects of the scheme to allow interested parties to have a greater understanding of what will be assessed. The minimum information provided in the dES and final Scoping Report provides only a broad outline, but does not allow interested parties to ascertain the details, for example what assumptions are being made regarding HS2 impacts on flights, long haul and short haul? How much electricity will each train use? What is the modal shift from road journeys?
- 6.1.4. The recent EU guidance on Integrating Climate Change and Biodiversity into Environmental Impact Assessment states:
- Be practical and use your common sense! When consulting stakeholders, avoid drawing out the EIA procedure and leave enough time to properly assess complex information.*
- 6.1.5. It is far from sensible to present no information on the assumptions to be used, no information on the forecasting methods, no information on the quantification of significance, let alone not present any of initial findings on such a contentious subject. The first time interested parties will see this will be during the consultation on the final ES and when it gets presented to Parliament. This leaves very little margin for error.

6.2. Presentation of Results

- 6.2.1. The dES presents a situation whereby the conclusions on climate impacts will be portrayed in ranges. This was the approach adopted in the AoS originally. Unfortunately, this shows a misunderstanding of the purpose of EIA. EIA requires the likely significant effects to be assessed. It should inform the decision maker of the effects, not provide a range on which to pick and choose where they believe the project may sit.
- 6.2.2. It is accepted that a number of assumptions will be made for the future impacts, but the principle of EIA is to describe the likely effects. The authors of the climate chapter need to be able to make a specific conclusion on the likely effects. If the decision makers are presented with a range of effects that span a wide order of magnitude then the report cannot be compliant with the EIA Regulations.
- 6.2.3. Uncertainties are inherent in understanding the future implications of the impacts of climate change. However, this should not be a reason for presenting decision makers with a large range of possible effects. The recent EU guidance on Integrating Climate Change and Biodiversity into Environmental Impact Assessment sets out approaches to how uncertainties should be addressed. It accepts that it is necessary to present uncertainties, but it clearly requires assessments to make a recommendation of the likely effects based on a precautionary approach.

6.3. Methodology: Assessment of Significance

- 6.3.1. One of the biggest concerns regarding the 'climate' chapter is the continuing failure to adequately set out the methodology for defining significance. So far there have been three documents that have broadly covered the methodology for assessing climate impacts. These were the draft Scoping Report, the final Scoping Report, and this dES. They are all written slightly differently, but importantly they have all failed to set out the methodology for assessing significant effects as well as the assumptions that will be used to determine impacts.
- 6.3.2. The latest projections from the Department for Energy and Climate Change carry a lot of uncertainty but suggest that the UK will not meet its targets set for the fourth carbon budget (2023 – 2027), although it will meet the previous 3.
- 6.3.3. Given the level of importance of reducing greenhouse gas emissions, any increase above the baseline should be considered significant and reported to decision makers accordingly. This is a flagship scheme with objectives for

significant carbon reductions. The methodology for assessing the effects should therefore be commensurate with the scale of the project, and should be aligned with the objectives to reduce carbon. If the project fails to adequately reduce emissions in line with the objectives then it should be considered to have an adverse effect. The following methodology should be used in relation to total aviation emissions and separate total transport emissions, as well as for total UK emissions.

Impact on total transport Greenhouse Gas Emissions	
0% + increase	Significant Adverse Effect
0.1 - 1% Decrease	Moderately Adverse Effect
1.1 - 2% Decrease	Slightly Adverse Effect
2.1 - 4% Decrease	Slightly Beneficial Effect
4.1 - 6% Decrease	Moderately Beneficial Effect
6.1% + Decrease	Significant Beneficial Effect

- 6.3.4. Generally it is considered wiser to produce the method for assessing significance and the assumptions to be used ahead of collecting the data. This removes accusations of author bias and allows interested parties to have input into how the assessment will be completed. Unfortunately in this instance, the author is withholding this information. Therefore, interested parties will see the assessment inputs (assumptions and data), the methodology and the outputs (conclusions) all at the same time. If the inputs are wrong, the whole assessment could be misleading and therefore not compliant with EIA Regulations.

6.4. Methodology: Assumptions

- 6.4.1. Figure 1 (Page 16) of Report 27 (Site Wide Effects) sets out a hierarchy of influence that HS2 will have on emissions:

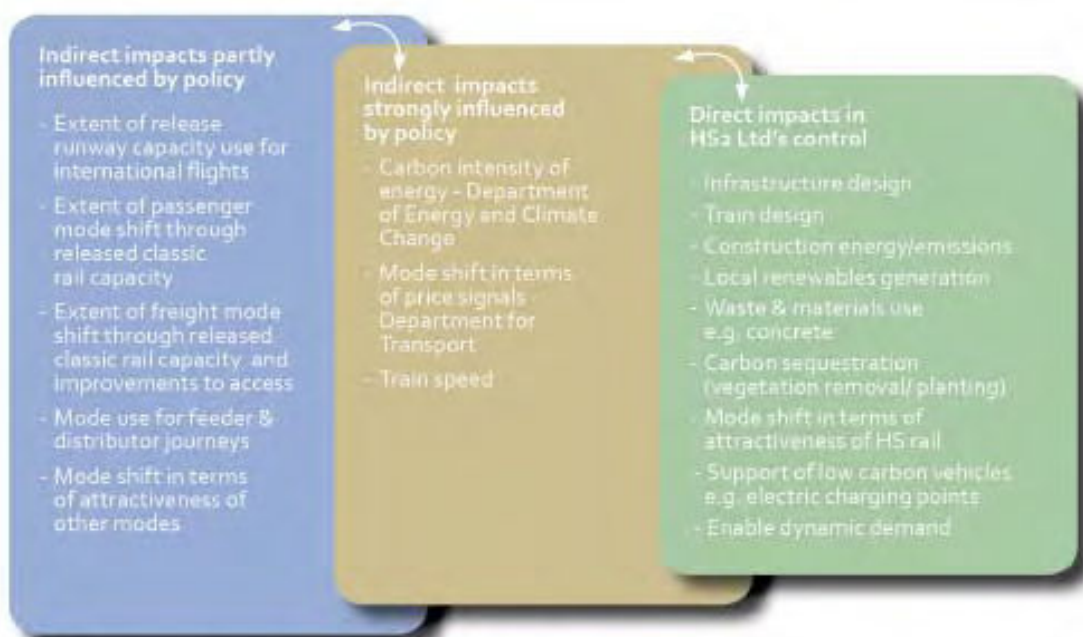


Figure 1: Total carbon footprint of HS2 broken down by influence/control

6.4.2. The report states the following regarding the levels of influence shown in the figure:

These layers of declining influence for HS2 (green being the elements of the footprint it has most influence over and blue the least) mean that some parts of the carbon footprint may be best represented as a range. (5.4.5, Report 27)

6.4.3. There are a number of inaccurate assumptions about the influence of HS2 that is likely to result in author bias and misleading the true effects of HS2. Ultimately this will result in non-compliance with the EIA Regulations.

6.4.4. HS2 has been promoted as a competing transport option for both air and to a lesser extent, road. It is also designed to 'free up capacity' on the existing rail network. The Decisions and Next Step Report (January 2012) states:

The quicker journey times that high speed rail systems can achieve are key to their competitive position in relation, in particular, to air travel. Providing an attractive and considerably lower-carbon alternative to much domestic and other short-haul aviation is an important objective

6.4.5. In other words the very purpose of HS2 is to generate a modal shift. For the author to suggest that modal shift is an indirect impact of HS2 is fundamentally wrong and highly misleading. If HS2 is not going to have a direct influence on modal shift, what is the point in building it?

- 6.4.6. The real problem is that the author has failed to set out the forecasting methods for assessing effects as required by the EIA Regulations. They have also failed to understand the impacts of other plans and programmes.
- 6.4.7. For example, if HS2 achieves its objectives it will have a direct impact on domestic air journeys. Currently, there is no policy or legislative interventions that can control what happens to the freed flight slots. If a domestic flight slot freed by HS2 becomes a long haul flight, then HS2 is having a direct and adverse influence on carbon emissions.
- 6.4.8. If there were suitable plans and programmes in place to control what happens to flight slots, then it could be argued that released capacity is outside of the influence of HS2. However, the ES needs to present the case of what is likely to happen given the existing plans or programmes. If this means HS2 has a negative impact, then this needs to be presented to decision makers who may be inclined to set mitigation to rectify the adverse effects.
- 6.4.9. Similarly, if HS2 results in the loss of some classic line services, and therefore increasing local road journeys, then this also needs to be considered a direct influence and assessed accordingly.
- 6.4.10. The inclusion of train speed in the indirect impacts box is also peculiar. The speed of the train is part of the operational requirements of HS2 and therefore a direct part of the scheme. The assessment therefore needs to be clear about the impacts of the train speed on the energy demand, and in turn the resulting emissions.
- 6.4.11. The emissions relating to the energy consumption of HS2 is a direct impact of the scheme. It is accepted that the carbon emissions are directly related to the national grid energy sources and therefore dependent on the future energy mix. However, as stated above, the ES is supposed to include the methods for forecasting environmental effects. The scoping reports and this dES should have therefore set out what the author considers to be the likely carbon intensity of the national grid in the future. This could then be agreed with interested parties and thus removing results that show a range of effects. These impacts would then be reported as direct. Instead, it is likely that a range of conclusions will be presented to decision makers which will fail to comply with the EIA Regulations.

6.5. Methodology: Scope of Assessment

- 6.5.1. All three methodologies presented to date by HS2 Ltd in the scoping reports and this dES do not fully set out the details of what will be assessed, let alone

an initial assessment. It is therefore necessary to set out some of the topics that need to be considered alongside the HS2 Ltd's broader topics. The assessment should include:

- The assumptions and assessment of onward movement from passenger dispersal.
- The assumptions of traffic generated by those travelling to new stations and the subsequent impacts. For example, how many journeys to the new Birmingham Interchange station will there be. High number of movements in areas with poor air quality are considered to be likely significant effects and therefore need proper assessment.
- The assumptions on the loss of classic line services and subsequent likely impacts from increased road journeys.
- The assumptions about the reduction of journeys by air as a result of HS2, including, the details on the number of planes impacted, and the amount of passengers.
- The assumptions of the impacts of any freed up domestic slots being switched to long haul flights and the likely destinations. A realistic scenario should be adopted about where these flights would be switched to. It should be assumed that these freed up domestic slots are likely to be long haul given there are no plans and programmes controlling flight destinations. Furthermore, the ongoing rhetoric about the UK missing out on 'emerging economies' and the need for urgent capacity to serve these countries means that destinations such as China and Brazil would be first on the list for any freed up domestic flights slots.
- The assumptions for construction traffic and the subsequent emissions. The information on the construction traffic impacts is scarce, but does show areas in Birmingham and London where congestion is likely to be a significant problem. A lorry moving swiftly on an open road emits a lot less than one stuck in busy urban traffic. This needs to be factored into the assessment.
- The environmental effects of operations at alternative slower speeds need to be considered and presented appropriately. As no adequate assessment has been undertaken to date, and the final route already determined, it seems unlikely that climate impacts featured in the decision making process. It may therefore be difficult to achieve a fully compliant EIA.
- The assumptions relating to the likely impacts from construction and transportation of the rolling stock needs to be presented and assessed. Whilst rolling stock is omitted from business cost analysis, EIA does require

all parts of the project to be assessed. A precautionary approach should be adopted.

- Assumptions over the future emissions of non HS2 modes of transports.
- Clear appraisal of the cumulative impacts of Phase 1 and Phase 2 combined.

6.6. Carbon Timetable

- 6.6.1. HS2 was initially badged as being 'broadly carbon neutral'. This finding was later criticised by the Transport Select Committee who concluded that this should not be sold as a 'green scheme'. It seems unlikely that a detailed assessment of HS2 will be able to determine that it has a beneficial impact on carbon emissions, particularly given the current forecast for the carbon intensity of the national grid, and the lack of controls over aviation.
- 6.6.2. However, even assuming a best case scenario it will take a long time for HS2 to become carbon neutral and then beneficial (if at all). It is therefore important to present a carbon timetable for decision makers. It will be some time after opening before any positive (if any) impacts on carbon emissions will be realised, and if this hinders meeting legally binding carbon reduction targets then it needs to be presented.
- 6.6.3. On the other hand, significant investment in the whole of the UK's existing rail infrastructure will achieve a greater competitor to road journeys much quicker. It would also have less operational and construction impacts.
- 6.6.4. The conclusions on carbon emissions therefore need to be presented in a timeline to assist decision makers.

6.7. Cumulative Impacts

- 6.7.1. The initial carbon appraisal (Appendix B, AOS) was highly confusing and poorly presented. It is not surprising that the carbon credentials of the scheme were heavily questioned.
- 6.7.2. One of the main problems with the initial report was it was not clear about what was being assessed, whether it was Phase 1, or Phase 1 and 2 combined. The final ES must make a clear assessment of Phase 1, setting out the assumptions to be used, and then clearly set out the cumulative effects of Phase 1 and 2.

7. Site Wide Comments: Socio Economic

7.1. Inconsistencies in Assessment

- 7.1.1. There are discrepancies in the presentation of the number of jobs being lost in the site wide assessment (Report 27) and the individual reports. Report 27 states:

So in total approximately 2,190 jobs could be lost route-wide from businesses affected during the construction phase, which would be a moderate adverse effect and therefore considered to be significant.

- 7.1.2. The following extracts are taken from the 7 London related Community Forum Area reports:

Report 1

It is estimated that the Proposed Scheme would result in the displacement or possible loss of a total of 2,570 jobs within this area.

Report 2

It is estimated that the Proposed Scheme would result in the displacement or possible loss of around 150 jobs within this CFA.

Report 3

It is estimated that the Proposed Scheme would result in the displacement or possible loss of around 50 jobs within the study area.

Report 4

It is estimated that the Proposed Scheme would result in the displacement or possible loss of around of 750 jobs within this CFA.

Report 5

It is estimated the Proposed Scheme would result in the displacement or possible loss of a total of around 20 jobs within the area.

Report 6

It is estimated that the Proposed Scheme would result in the displacement or possible loss of a total of up to 230 jobs within this area.

Report 7

It is estimated that the Proposed Scheme would result in the displacement or possible loss of a total of up to 5 jobs

Report 26

Across all the employment areas reviewed, an estimated 2,850 jobs will either be displaced or possibly lost in the wider West Midlands region

- 7.1.3. In total London loses nearly 4,000 jobs, and the West Midlands region loses 2,850. This does not take into account the 18 other individual Community Forum Area reports. The total in the site wide assessment (2190) is considerably different from those presented in the individual reports. None of this is evidence based, none of it supported by data, and none of it properly detailed.
- 7.1.4. The final ES must make a better attempt at being consistent, and must also use clear and consistent methodologies.

8. Detailed Comments on Community Area Forum Reports

8.1. Introduction

8.1.1. The following sections relate to the specific information set out in the Community Area Reports. The Community Area Forum Reports referred to are:

- Report 6: South Ruislip to Ickenham (“Report 6”)
- Report 7: Colne Valley (“Report 7”)

8.1.2. The comments are provided in environmental topic areas and separated to the Community Area Forum Reports where appropriate. The concerns of the Council are often generic to both Reports, primarily because of the stage at which the assessments have been presented. It is therefore more appropriate to set the comments out regarding the environmental topic areas.

8.1.3. In general, the Council believes that the dES is far from heading in the direction of a well informed and compliant EIA. In too many instances conclusions have been reached without full knowledge of the impacts and receptors.

9. Agriculture

9.1. Overview

9.1.1. The Council is unable to comment on the Agriculture and Forest chapters in much detail, because the quality of information in these chapters is so poor. The information presented contains too many gaps and there is an element of flippancy regarding the impacts. There is no assessment, simply a description of the impacts. This is not in compliance with the EIA Regulations.

9.1.2. In particular, the Council is surprised to see that there are no maps included whatsoever of the areas referred. For example Report 6 states:

3.5.10 At the height of construction there would be a significant effect on six holdings due to the proportion of the farm that would be removed (described above). Two would also be significantly affected by property demolition (Oak Farm and Gatemead Farm).

3.5.11 Following the construction phase much of the land would be restored and returned to agricultural use, and there would be no significant permanent residual effects associated with the construction of the Proposed Scheme.

9.1.3. Similarly, Report 7 states:

3.5.10 Three holdings would be affected in this area. Based on the information currently available, it is likely that three holdings – Park Lodge Farm, Home Farm and Denham Park Farm – would experience significant effects due to the proportion of land loss during construction.

3.5.11 Following the construction phase, much of the land would be returned to agricultural use. As a result, the permanent land take for two of the holdings would involve only modest proportions of the holdings and would not be likely to have a significant effect. For Denham Park Farm, however, the permanent loss of land is still considered likely to represent a significant proportion of the farm (though accurate farm details are still awaited).

9.1.4. There is no information on the amount of land impacted, 'how much of the land' will be restored and not one map showing the areas effected. Consultees have not been given the necessary information to provide adequate comments.

9.1.5. The errors in the assessment are made worse by the fact that HS2 Ltd has not even collected adequate information on the farms to be impacted as set out in Table 4 of Report 6:

Holding	Primary farming activity
Priors Farm, Ruislip	No data available
Oak Farm	Small-scale beef rearing
Gatemead Farm	Small-scale beef rearing
Brackenbury Farm	Grazing, limited data available
Cophall Farm	Grazing, limited data available
Harvil Farm	Grazing, limited data available

- 9.1.6. HS2 Ltd cannot possibly be in a position to determine the scale of effect without 1), knowing the details of the farms impacted and 2) consulted and engaged with farmers/landowners about the extent of land to be lost.

Mitigation

- 9.1.7. EIA Regulations require ES's to include:

A description of the measures envisaged to prevent, reduce and where possible offset any significant adverse effects on the environment. (Schedule 4, Part 1[5])

- 9.1.8. The assessment concludes that there will be significant environmental effects on agriculture but does not meet the requirements set out above. There is no proposed mitigation for the loss of agricultural activity during construction, the loss of the farmland or ability to manage it.

Interaction of Effects

- 9.1.9. The impacts on farming and on those employed on the areas affected are not reflected in the socio-economic assessment.

Forests

- 9.1.10. The Council is also concerned by the level of consideration given to forests in the area. Report 7 states:

3.5.9 Loss of commercially managed woodland and forestry land would be mitigated, where practicable, by replanting in nearby locations. In this area some 13.0ha has been identified, south of the main construction site, for woodland planting and it is proposed that soils displaced from Wyatts Covert would be used in this woodland creation. Although the loss of forestry land would be a significant effect during the construction phase, the effect would become insignificant as planting matures.

9.1.11. There are number of problems with the statements in this paragraph that clearly shows limited assessment as taken place:

- 1 There is no indication of where the deforesting will occur.
- 2 There is no information on the type of forest, although the ecology section states there will be a loss of ancient woodland. This is irreplaceable and no mitigation can overturn the significance of this loss.
- 3 There is no information on where the mitigation will go, and on what or whose land it is.
- 4 There is no information on the management and maintenance of mitigation which if being relied on to reduce the significance of effects is a fundamental issue to be resolved before determination.

Conclusion

9.1.12. The Council finds the information within the Agriculture chapters to be of such a low quality that it is unable to provide detailed comments. The lack of any mapping or presentation of the areas discussed is highly disappointing.

Furthermore, landowners in the area, of whom the Council is one, cannot possibly concur with the conclusions. No assessment has been presented, i.e. the types of impact (soils removed, length of time where land is unavailable) or the receptors (the specific locations, the areas lost). It is therefore not possible to determine the effects (i.e. the impacts on the receptors).

9.1.13. The final ES needs to improve considerably and clearly set out all elements of the assessment. If it takes the form of the dES the Council considers that there is sufficient information missing to be not compliant with the EIA Regulations.

10. Air Quality

10.1. Overview

10.1.1. The dES states it is not necessary to undertake any background air quality modelling since the collation of local monitoring and modelling data has been deemed sufficient. It should be noted there are no automatic air quality monitoring stations in Hillingdon close to the areas of concern and therefore this needs to be examined in more detail. It is not clear what process has been established to ensure that the statement regarding local monitoring and modelling data being sufficient is valid and robust.

10.1.2. There is no discussion on what is considered as significant in regards to air quality impacts. The Council considers the following a significant effect:

1. Any increases in air quality emissions in areas already exceeding EU limit values
2. Any increases in air quality emissions that tip areas into the exceedence of EU limit values.
3. Any increases in air quality emissions in areas that are likely to exceed EU limit values in the future.

Baseline Assessment Methodology

10.1.3. The Defra background maps have been used to characterise the baseline conditions in the Colne Valley Area (Report 7). The GLA background maps have been used to characterise the baseline conditions in the South Ruislip to Ickenham area (Report 6). It should be noted that the GLA background maps are more appropriate for use in areas of Hillingdon as it provides more detailed regional data as opposed to national data. As the Colne Valley Area 7 includes parts of Hillingdon, it would be more appropriate to use the GLA background maps in this area.

Identification of Receptors

10.1.4. The methodology focuses on identifying human receptors that could experience an air quality impact as a result of the scheme and also ecological receptors sensitive to dust and nitrogen deposition. Receptors have been identified as residential and some commercial premises within 350m of construction activity

and within 200m of the roads affected by changing traffic flows. It is not possible to support the assumption that 350m or 200m assessment zones are appropriate due to the lack of information. Full details of the final construction routes combined with an understanding of congestion areas, may require a review of the scope of assessing receptors. This highlights a problem of not knowing the impacts, before understanding the range of receptors.

- 10.1.5. It is difficult to assess whether the approach is sound without the detail of the study area, the receptors chosen and the baseline assessment from which the future predictions will be made. Traffic impacts may result in a wider study area needed for the air quality assessment as the local road network could see substantial increases in traffic volumes which could have significant effects over a wider area.

Construction Traffic Baseline

- 10.1.6. The main air quality impacts in Hillingdon will arise from the construction phase. Both reports stated that HGVs would be expected to form a relatively high proportion of overall traffic flows and increases of over 30% on forecast baseline levels could be expected.
- 10.1.7. It is simply not possible to agree to the scope of the assessment without knowing the full routes of the construction traffic or the type and quantity of vehicles. All this should have been set out in the scoping report, but even in this dES, the information is not available. It is therefore not possible for the Council to conclude that the impacts on air quality have been appropriately considered.
- 10.1.8. The Council has found it necessary to use the information provided to develop its own strategic understanding of the traffic impacts. The construction routes simply stop at the edge of maps. There is no wider assessment of where all these routes end up. The Council cannot see why this information was not provided by HS2 Ltd, instead, lines on map simply end. This was extremely unhelpful for such a contentious topic. From the Council's mapped information provided in the main construction routes will be through densely populated areas. The A40 corridor is a busy through route in the northern part of the borough. It is therefore at least a regional level receptor. The roads leading to and from this main route are congested and experience levels of pollution above the EU minimum limit values. The borough has a monitoring station on West End Road which in 2012 monitored levels of 52ug/m3 annual mean nitrogen dioxide (nb EU limit value for annual mean nitrogen dioxide is 40ug/m3). On Warren Road, a residential street off Swakeleys Road, there is a

pollution monitor which has measured levels consistently above the EU limit value over the last 5 years; in 2012 this was 44.6ug/m³. The impacts of a 30% increase in traffic, especially in the more polluting vehicles such as HGVs, could be highly significant and must be robustly addressed.

- 10.1.9. The Council considers this a likely significant effect and one which needs full appraisal within the final ES.

Likely residual significant effects

- 10.1.10. HS2 Ltd is relying heavily on the Code of Construction Practice to limit impacts on air quality. As stated previously, the COCP cannot be relied upon to assess and reduce effects. Significant effects need to be fully appraised in the final ES and presented to decision makers.

- 10.1.11. Notwithstanding the above, the borough will be seeking detailed Local Environment Management Plans for construction sites, construction routes and roads. No mention is made in regard to the use of low emission vehicles or the use of the cleanest vehicles in order to reduce pollution impacts from construction traffic. This aspect must be addressed in the final ES and a clear commitment made for the use of low or zero emission vehicles wherever feasible.

Monitoring

- 10.1.12. Air quality objectives have hourly, daily and annual limits for the protection of health. Where construction sites and routes are in close proximity to sensitive receptors, monitoring will be needed to ensure all such limits are not exceeded. Given the duration of the construction phases, the provision of long term monitoring will need to be considered. This must include appropriate pre-construction monitoring to establish a robust baseline from which to assess compliance and impacts. Full details on how compliance will be enforced also needs to be submitted.

Conclusions from Assessments

- 10.1.13. Given that the construction maps only show part of the routes and no strategic mapping is provided, there is a wholly inadequate amount of evidence to conclude that there will be no air quality impacts arising from the construction stages.

10.1.14. The most acceptable way to mitigate any potential air quality impacts is not to route construction traffic through populated areas. The final ES should address this issue as an alternative to the proposed scheme.

10.1.15. The success of mitigation will depend upon the robustness of the measures and their enforcement. This includes aspects such as avoiding congestion, no idling, ensuring no re-suspension of tracked out dust on construction routes. These issues must be addressed by HS2 Ltd. Extending the tunnel west of London across the borough and under the Colne Valley, instead of the proposed viaduct would enable more direct access for construction vehicles onto the M25 and avoid construction traffic using busy local and regional roads within Hillingdon and west London.

Operational Impacts

10.1.16. In regard to operational impacts, the main air quality impacts will arise from any permanent changes to the road alignments. Conclusions cannot be reached until this work has been completed.

11. Community

11.1. Overview

- 11.1.1. The Council is concerned that the level of information presented about communities cannot provide residents with a full understanding of the impacts. The lack of maps is once again frustrating in this regard. In addition there is no presentation of any other data particularly on the potentially effected areas, and no survey data. There is no indication of when surveys were undertaken, or who was consulted in providing the information presented.

Inter-relationship of Effects

- 11.1.2. Once again there is a lack of correlation with other environmental topics; in particular, the transport sections. EIA needs to consider the interaction of effects, and therefore the impacts on traffic, road congestion, and lorry movements needs to be considered carefully within the community sections.
- 11.1.3. As the transport sections for both Reports 6 and 7 are based on inadequate assessments, it is not possible to understand the impacts on the communities in these areas.
- 11.1.4. Furthermore, the reports acknowledge significant effects relating to transportation, landscape, loss of community and business facilities, noise, ecology, and public rights of way; however there is no assessment of the inter-relationship between these, and particular the impacts on the community.
- 11.1.5. For example, there is acknowledgement that Ruislip Shooting Club will be lost, Ruislip Golf Course will be constrained, and the Hillingdon Outdoor Activity Centre will be lost. Furthermore, the assessment makes no consideration for the impacts on the communities who use these facilities.
- 11.1.6. Finally, the blight and noise impacts from operation are likely to have significant permanent effects on the community which have not been adequately considered.
- 11.1.7. The lack of an assessment of the inter-relationship of effects does not comply with the EIA Regulations.

Cancellation of Community Forums

- 11.1.8. One of the reasons for failures in the community sections stems from HS2 Ltd's decision to cancel Community Forums. This was done early in the process, when communities had very little information to inform them about HS2. The reality is that the lack of respect for communities and the potential impacts has resulted in a poorly informed dES.

Lack of Methodology for Report Significance

- 11.1.9. Like many of the other chapters there is not enough information for readers to understand how significance is measured. This is fundamental to the purpose of EIA. The presentation of conclusions can only be considered to be author subjectivity which raises concerns of bias. For example Report 6 states:

5.5.3 It is considered, in the context of the community assessment, that the permanent loss of these dwellings is a minor adverse effect and is, therefore, not considered significant.

- 11.1.10. It is not clear why the author believes the loss of these units would be considered insignificant or the measurements techniques used.

Public Rights of Way

- 11.1.11. The Council does not understand the purpose of presenting no information on the Public Rights of Way for both Reports 6 and 7. There will be a significant effect on existing routes, but there are also opportunities to create new rights of way as well as protecting existing routes.

- 11.1.12. The Council can only pass substantial comment once full details of the construction routes, the length of diversions, the construction and operational exclusion zones, the location of construction compounds are all overlaid onto a meaningful rights of way map.

11.2. Specific Comments: Report 6 Ruislip to Ickenham

Lost Community Infrastructure

- 11.2.1. There are a number of community facilities to be lost in this area. However, there is no mitigation presented. Report 6 states:

5.5.4 The licence conditions of the Rifle Club require the club to be in continuous operation which means that an alternative site would need to be found prior to the commencement of construction works.

- 11.2.2. HS2 Ltd cannot wait until construction to find solutions. EIA requires “a description of the measures envisaged to prevent, reduce and where possible offset any significant adverse effects on the environment.” The dES contains no such information. The final ES must include the mitigation solutions for the loss of full usage of Ruislip Golf Course, the loss of the Rifle Club, and the mitigation for the impacts on Copthall Covert.
- 11.2.3. This information must be presented to the decision makers in the final ES. There must be no reliance on future solutions that are unknown at the decision making stage.

Public Rights of Way (PROW)

- 11.2.4. Report 6, section 2.3.27 refers to two Public Footpaths, these being:
- **PROW adjacent to Ickenham Stream.** In conflict with the text in the dES there are no public footpaths marked on the map book. Obviously this makes assessing the comments in dES impossible. The report could refer to public footpaths U81 & R146, which connects the Greenway with Ruislip golf course.
 - **Bridleway to east of Breakspear Road South.** Again, no public footpath is marked on the map and there is no Bridleway shown. A Bridleway does exist on the west of Breakspear Road South and the report should refer to public footpaths U45, U46 & U47. Again with no further information available, no further comment can be made.
- 11.2.5. The routes above also carry the Hillingdon Trail and Celendine Route trails.
- 11.2.6. Bridleway U42 which runs from Breakspear Road South to Newyears Green Lane will undoubtedly be affected as the start of the Bridleway encompasses the access road to Schering Plough, which in part will be demolished as part of the project.
- 11.2.7. It is not possible to provide detailed comments on the impacts on rights of way due to the poor presentation of data. The Council is aware that the Ramblers Associations in the area are significantly concerned with the level of information presented and the conclusions from the assessment.

11.3. Specific Comments: Report 7 Colne Valley

- 11.3.1. The level of information presented in this Report is particular disappointing. The route is above ground and crosses the Colne Valley, which is a heavily used and a highly regarded asset that attracts people from far and wide. To

present no meaningful assessment and to leave it all to the final ES defeats the purpose of consulting on the dES. It also means the Council is constrained as to the level of comments it can provide.

- 11.3.2. Of particular concern though is how after 2 years, there is still a lack of understanding as to the role of the Hillingdon Outdoor Activity Centre or suitable mitigation for its loss.
- 11.3.3. This must be resolved in the final ES. It is an asset of beyond local importance and therefore a solution needs to be found prior to decision making.

Public Rights of Way (PROW)

- 11.3.4. Paragraph 2.3.29 refers to Public Footpath U34 which runs from Moor Hall Road to Dellside, Harefield. The report states a permanent diversion via the west and south side of the proposed Harvil Road auto transformer site will be required. No further information is given and the map book highlights no public footpath. It is not possible for the Council to comment. There may be potential to extend and connect U34 / Harvil road to Breakspear Road South alongside the track, therefore creating a link into Buckinghamshire from Ruislip.
- 11.3.5. The Council can only pass substantial comment once full details of the construction routes, the length of diversions, the construction and operational exclusion zones, the location of construction compounds are all overlaid onto a meaningful rights of way map.

12. Cultural Heritage

12.1. Overview

- 12.1.1. The information presented in Reports 6 and 7 do not amount to an assessment on which the Council can comment. The inputs and assumptions presented are purely subjective, and without the supporting background information, i.e. survey information, landscape assessments etc it is not possible to provide detailed comments at this stage.
- 12.1.2. In addition, it does not appear that HS2 Ltd has used local data but instead has taken only the information from English Heritage. The cumulative impacts on local assets of heritage value need to be fully assessed. Information is available on the Council's website.

Non Compliance with EIA Regulations

- 12.1.3. One of the main concerns regarding the assessment of Cultural Heritage is that an important part of understanding the effects will be done as part of the Code of Construction Practice, i.e. after the decision. Report 6 states:

6.4.10 HER data identified a further 25 assets within the study area. This includes archaeological evidence of an Iron Age to Romano-British settlement that may extend into the permanent land take or temporary land take. There was also evidence for archaeological remains from the prehistoric to post-medieval period and three 20th century assets relating to the RAF Northolt site.

- 12.1.4. The failure to present the assessment methodology means readers are not aware of how receptors such as the "Iron Age to Romano-British settlement" have been categorised. Any effects on such a historic asset would be considered to be significant however, the assessment is left to the Code of Construction Practice which will include:

A programme of archaeological investigation and recording to be undertaken prior to construction works affecting the assets; and

A programme of historic building investigation and recording to be undertaken prior to modification or demolition of the assets. (6.5.2 of Report 6)

- 12.1.5. As repeated throughout this response, the COCP cannot be left to assess significant effects. Full investigations and surveys need to be presented to decision makers in the same way as an EIA would support a planning application.

12.2. Specific Comments: Report 7 Colne Valley

- 12.2.1. The Widewater Lock Conservation Area (CA) appears to be incorrectly shown on the relevant map (CT-01-10) in the Vol 7 map book. The repositioning of the viaduct brings it much closer to the boundary of the CA.
- 12.2.2. Whilst Local Plan: Part1 policies are noted, the proposed Colne Valley Archaeology Priory Zone (APZ) is not identified in the text, nor is it shown on the corresponding maps. Whilst not yet formally designated, it will come into force during the lifetime of the scheme and the updated evidence base for the APZs is currently being drafted, which should again be noted.
- 12.2.3. Para 6.5.7 covers comments on the residual impact of the construction of the viaduct on Cultural Heritage. Bizarrely, it notes that the construction would have no long term residual effects, but in the same section notes that Dews Farm and archaeology on the route would be demolished or removed.
- 12.2.4. The gravel workings and the resultant landscape are all part of the heritage of the borough and were a consideration when the local conservation areas were designated. To say that they have not compromised the historic landscape setting of the area shows a lack of understanding of the history of the valley and a lack of appreciation of its unique character.
- 12.2.5. The impact of the viaduct on the setting of the Widewater Lock CA and on views from the open fields on the lower, north western slopes and open areas of the Harefield Village CA seem not to have been fully considered. The impact of the viaduct on Dews Farm, Harefield, a Locally Listed Building, is noted in the text at paragraph 6.5.8, but this is not shown on the corresponding maps.
- 12.2.6. The Council believes the value of the Colne Valley as a historical receptor has been undervalued. However, as no information is present, it is not possible to understand how it has been valued, or how all the heritage assets have been considered. A considerable amount of work needs to be undertaken to ensure this chapter is comprehensive.

13. Ecology

13.1. Overview

- 13.1.1. The Council is surprised that HS2 Ltd has managed to conclude that there are limited environmental effects without undertaking detailed survey works. This is even stranger given the line of route crosses the Colne Valley one of the most important areas of wildlife for London and Buckinghamshire.
- 13.1.2. In general, EIA requires information on impacts and receptors to be collected before concluding on the assessment. It is interesting to see that the authors of the ecology sections have managed to reach conclusions on the effects without undertaking assessments.
- 13.1.3. The Colne Valley in particular, is a highly valuable resource and the levels of impacts are being completely under valued. The dES represents a highly misleading and questionable assessment.
- 13.1.4. Ultimately, the predetermination of the conclusions without any proper assessments or surveys is a matter of significant concern. The fact that statements on the significance of effects have already been made raises doubts of lawful compliance with the EIA Regulations even if further information will be produced to try and justify conclusions already made.
- 13.1.5. Baseline
- 13.1.6. The Council cannot understand how the author is able to present the environmental baseline position without referring to the amount of survey work or its location, although it does state in Report 7:
- 7.3.4: Field surveys undertaken to date have been limited to locations where landowner permission has been obtained and to areas accessible to the public, largely in the Mid Colne Valley SSSI.*
- 13.1.7. This further undermines any conclusions reached and demonstrates the author's lack of understanding of EIA and ecology assessments.

Methodology

- 13.1.8. The lack of a suitable methodology also fails to comply with the EIA Regulations. The author is required to set out the methods for assessing significance. For example Table 6 of Report 7 advises readers that bats are considered to be up to “county/metropolitan” value. Bats are European protected species and therefore of international importance. It is unclear how the author has managed to demote bats to a county level particularly as no assessments have taken place. The same applies to great crested newts which have been classified as “district value”.

Approach to Assessment

- 13.1.9. EIA requires the significant effects to be assessed and the measures to reduce or remove those effects. The assessment must therefore assess the development pre and post mitigation proposals. The best form of mitigation is to avoid the impacts in the first place and particularly for ecology impacts where mitigation takes many years to establish and will never mitigate for the intervening years of harm.
- 13.1.10. The final ES must assess the scheme proposals, clearly setting out all the information and survey data, and then make an assessment based pre and post mitigation proposals. The period before mitigation establishes must be given sufficient weight. The dES misrepresents these intervening years, and focuses on the results once all mitigation has been established.

Lack of Information

- 13.1.11. The assessment also suffers from a lack of mapping showing the areas to be impacted. Describing broad areas in the text does not constitute an assessment. This makes it impossible for consultees to provide assistance or comments and undermines the point of a consultation.

EU Directive

- 13.1.12. The Council feels it necessary to remind the author of this chapter that the EU Directive, in particular article 16, still applies to HS2 Ltd and the proposed scheme. This requires consideration of European protected species prior to decision making.

Mitigation

13.1.13. The Council is surprised that mitigation is being proposed long before the assessments are undertaken to understand the impacts that need mitigating.

13.1.14. Consultees cannot therefore provide comments on the level of mitigation at this stage.

13.2. Specific Comments: Report 6 Ruislip to Ickenham

13.2.1. The second bullet point of 7.5.2 provides a description of the impacts on Ickenham Stream. There is insufficient information to justify the conclusions made. There is no information on the amount of open watercourse to be lost, nor how this will be done. There is no information on the interconnecting habitats. The section refers to habitat creation 'associated' with the Ickenham Stream diversion in the southern part of West Ruislip Golf Course. There are a number of problems with these statements:

1. There are no maps supporting the text which makes commenting impossible.
2. There are no details of the habitat creation. Losing 600m of open water channel will require significant mitigation. There is mention of creation of a "sinuous watercourse" but this is meaningless without detailed information. As no assessment has been provided as to the areas lost, it is not possible to comment as to whether the "sinuous watercourse" is acceptable mitigation, or even feasible.
3. The creation of the "sinuous watercourse" will only "partially" mitigate for the loss of breeding bird, reptiles and invertebrates. This is unacceptable.
4. There is no understanding of who would manage the mitigation areas, or how much of the golf course, already impacted, will be affected.

13.2.2. The third bullet point in 7.5.2 refers to information not provided. It suggests that the 'flood attenuation' mitigation will include wetland habitats. However, there are no details on what this actually consists of or where it will go. Given the author does not know what the impacts at Ruislip Golf course are, it is difficult to conclude that these will be offset by the flood attenuation which the author of the water resources chapters does not know about. In theory this sounds plausible, but EIA does not work on the basis of the theories of authors. It requires assessments of fact, none of which have been provided.

- 13.2.3. Paragraph 7.5.3 suggests that the Code of Construction Practice will include details on the translocation of protected species. Decision makers will require full information on the impacts on ecology before they can make their decision. This requires assessment of the protected species to be impacted, and where translocation would take place. All these details need to be in place before the decision makers can make their determination. Parliament is not outside of EU Law and the principles of the *Wooley v Cheshire* case will still be applicable.
- 13.2.4. Paragraph 7.5.4 suggests that tunnelled sections of the route will not impact on ecological features. This is not possible to conclude without full details of the impacts on the water environment, particularly groundwater which feeds many important ecological features.
- 13.2.5. Paragraph 7.5.5 includes conclusions which cannot be reached until assessments are made. It also uses ambiguous phrases such as 'a small number of trees', details of which are not provided. The Council agrees with the conclusions that the loss of woodland would be significant and the author should also be mindful of the conclusions from Report 7 even though the findings from the reports are presented in an inconsistent manner. For example some loss of trees and vegetation is given in hectares, whilst the impacts on sites are given as percentages (sometimes in the context of what is lost, other times what remains). Despite that it is clear to see that across Reports 6 and 7 there would be levels of loss that go to regional/national levels of concerns including 20% loss of woodland supporting the SSSI along with over 50 hectares of other lost vegetation (potentially as much as 100 hectares but the poor presentation makes it difficult to assess).
- 13.2.6. The impacts in Report 6 cannot be considered in isolation. The cumulative impacts on ecology alone make the decision not to tunnel through the Colne Valley purely a fiscal option. Compliance with the EIA regulations is therefore questionable.

13.3. Report 7

- 13.3.1. The contents of Report 6 were not sufficient to support the conclusions made, raising doubts about the ecological objectives of HS2 Ltd. However, Report 7 is of an even lower standard. Once again mitigation has been proposed before the effects are adequately known (Paragraph 7.5.2). Furthermore, no information on the mitigation is proposed, including the advanced planting mentioned in the third bullet point. This refers to the creation of new woodland as close as possible to the SSSI. It would have been much more helpful to provide the location of this on a map so consultees could offer comment as to

whether it is even practical. A map would also have allowed landowners of the site in question to have some sort of idea what is being imposed on them.

- 13.3.2. Paragraph 7.5.3 once again relies heavily on the role of the Code of Construction Practice. Decision makers will require full information on the impacts on ecology before they can make their decision. This requires assessment of the protected species to be impacted, and where translocation would take place. All these details need to be in place before the decision makers can make their determination. Parliament is not outside of EU Law and the principles of the *Wooley v Cheshire* case will still be applicable.
- 13.3.3. The conclusions in 7.5.4 need to be supported by adequate assessment of the migration patterns of the wintering birds referred to. To suggest that there are other lakes in the area therefore losing one would not result in any problems does not constitute an assessment. A full ecological impact assessment of the Colne Valley needs to be undertaken.
- 13.3.4. Again, 7.5.6 refers to new woodland planting but there are no maps. It also suggests that the huge loss of woodland (in excess of the 15 hectares created), including irreplaceable woodland would result in significant beneficial effects. There are a number of issues with this assertion:
1. There is no supporting evidence making it meaningless.
 2. There are no assessments of the existing woodland lost, so no information on the effects.
 3. There is no information on the receiving land, so who will manage and maintain this new woodland and does the landowner know what is being imposed on them.
 4. 15 hectares does not make up for the loss or function of the all areas impacted.
 5. It will take decades for the new planting to have any level of positive gain, and the loss in the intervening years has not even been considered.
- 13.3.5. The author of the report appears to be assessing a theoretical approach to a scheme in the hope that it works. There is no relationship between the conclusions reached and evidence presented. The author now has to attempt to match the assessment to the conclusions which is inappropriate and likely to result in an obviously misleading output.

- 13.3.6. Paragraph 7.5.9 suggests that approximately 20% of the Mid Colne Valley SSSI woodland and supporting wetland vegetation would be lost. It then concludes that the mitigation would provide greater habitat than that lost. This is an interesting conclusion to reach based on the presentation of no supporting evidence. The Council will wait to see the assessment as to whether it can support this highly unlikely conclusion.
- 13.3.7. Paragraph 7.5.14 suggests that there are no predicted significant effects on water quality. However, there is insufficient evidence available to support this claim, and importantly, Report 7 (water chapter) suggests that the gravels may need to be drained to construct the viaduct. Considerable levels of work need to be undertaken to support the conclusions reached.
- 13.3.8. Paragraph 7.5.21 states that 4 Daubenton's bat roosts will be removed. This is a rather random comment thrown into the 'assessment' without any evidence and after admitting bat surveys are required. The extent of woodland to be lost including 20% of the SSSI will have significant impacts far beyond 4 Daubenton's roosts. The Council expects to see much greater survey data to support the claims made.

13.4. Inter-relationship and Cumulative Effects

- 13.4.1. The ecology impacts are obviously heavily interlinked to other topics. For example, the water chapter in Report 7 suggests that some of the Colne Valley gravels will need to be drained. There are also impacts on groundwater that need to be considered. Noise impacts across the Colne Valley also need to be considered.
- 13.4.2. There is a lot of work to be done to the ecology chapters in themselves, but there is a lot of work required on other topics before the ecology chapters can be finalised.

14. Land Quality

14.1. Overview

- 14.1.1. The Council is concerned that there will not be sufficient investigative works prior to determination. The majority of the investigative works will be undertaken through the Code of Construction Practice as stated in Report 7:

8.5.2 The draft CoCP sets out the measures and standards of work that would be applied to the construction of the Proposed Scheme. Its requirements would involve detailed ground investigations in order to confirm the full extent of areas of contaminated land.

- 14.1.2. The Council believes that this approach is only suitable in areas where there is unlikely to be a significant environmental effect.

14.2. Specific Comments: Report 7 Colne Valley

- 14.2.1. There is an extensive area north of Dews Farm that is known to be heavily contaminated. This is in close proximity to existing water abstraction points but also near historic points that would benefit from being reopened.
- 14.2.2. HS2 Ltd's failure to set out the methodology, i.e. what receptors are nearby, how receptors are graded makes it difficult for the Council to put the likely effects on this area in the context of the dES.
- 14.2.3. However, the Council considers that the above ground works would have a high level of impact on a highly sensitive receptor. The sensitivity of the receptor relates to both the existing level of contamination and the location of potable water abstraction points that serve large parts of the Colne Valley area. The effects are therefore of more than local importance and could significantly impact a highly important water resource for the region.
- 14.2.4. As a consequence, there is likely to be a significant environmental effect that cannot be investigated after determination through the COCP. There would be failure to comply with the EIA regulations if a decision were taken without an understanding of the effects in this area.

15. Landscape

15.1. Overview

- 15.1.1. The Council received a desk top survey of visual receptors in 2012. The Council undertook a site visit with HS2 Ltd officers in late 2012. No further discussions or information was received until the dES consultation. This is disappointing given the level of information presented is far from sufficient for readers to understand the landscape impacts of the scheme.
- 15.1.2. Furthermore, new information has subsequently been submitted, regarding the movement of the route, the construction compounds and ancillary equipment such as feeder stations.
- 15.1.3. This has effectively rendered the 2012 discussions outdated, and the Council advises that a new approach to the landscape assessment is agreed given the changes. This will require new viewpoints being established.
- 15.1.4. There is little else for the Council to comment on given the paucity of information available.

Inadequate Photomontages

- 15.1.5. The photomontages shown are misleading and clearly demonstrate author bias, e.g. the light grey viaduct on a light grey lake, with a light grey sky demonstrates an attempt to understate the prominence of the viaduct. This is simply inappropriate. However, the Council is aware the impact assessment is being developed further and it needs to be in accordance with the new guidance on landscape impact assessments. This would result in a suitable assessment that can be used in a meaningful manner.
- 15.1.6. The Council agrees that the impacts on the Colne Valley are significant. The level of mitigation proposed will therefore need to be clearly set out in the final ES. This includes a lot of planting to act as 'buffers' and screening. A timetable for planting would need to be included to ensure that mitigation is properly considered i.e. advance planting should be undertaken wherever possible at the outset of the work so it is in place and part established on opening.

Quality of the Viaduct Design

- 15.1.7. In addition, the Council is aware that the design of the viaduct is still being developed. The Council maintains that the level of significant environmental effects in the areas covered by Reports 6 and 7 are of such a harmful magnitude that they far outweigh the costs involved with tunnelling. However, if HS2 Ltd is to pursue a viaduct then the Council would expect as a minimum, a commitment to an iconic design ideally through a design competition. This would need to be reflected in the landscape assessment.

Landscape Character Assessment

- 15.1.8. There is no reference to Hillingdon's Landscape Character Assessment which is an error and results in an inappropriate assessment. This is an adopted document and should provide an objective baseline on which to base the assessment. The authors cannot use their own interpretation of Report 6 and 7 areas. EIA requires consideration of other plans and programmes of which the adopted landscape character assessment is one.

Mitigation

- 15.1.9. There should be a much greater commitment to high finishes on ancillary infrastructure such as feeder stations and rail related buildings. The report refers to possible green walls and roofs, but these should be deemed necessary and not an option, particularly in the rural locations of the Borough.

Construction

- 15.1.10. As stated above, the original viewpoints were taken before changes to the route were known (as set out in the route refinement consultation) or details provided on the construction compounds.
- 15.1.11. The Council does not agree with HS2 Ltd's assertion that a 7 year siting of construction compounds is just a 'temporary' impact and therefore of minimal significance. This is an unusually long, intensive and extensive construction operation that will have significant effects for a large period of time. To under value the level of effects as 'temporary' is inappropriate.
- 15.1.12. The Council considers that the construction compounds will have a highly negative impact for a period of at least 7 years on a highly sensitive receptor. The impacts are of more than local importance and require assessment in the ES. In particular, HS2 Ltd need to develop a mitigation approach to the construction compounds to minimise the impacts.

16. Socio Economic

16.1. Overview

- 16.1.1. The Council does not consider the information contained in the socio-economic chapter to be at all helpful.
- 16.1.2. There is no information on what was surveyed and when; or how the figure of jobs lost (230 in Report 6 and 5 in Report 7) has been calculated.
- 16.1.3. The Council is also concerned about the presentation of construction jobs in 'person years' when describing jobs created, and the actual number of jobs when presenting the number lost. This does not allow for a meaningful comparative assessment.
- 16.1.4. This chapter also suffers from the lack of inter-relationship assessments, for example, it does not consider what the impacts on jobs of increased congestion or severance of roads would have on the area. It also does not consider the blight, perceived or otherwise, on the character and operation of the areas, particularly Ruislip.
- 16.1.5. The Council could have provided more meaningful comments at this stage had HS2 Ltd presented information on the methodology and provided the baseline information particularly regarding the 235 (both reports 6 and 7) jobs lost.
- 16.1.6. The Council is concerned that Report 7 only acknowledges the loss of 5 jobs which clearly does not include the Hillingdon Outdoor Activity Centre.
- 16.1.7. It is not appropriate to ask for comments on such a poorly informed topic. The Council will await the final ES before commenting fully.

17. Sound and Vibration

17.1. Overview

- 17.1.1. Once again there is a lack of data on the impacts and receptors. An appropriate assessment is therefore not possible to be presented. Withholding baseline information and parts of the assessment is also inappropriate. These are set out in more detail below.
- 17.1.2. Noise impacts are perceived to be significantly harmful for high speed trains. To be compliant with the EIA regulations, HS2 Ltd need to be honest and open about the level of noise from the scheme. The dES does not provide a good start. It includes assessments using biased and misleading calculations, and does not include information where this would normally be provided.
- 17.1.3. Decision makers should be given a full and comprehensive assessment on which to base a judgement. Misleading assessments would not comply with the EIA Regulations.

Assumptions

- 17.1.4. A number of assumptions have been made about the technology to be employed in particular the rolling stock. Report 1 states:

5.12.21: It has been assumed that HS2 trains will be specified to be quieter than the relevant current European Union requirements and this will include reduction of aerodynamic noise from the pantograph that would occur above 300kph(186mph) with current pantograph designs, drawing on proven technology in use in East Asia. It is also assumed that the track will be specified to reduce noise, as will the maintenance regime.
- 17.1.5. It is important for the final ES to set out the specifics of the technology being used in the assessment. This should include what level of noise characteristics are expected from the rolling stock. These assumptions should then be used as the specifications for future tendering or commissioning of work. The final ES should therefore set the specifications and not assume that these will be set elsewhere. The final ES needs to provide the clear project description. The specifications outlined above, along with all those used in assessments need to be adequately described in the final ES. These should then inform the construction and operation stages.

Withholding Information

- 17.1.6. The Council is concerned that the dES refers to assessments which have not been included. In particular Report 1 includes:

5.12.5: The lowest daytime sound level contour shown on the maps is 50dB. For HS2's envisaged operation this is equivalent to a night-time sound level of 40db. In general below these levels adverse effects are not expected. In assessing the risk of sleep disturbance, the maximum noise level for each train pass by has also been calculated and considered in this initial assessment.

- 17.1.7. The Council cannot understand why the information referred to (underlined) has not been disclosed. HS2 Ltd was well aware that there are considerable concerns about noise and therefore to present only averages which distorts the true impacts and withhold maximum levels is highly frustrating. It does nothing to support HS2 Ltd's assertions that noise impacts will be minimal.

Construction

- 17.1.8. Noise impacts from construction vehicles are being left to the Code of Construction Practice to be assessed. As set out previously, this is not satisfactory. The amount of lorries moving through Ruislip in particular will generate significant amounts of noise; although it should be noted this is based on a precautionary approach due to limited amount of information on transport movements. However, 7 years of construction vehicles followed by the operational impacts will have a significant effect in certain areas. These effects need to be assessed in the ES and not left until after the decision in the COCP.

Environmental baseline

- 17.1.9. Detailed results of baseline surveys have not been included in the dES. Assessments cannot be completed without disclosure of the baseline noise levels. These should have been included in the dES and must be fully disclosed within the final ES. These should be set out as noise contour maps so a comparison can be made with the contour maps for the operational noise.
- 17.1.10. It is noted that the methodology only considers absolute noise levels and not changes. The Council considers that significance can also result from noticeable changes in noise levels even if absolute levels do not reach 'significant'. This is particularly important in the Colne Valley (Report 7) where baseline noise levels are unlikely to be very high.

Methodology

17.1.11. It is extremely important for the final ES to include noise maps that show the baseline noise levels, the noise impacts from HS2 and the baseline overlain with the HS2 impacts. Two versions of each of these maps should be provided, one for the average noise levels, and one for the maximum noise levels.

17.1.12. The Council cannot understand why HS2 Ltd is insisting on assessing night time noise levels at 55dB in contrast to EU guidance. Report 6 states:

11.6.4: Residential receptors within the daytime 65dB contour, and therefore the night-time 55dB contour, have been identified as being likely to experience a significant adverse effect from HS2 noise alone. This is in line with the daytime threshold for in the Noise Insulation Regulations and the interim target defined in the World Health Organization's Night Noise Guidelines

17.1.13. The World Health Organisation guidelines state:

Considering the scientific evidence on the thresholds of night noise exposure indicated by $L_{night,outside}$ as defined in the Environmental Noise Directive (2002/49/EC), an $L_{night,outside}$ of 40 dB should be the target of the night noise guideline (NNG) to protect the public, including the most vulnerable groups such as children, the chronically ill and the elderly. $L_{night,outside}$ value of 55 dB is recommended as an interim target for the countries where the NNG cannot be achieved in the short term for various reasons, and where policy-makers choose to adopt a stepwise approach.

17.1.14. There is no logical reason for using the interim measurement for HS2. The Council maintains that the 40dB level should be the assessment point for the impacts of night time noise for HS2.

17.1.15. The Noise Insulation (Railways and Other Guided Transport systems) Regulations state the daytime period is taken to mean 06:00 to 24:00 but HS2 Ltd use the daytime period as 07:00 to 23:00 hours.

Mitigation

17.1.16. Details on the triggers for mitigation have still not been provided. The dES concludes that areas within the Borough will suffer from significant effects although how these will be reduced is unknown. The final ES must clearly state what triggers mitigation. This should not be left to the Code of Construction Practice. Decision makers need to be made fully aware of all the significant effects and the measures to reduce them.

What is assessed?

17.1.17. It is not clear from the assessment what is being considered. The project could result in 18 trains per hour operating at 250mph. The final ES must make it clear that it is assessing the maximum noise levels and the average levels must make allowance for a number of higher end noise impacts, for example, two trains passing at 250mph out of a tunnel.

17.1.18. If the final ES does not clearly state what is being assessed then it will not be compliant with the EIA Regulations.

17.2. Specific Comments Report 7: Colne Valley

17.2.1. The Council is surprised to see that the noise contours for the Colne Valley where the network runs 15m high on a viaduct in a river valley are the same as the surface route where the trains emerge from a cutting.

17.2.2. The Council will await the final evidence to support this but must point out that a pre and post mitigation assessment needs to be carried out.

18. Traffic and Transport

18.1. Overview

- 18.1.1. The Council has serious concerns about the level of information presented, and lack of assessment relative to the affected areas.
- 18.1.2. The main traffic impacts will be caused by the 7 year construction period to manage tunnel spoil, build a viaduct, excavate a ventilation shaft and support construction compounds. The area selected for this intensive and extensive operation is a highly constrained urban area in Ruislip and Ickenham, as well as the main north-south transport routes in the Borough.
- 18.1.3. The map books include routes of the construction traffic, but importantly, these only show a small part of the journeys. The lines representing the traffic routes simply stop at the edge of each map, and many areas are not mapped, which means there is a vacuum of information. No strategic network has been presented. Again, the Council finds it surprising that HS2 Ltd is withholding such important information relating to a highly contentious subject. The Council has had to interpret the limited data available, and generate the likely strategic transport network. This is attached at Appendix A.

Baseline

- 18.1.4. No baseline information has been provided, and there is a small amount of detailed information on the existing use of the roads. The Council is also concerned about when the surveys were taken. Report 6, 12.4.1 states:
A combination of desktop research and observational traffic and transport surveys have been undertaken in order to understand the 2012 baseline transport situation within the vicinity of the construction site compounds in the South Ruislip to Ickenham area.
- 18.1.5. At the end of 2012 the Council was consulted on a safeguarding consultation that showed the construction compounds in a completely different location to those in the dES. It is therefore necessary to fully detail where the survey work was undertaken in relation to the construction route maps. It is likely that some of the roads considered for the old construction compound locations would not be relevant to the new locations.

- 18.1.6. In general, the baseline traffic situations have not been adequately presented for all the roads to be impacted. Furthermore, there is no detail on the assumptions used for forecasting traffic.
- 18.1.7. Chapter 12 of Report 6 provides some detail on the traffic and transport impacts envisaged by HS2 Ltd. This detail is inevitably limited and paragraph 12.3.2 acknowledges:
- ...it should be noted that the transport and passenger modelling of HS2 is continuing to be developed and therefore the assessment will be updated for the formal ES.*
- 18.1.8. The lack of information makes it difficult to fully appraise the dES. Furthermore, there is a lack of information on the concurrent movement of traffic serving different parts of the construction. The Council cannot ascertain the cumulative level of traffic impacts. The information on diversions is also minimal. Road closures can have minimal impacts if they last only a weekend, but they will have significant effects if they last through the week, or even years.
- 18.1.9. Finally, it is unlikely that the baseline position takes into account significant development proposals in the area that will fundamentally alter the traffic regime.
- 18.1.10. Such an inadequate amount of information does not allow the Council to provide meaningful comment on the baseline position. The Council will have to wait for the final ES before understanding the baseline position. This is a worry, because if this is wrong, the whole assessment is wrong.

Inter-relationship of Effects

- 18.1.11. The lack of baseline, and therefore the inadequacies of the assessment mean that it is not possible to fully understand other environmental impacts, particularly related to air quality and noise. All these assessments are predicated on the baseline position being accurate. The Council considers HS2 Ltd has missed a significant opportunity to present meaningful data on which consultees can provide insightful comments.

18.2. Inappropriate Level of Impacts

- 18.2.1. The information provided demonstrates that Ruislip and Ickenham will be subjected to a 7 year long construction operation. The Council has significant concerns about the cumulative environmental effects of this construction work,

but with regards to transportation the Council does not believe that it is even physically possible for the following reasons:

1. The construction traffic is routed around Ruislip and includes a busy high street with on street parking. Busses already have difficulty navigating this route. HS2 Ltd has targeted this route for hundreds of HGV movements a day.
2. The attached map at Appendix A shows areas of significant congestion, on and off peak. Some of these roads will see hundreds of additional movements per day.
3. Some of the roads highlighted as being used for HGVs simply cannot accommodate them due to on street parking restrictions, or mini roundabouts with numerous access and egress points.
4. The majority of traffic will eventually use the A40 to link up with more major transport networks such as motorways. This road is heavily used with the connecting local network at capacity at points.
5. The area targeted for additional traffic movement contains air quality levels that exceed minimum EU standards.

18.2.2. The information provided in the Draft Environmental Statement shows that the scale of the impacts on Hillingdon are worsened because the tunnel portal at West Ruislip and the start of the Colne Valley viaduct are just 2,210 metres apart. This means that there is a vast construction site between Harvil Road and the proposed cutting for HS2 through New Years Green Covert, and a further large construction site at the tunnel portal near West Ruislip Station. We believe that if the 3,840m long proposed viaduct were replaced by a 5,780m tunnel under the Colne Valley, then the immense misery from the construction and operation which Hillingdon's residents and businesses will experience could be avoided. The information provided in the Draft Environmental Statement shows that the transport impacts on Hillingdon include the following:

- 'A' Roads will come to halt as up to 3300 lorries per day use the local road network to move spoil, workers and construction material.
- These lorry movements and those likely to come from Old Oak Common will use the A40 as the primary route out of London to the motorway networks; despite the fact the A40 is currently exceeding minimum air quality limits on much of its route.

- The attached map (Appendix A) shows the construction traffic will impact on existing significant hotspots of congestion. Some of the routes involve mini roundabouts serving multiple links. It is already difficult for cars to navigate these without significant numbers of large lorries increasing the problems.
- A key access point to the site of the West Ruislip tunnel portal is indicated as being via Hill Lane, a narrow road with very poor visibility splays at its junction with Ickenham Road and also the only access to and from Ruislip Golf Centre, a restaurant, residential side roads and a pedestrian/ cycle route leading to the residential areas of West Ruislip. If, as is suggested, up to 800 lorry movements a day are to use this short road and junction, the Council consider that adequate road safety measures including the possibility of traffic controls would be needed, which would in turn add to the high existing levels of traffic congestion in Ickenham Road.
- There is reference to the possible need to use an alternative construction traffic route via Ickenham Road, High Street Ruislip, Bury Street, Ladygate Lane and Breakspear Road. This is for situations where access under the existing road bridge in Breakspear Road South (carrying the Chiltern Line) is impassable by the vehicles in question. This route would have a severe impact on local roads including a high street and residential roads and a school (Whiteheath School in Ladygate Lane) which is already a daily source of traffic congestion.
- There are many 'A' roads and local roads that are currently heavily used to the extent where busses already have problems. It is very likely that buses will experience considerable disruption to their timetables for several years. The movement of large heavy goods vehicles, for example along Ruislip High Street, is simply untenable because there is simply not enough room for large vehicles to pass one another.
- It is likely that the fire service and other emergency vehicles may experience difficulties as a result of increased traffic on already congested roads and the problems of roads not being wide enough to cope with two large vehicles needing to pass one another.
- The diversion and use of major north – south networks will hamper anyone living in the north of the borough and trying to reach the south. This is worsened by the need to temporarily close two major roads, Harvil Road, and Breakspear Road South.
- Heavy and prolonged use of the borough's north-south roads (such as Harvil Road, Ickenham Road, Breakspear Road South and West End Road) by construction traffic is likely to impinge on people's ability to get to and from work, which will have an impact on businesses and the economy.
- The bus map (see Appendix B) for the whole of the Hillingdon illustrates the poor existing connectivity between the north and south areas of the

Borough. Comparison with the construction routes plan (which includes the relevant bus routes shaded in green) makes it clear that a number of key bus routes will be severely impacted for a period of up to seven years.

- This may need TfL to consider curtailing, diverting or splitting these bus routes into two halves and at the very least will severely detract from service capacity and delivery. Key routes affected include the U9 (one of the very few public transport links of any kind that serves the village of Harefield), the U1 and U10 (both important routes linking Ruislip and Uxbridge, the latter also serving Ickenham).
- Also affected are the special schools - only 697 and 698 services, which connect students in the south of the Borough with faith schools in the north.
- The severe disruption due to the adverse transport impacts during the 7 year construction period will have severe implications for the local and regional economy, including loss of jobs as people find that they cannot satisfactorily access their workplace.

18.3. Specific Comments: Report 6 Ruislip to Ickenham

- 18.3.1. South Ruislip Vent Shaft: access to this is shown running from Victoria Road, near the site of the proposed re-development of the former Express Dairy site. Some detail on construction proposals is given on page 86 of the Community Forum Area Report for South Ruislip to Ickenham. It is not clear whether this involves temporary or permanent impact on the immediate area, although the vent shaft itself sits over the proposed tunnel alignment, possibly on Chiltern Railways land on the opposite side to Trenchard Avenue.
- 18.3.2. Bridgwater Road: the tunnel passes under Bridgwater Road at a depth of around 25 metres below ground level. It is likely that this road will suffer significantly from detours due to road works, closures and diversions on the other roads in the area.
- 18.3.3. West End Road: at the point where the tunnels cross the line of West End Road, on roughly the same alignment as the existing LUL Central Line and Chiltern Rail lines, the long section provided in the DES shows the tunnel inverts (lowest point) to be some 29 metres below ground level. There is therefore no direct impact on the road network of the tunnels themselves. However, it is likely that here as elsewhere, work will need to be undertaken to divert, strengthen or otherwise modify some of the adjacent mains (in particular high voltage power supplies and water mains) and depending on the work involved (not clear at this stage) and the short to medium term impact on traffic on West End Road is likely to be severe.

- 18.3.4. West Ruislip Tunnel Portal and Ickenham Road: the tunnels emerge from the previous section at West Ruislip, across the road from West Ruislip LUL and Chiltern Line station, in Ickenham Road. This involves the construction of a massive tunnel 'headhouse' which will have a serious impact on Ruislip Golf Course.
- 18.3.5. The construction traffic trip generation table on page 85 of the Community Forum Area Report for South Ruislip to Ickenham indicates that this site will involve 'in excess of 800 trips per day by Light and Heavy Goods Vehicles' over a seven year period.
- 18.3.6. It is not clear how construction under Ickenham Road will be handled. The proposed HS2 alignment runs slightly north of the Chiltern Line at this point. Ickenham Road already crosses the Chiltern Line on a substantial road bridge and this may prove advantageous in terms of the tunnel construction, but this is not clear at this stage.
- 18.3.7. The DES plans show a local construction access route via the short section of Hill Lane which presently serves as the road access to the Golf Club as well as the residential Harwell Close. It is likely that residents as well as patrons of the Golf Club will suffer considerable impact from this construction traffic, for an as yet unknown duration.
- 18.3.8. A construction phase plan within the 'Map Books' document indicates a construction route running north along Ickenham Road through the White Bear Roundabout towards Ruislip High Street, but there is no indication of the route on the plans provided northwards thereafter. The traffic impact of construction traffic on the already busy White Bear Roundabout and the junction of High Street and Ickenham Road will be severe.
- 18.3.9. Buried within the documentation is a reference to the possible need to use an alternative construction traffic route via Ickenham Road, High Street Ruislip, Bury Street, Ladygate Lane and Breakspear Road. This is for situations where access under the existing road bridge in Breakspear Road South (carrying the Chiltern Line) is impassable by the vehicles in question. This route would have a severe impact on local roads including a high street and residential roads and a school (Whiteheath School in Ladygate Lane) which is already a daily source of traffic congestion.
- 18.3.10. In a similar manner, the construction phase plan shows the route southwards heading past Heacham Drive in the general direction of the Ickenham Road/ Swakeleys Road junction, another section which already reaches saturation at peak times, but again the detail on the plans stops at their edge. However it is

possible to surmise the likely extended route despite the lack of detail from HS2 Ltd and the impact on, for example, the retail area in Ickenham Village (in Swakeley Road) is likely to be severe.

- 18.3.11. Ickenham Road carries the U1 and U10 bus routes and these will clearly suffer if the road is closed for any extended period of time.

18.4. Specific Comment: Report 7 Colne Valley

- 18.4.1. Breakspear Road South: this road is one of only three viable north-south traffic routes for much of the local neighbourhood (the others are Ickenham Road and Harvil Road). The proposed HS2 route runs to the north of the existing Chiltern Line and will, like the latter, cross Breakspear Road South via an overbridge.
- 18.4.2. The Construction Phase plan indicates that there will be both a 'temporary' and a 'permanent' bridge at this point.
- 18.4.3. Construction of this could be undertaken either as an entirely in-situ process or could rely on some pre-fabrication. The former would involve longer time and in particular severely impacting road closure; the latter would either involve local fabrication (and a compound on which to do this) or transport to site in sections by road.
- 18.4.4. The DES plans show a significant amount of excavation and construction work in the section to the east of Breakspear Road South, including accommodation of the point where the new line crosses the River Pinn as well as a major canal feeder diversion. Transport to and from this area by any other means (in particular rail) could be impracticable, not least because the Chiltern Line is several metres above ground at Breakspear Road South.
- 18.4.5. The new alignment will lead to the need to construct a new private access road just north of the HS2 crossing point and pairs of 'emergency access points' and 'maintenance access points' on the western side of Breakspear Road South.
- 18.4.6. Harvil Road: the most significant direct highways impacts would appear to be at Harvil Road, which is the sole practical traffic route between Harefield and Ickenham. Harvil Road carries the U9 bus route, a critical link to Ickenham and Uxbridge for the residents of Harefield whose only alternative is the 331 via Moorhall Road and Denham.
- 18.4.7. The proposals call for the construction of new section of Harvil Road, running from a point south of its present junction with Skip Lane to a point where Harvil

Road currently crosses a stream via a short section of overbridge ('Harvil Road Newyears Green Bourne Bridge').

- 18.4.8. It is likely that some of this major construction work could be undertaken while the existing section of Harvil Road between these points (including the narrow, awkwardly skewed road bridge over the Marylebone to Aylesbury branch of the Chiltern Line) remains open to through traffic.
- 18.4.9. However even during this period it is likely that there may be extensive and long duration earth movements by road arising from the major open-cut excavation for the section of HS2 which slices through the area to the south of New Years Green Covert.
- 18.4.10. This open cut section is described on the plans as being required for 'Heathrow Link passive provision' which appears to mean that this method of construction and open cut has been pre-determined solely to protect the proposals for a possible future Heathrow spur, irrespective of counter arguments in favour of tunnelling through this area.
- 18.4.11. The Construction Phase plans in the Map Book indicate the creation of a major 'Harvil Road Construction site' which appears to take the form of a substantial, roughly triangular area forming a construction compound, where it is likely that construction materials and site arisings will be stored. Road traffic is shown on a related plan running both north and south from the junction of Harvil Road with Swakeleys Road but as with Ickenham Road, the construction route details run over the edge of the plans provided.
- 18.4.12. To the west of the new section of Harvil Road a large compound is indicated with an 'ATFS' in the centre, which refers to an 'Auto Transformer Feeder Station' which is associated with power supplies for the line.
- 18.4.13. Any disruption to Harvil Road is likely to have a major traffic impact on other local roads, as drivers try to find alternative routes. New Years Green Lane is already used as a commuter rat-run between Breakspear Road South and Harvil Road, with traffic using it to travel between West Ruislip (and from areas to the east) to Ickenham, Denham and Harefield and this is likely to increase significantly.
- 18.4.14. To the west of Harvil Road, the proposed HS2 line runs westward towards South Buckinghamshire with a major viaduct over the current site of the Hillingdon Outdoor Activity Centre (HOAC). At this section, the DES plans change from the so-called 'London Metropolitan' section to the 'Country South' area.

18.4.15. It is unclear at this stage what the split will be between access from the Harvil Road side and the Denham/ Maple Cross side, although the indication of 'temporary exit slip roads from M25 for construction' suggests the latter. The proposed HS2 route enters a tunnelled section just to the east of the M25 and westwards from this point runs beneath the Chiltern hills.

18.5. Conclusions

18.5.1. Even from the limited information available in the draft Environmental Statement documentation it is apparent that the consequence of not tunnelling under the Colne Valley will cause considerable hardship in the short term and long lasting damage (as set out above in our response to the HS2 Design Refinement Consultation), which could be avoided if the proposed 3,840 m long viaduct were to be replaced by 5,780m of additional tunnelling. Otherwise in Hillingdon, we have the tunnel portal just 2,210m away from the viaduct and the area in between will become a massive construction site within a densely populated area with no easy access to the A40 or motorway network. We therefore request that HS2 Ltd now take the opportunity to extend the tunnel from London through to the western side of the Colne Valley.

19. Water Resources

19.1. Overview

- 19.1.1. There are a number of conclusions reached in the dES that are not supported by any evidence. EIA is required to assess all likely significant environmental effects. The diversion of rivers and watercourses, and the tunnelling through aquifers are all considered to be likely significant effects and need full assessment in the EIA.
- 19.1.2. The proposed diversions of the Ickenham Stream and River Colne will also impact on the hydrology of these areas and potentially increase flood risk. These have not yet been investigated to understand the full impacts and feasible mitigation and therefore which is the best environmental option. To omit these assessments, or leave them to the Code of Construction Practice would be in breach of the EIA Regulations.

Conclusions before Assessments

- 19.1.3. No acknowledgement of the potential impact of diversions on flood risk have been recognised within the dES. It is simply stated the channels will be maintained on a like for like basis and therefore no impact is likely. A Flood Risk Assessment must be undertaken in order to ensure the all the risks and implications have been properly considered and assessed. The temporary works will be in situ for a considerable period of time and would also have a considerable impact and should be located outside the floodplain wherever possible. This is not currently the case.

Lead Local Flood Authority

- 19.1.4. It is surprising that Reports 6 and 7 refer to surface water flooding but make no reference to Lead Local Flood Authorities in establishing the baseline or developing the assessment. Surface water management is now in the remit of Lead Local Flood Authorities, of which the Council is one. Discussing surface water management with the Environment Agency does not fulfil objectives of the Flood and Water Management Act and is likely to result in conflicting advice, since it is the Council has the local expertise and knowledge.
- 19.1.5. Consent for works on ordinary watercourses is required from the LLFA. Consent could be withheld if it is consider impacts have not been properly assessed or will lead to significant likelihood of flooding.

Baseline and Assessment

- 19.1.6. The dES has been based on information on 'the flood map for surface water' obtained from the Environment Agency. However later on it refers to the use of the surface water management plan (SWMP) produced by the Council as base line information. Clarity should be provided on the use of the best available information.
- 19.1.7. The Council has undertaken a SWMP which is also referred to within the dES. This shows that the proposed route runs through a number of Critical Drainage areas and areas at risk of local flooding. The works are therefore likely to exacerbate the risk of flooding to people and property. A more detailed site specific Surface Water Monitoring and Management plan must be undertaken in order to ensure all the risks have been properly considered and assessed to inform the proposal options. For example the proposed option of lowering Breakspear Road, which already has extensive flooding problems, would exacerbate local flood risk identified in the SWMP. This cannot be left to the COCP.

Policy Requirement

- 19.1.8. The water chapters fail to acknowledge the London Plan's policies on the Blue Ribbon Network. The proposals cross a number of watercourses within the area and these proposals do not comply with the enhancement of these watercourses as required the Blue Ribbon Policy. This includes for example the narrow 8m span bridge crossing for HS2 across the River Pinn, which would detrimentally affect the Blue Ribbon Corridor in this area. The policy should be acknowledged and the proposals reflect their aims.

Increasing Flood Risk

- 19.1.9. The preferred option is to divert the Ickenham stream (Canal Feeder) to the River Pinn rather than continue the current line of the stream. This would compound a flood risk situation by diverting flows back into the River Pinn rather than removing them to a different catchment. This would prevent the use of this stream as a flood relief channel to deal with flood flows from the Mad Bess Brook. The overall impacts of this are assessed to be minor without a full assessment of the flood risk implications, or the implications on the downstream stretch of the canal feeder and removing the flow feeding it. The Council considers this to be a significant environmental effect which needs proper assessment in the final ES.

19.1.10. Between Harvil Road and Dews Lane there is reference to a small ditch within the temporary land take area. No assessment of its catchment area or even reference to how this will be dealt with is included within the report.

19.1.11. New Years Green Bourne is proposed to have a new bridge over it in the form of a new Harvil road realignment. This river causes a number of flooding problems upstream on New Years Green Lane, with constant water fed from groundwater in the surrounding hills feeding the New Years Green Bourne. There are potential benefits to a clear span crossing but also implications to downstream receptors which it is acknowledged needs to be investigated further to confirm implications. This needs to be considered as part of the final ES and not left to the COCP.

19.1.12. The proposed diversion of the River Colne due to the viaduct location is given limited assessment. The change in the water management regime in the area could result in changes in the extent of floodplain which could in turn have harmful impacts on flood risk management. The river also forms the county boundary at this location, which would result in more complex management arrangements for the area.

19.1.13. Paragraph 13.4.10 states:

The National Grid Feeder Station is part of the Proposed Scheme and would be partly located within Flood Zone 2 and Flood Zone 3 of the Newyears Green Bourne catchment. At this location flood flow velocities are expected to be low or stagnant since this is an area of ponding.

19.1.14. The Council has serious concerns about placing a feeder station in the floodplain. There have been countless 'lessons learned' documents (starting with the Pitt Report) from recent flood events that advise against this. Given the vast array of land not at risk of flooding in the area, and to the west of the Colne Valley, there seems little obvious reason why it has to be placed in an area at risk of flooding.

Reliance on the COCP

19.1.15. Once again, the COCP is being relied upon to provide assessments and ensure the proposals will not have adverse effects. The proposals have the potential to increase the risk of flooding to people and property and should not be left until after the decision to be assessed. This is in breach of the EIA regulations.

Drainage at Breakspear Road South

- 19.1.16. It is unclear how drainage of HS2 will be dealt with yet the implications are significant. The Council has closed the Breakspear Road South on a number of occasions due to the safety implications from the flooding of the road from surrounding ordinary watercourses and surface water. The proposals to lower the road in this area needs serious consideration. This would increase the flooding frequency of an important north-south connection and therefore a significant effect that needs assessing.

Agenda Item 6

RESIDENTS' AND ENVIRONMENTAL SERVICES POLICY OVERVIEW COMMITTEE: REVIEW OF LOCAL PEST CONTROL SERVICES AND THE IMPACT OF WASTE MANAGEMENT PROCESSES ON THEM

Cabinet Members	Councillor Jonathan Bianco Councillor Philip Corthorne Councillor Keith Burrows
Cabinet Portfolios	Finance, Property and Business Services Social Services, Health & Housing Planning, Transportation and Recycling
Officer Contact	Charles Francis, Administration Directorate
Papers with report	Residents' and Environmental Services Policy Overview Committee review of Local Pest Control Services and the Impact of Waste Processes on them.

HEADLINE INFORMATION

Purpose of report	To receive the Residents' and Environmental Services Policy Overview Committee's review of Local Pest Control Services and the Impact of Waste Management Processes on These
Contribution to our plans and strategies	Putting our residents first.
Financial Cost	To be contained within budget.
Relevant Policy Overview Committee	Residents' and Environmental Services 2012/2013
Ward(s) affected	All

RECOMMENDATIONS

That Cabinet:

Domestic Housing

1. ask officers to request the support of the Hillingdon Registered Social Landlords Forum to encourage a provision for:
 - a) more uniform tenancy conditions to prevent pest infestation; and
 - b) improved communications to support, educate, advise and guide their residents about handling waste through 'Welcome packs' or other introductory material.

2. notes the roles of private landlords, social landlords and the Council (as a landlord) in terms of how pest infestations are dealt with effectively in tenanted properties; and work with these groups to ensure that all tenants are aware of best practice.
3. asks officers to encourage social responsibility of individual tenants and homeowners, whether in social or private sector housing, to properly manage their domestic waste to minimise pest problems through:
 - a) educational materials and leaflets;
 - b) the wider use of signage to re-enforce the necessity of effective pest control and waste management;
 - c) articles in Hillingdon People twice a year to remind residents about effective ways of managing waste; and
 - d) education through schools.
4. in the case of persistent offenders and individuals or groups who have been reminded of their responsibilities, endorses the Council's enforcement methods to ensure that domestic waste is managed properly.
5. instructs officers to send the report to the National Landlords Association and other relevant bodies, representing private sector landlords for information and to promote voluntary agreement among their members.

Pest Control Services

6. notes the Committee's endorsement of a new, more equitable approach to providing Pest Control Services following the BID review and the current concessions policy, which includes a free pest control service for all over 65's, disabled and those on benefits.
7. asks officers to ensure residents and landlords are aware of the services available from the Council to tackle pest problems, including an indication of costs. Cabinet also asks officers to encourage Registered Social Landlords to provide advice on the use of these services.

Waste Services & Enforcement

8. supports the education and encouragement of businesses to take full responsibility for the cleanliness of the land they occupy, as well as to comply fully with the "Duty of Care for Waste Management".
9. supports the continuation of enforcement and alley gating be considered in areas where there is a high level of illegal dumping of waste. These methods are positive solutions to areas of the Borough with high pest infestation and the benefits of alley gating to businesses have been positive in certain areas of the Borough.

Resident Engagement

10. instructs officers to ensure that, when leaflets and waste campaigns are refreshed, they promote a universal message.

Reasons for recommendations

The main objective of this review was to understand the Council's role and responsibilities for pest control services and explore the relationship between this service and waste management. The review also sought to provide a sound understanding of the different types of pests, the likely health implications posed by these to humans and the wider implications if they were to go unchecked.

In terms of waste management, the review also examined how food waste generated by residents and businesses was managed prior to, during and after the collection process to establish where improvements might be made.

Alternative options considered / risk management

The Cabinet could decide to reject some or all of the Committee's recommendations and add more of its own.

Supporting Information

1. The Terms of Reference of the review were as follows:
 - To understand the Council's roles and responsibilities in this area;
 - To examine the current and planned service provision for pest control (domestic and commercial) and its relationship to waste management and anti-social behaviour;
 - To understand the different types of pests, populations and likely infestation trends, including how this may impact public health and social stigma;
 - To examine the problems pests cause to individuals, local neighbourhoods, commercial businesses and the wider environment;
 - To review the effect of temperature, climate, urban development and underground infrastructure (and any other factors) on pest populations;
 - To explore how waste management processes and practices in Hillingdon (by residents, businesses, contractors and the Council) can help to mitigate any pest infestations;
 - To explore how food waste generated by residents and businesses is managed prior to, during and after the collection process;
 - To review any existing policies in this area and best practice elsewhere;
 - To consider the importance, relevancy and adequacy of public information available to residents and businesses;
 - To examine opportunities for improved partnership working to ensure pest problems are addressed as efficiently and swiftly as possible;
 - To bring forward considered (and costed, where applicable) proposals to Cabinet for consideration.
2. The review took place in meetings held between January and April 2013 and the following witnesses presented evidence:
 - Ed Shaylor - Community Safety and ASB Investigations Service Manager
 - Paul Richards - Green Spaces, Sport and Leisure Senior Manager
 - Shabeg Nagra - Public Protection Services Manager
 - Colin Russell - Waste Division Manager
 - Chris Troy - Environmental Protection Unit Manager
 - Colin Edards - Pest Control Contractor engaged by the Council
 - Councillor Janet Gardner - Dawley Housing Group and LBH

- David Brough, Hayes Town Partnership
 - Les Drussel, Ruislip Manor Chamber of Commerce
 - Sinead Lee, Paradigm Housing
3. Many of the recommendations of this review relate to using the Registered Social Landlords Forum to reduce pest infestations through education to improve waste management processes. It should be noted that the Registered Social Landlords Forum is an independent body and so positive changes will be reliant on partnership working with the Authority.
 4. The review was carried out with the understanding that any suggested recommendations for any further publicity information and marketing enhancements to improve waste collections would only be undertaken with further feasibility work by officers and Cabinet as part of the service and budget planning process.
 5. During the course of the review, it was noted that the Council had outsourced some pest control services to “Of Mice and Men” to supplement the service currently offered. This company’s role has been increased recently within the Borough to cope with higher resident demand. The intention is to fully outsource the service as part of the Council’s ongoing Business Improvement Delivery (BID) programme. These changes will result in a simplified billing arrangement between the Council and contractors and new customer service arrangements, improving the response of the service. It is noted that owner occupiers or private tenants who no longer qualify for concessions will be directed to local contractors operating in the private sector.
 6. This is a review from the previous Committee cycle in 2012/2013.

Financial Implications

The Committee’s recommendations can be contained within existing budgets.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendations?

The implementation of the improved waste management processes will help reduce the number of pest infestations in the Borough and this action will contribute to improved public health for Borough residents.

Consultation Carried Out or Required

The Committee received evidence from the witnesses listed above.

CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and notes the recommendations arising from the review of local pest control services. Any decisions arising from the report that have financial implications for either additional funding or a reductions in funding will be considered as part of the Council’s MTFF 2014/15 -2018/19.

Legal

There are no specific legal implications arising from this report.

BACKGROUND PAPERS

NIL

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Local Pest Control Services and the impact of Waste Management processes on these



Report of the Residents' & Environmental Services Policy Overview Committee 2012/13

Members of the Committee

Cllr Susan O'Brien (Chairman)
Cllr Mary O'Connor (Vice-Chairman)
Cllr Carol Melvin
Cllr David Payne
Cllr Michael White
Cllr David Yarrow
Cllr Lynne Allen
Cllr Kuldeep Lakhmana



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Chairman's Foreword

I am pleased to present this review on Local Pest Control Services and the impact of waste management on these in Hillingdon. Population movement, urban development, waste disposal and even the weather are just some of the factors that combine together to influence pest populations. Pest control is a national issue that needs to be addressed at a community level as well as an individual one.

Research suggests that the rodent population can transmit diseases to humans. Therefore, it is of paramount importance to ensure the Council and residents work together to reduce this problem by addressing waste management.

This review looked at the Council's current role and responsibilities for pest control as well as proposals for the future. Given the simple message that poor waste management contributes to greater pest numbers, the review looked at how waste management education could be used to improve matters. The review also highlighted the current complexity of waste management and examined the various Council Departments involved in addressing the pests / waste management issue. The Council also needs to work with their external partners (such as Thames Water, British Waterways, London Underground, Network Rail, etc) to significantly reduce the pest problem in Hillingdon.

The education of the whole community in safe, efficient waste containment and disposal is fundamental to the limitation of pests in the Borough. This will need the support and participation of all identified internal and external partners.

I would like to thank the Committee and officers for all their hard work and particularly to our witnesses for their expertise and guidance.

Councillor Susan O'Brien

Summary of Recommendations

On the basis of the evidence received, the Committee made the following recommendations to Cabinet:

RECOMMENDATIONS

That Cabinet:

Domestic Housing

1. ask officers to request the support of the Hillingdon Registered Social Landlords Forum to encourage a provision for:
 - a. more uniform tenancy conditions to prevent pest infestation; and
 - b. improved communication to support, educate, advise and guide their residents about handling waste through 'Welcome packs' or other introductory material.
2. notes the roles of private landlords, social landlords and the Council (as a landlord) in terms of how pest infestations are dealt with effectively in tenanted properties; to work with these groups to ensure that all tenants are aware of best practice.
3. asks officers to encourage social responsibility of individual tenants and homeowners, whether in social or private sector housing, to properly manage their domestic waste to minimise pest problems through:
 - a. educational materials and leaflets;
 - b. the wider use of signage to re-enforce the necessity of effective pest control and waste management;
 - c. articles in Hillingdon People twice a year to remind residents about effective ways of managing waste; and
 - d. education through schools.
4. endorses the Council's enforcement methods, in the case of persistent offenders and individuals or groups who have been reminded of their responsibilities, to ensure that domestic waste is managed properly.
5. instructs officers to send the report to the National Landlords Association and other relevant bodies, representing private sector landlords for information and to promote a cohesive voluntary agreement among their members.

Pest Control Services

6. notes the Committee's endorsement of a new, more equitable approach to providing Pest Control Services following the BID review and the current concessions policy, which includes a free pest control service for all over 65's, disabled and those on benefits.

7. asks officers to ensure residents and landlords are aware of the services available from the Council to tackle pest problems, including an indication of costs. Cabinet also asks officers to encourage Registered Social Landlords to provide advice on the use of these services.

Waste Services & Enforcement

8. supports the education and encouragement of businesses to take full responsibility for the cleanliness of the land they occupy, as well as to comply fully with the “Duty of Care for Waste Management”.
9. supports the continuation of enforcement and alley gating schemes to be considered in areas where there is a high level of illegal dumping of waste. Both these methods are positive proven solutions to areas of the Borough with high pest infestation issues.

Resident Engagement

10. instructs officers to ensure that, when leaflets and waste campaigns are refreshed, they promote a universal message.

About the Review

OBJECTIVES

The main objective of this review was to understand the Council's role and responsibilities for pest control services and explore the relationship between this service and waste management processes.

The review also sought to provide a sound understanding of the different types of pests; the likely health implications posed by these to humans and the wider implications if they were to go unchecked.

In terms of waste management, the review also examined how food waste generated by residents and businesses was managed prior to, during and after the collection process to establish where improvements might be made.

In order to achieve this, Members were presented with evidence and research on pests, waste management processes, an overview of current collection arrangements, information on existing regulations and the practices of neighbouring authorities.

In undertaking this review the Committee also aimed to contribute to the Council's priority themes by ensuring that the following areas were considered:

- Our People – Putting our residents first and at the heart of all we do, promoting civic pride;
- Our Natural Environment – Protecting and enhancing the Borough's natural environment;
- Our Built Environment – Continue to improve our buildings, roads and footways and ensure that new buildings fit with the surrounding environment.

Reasons for the review

Evidence shows ¹ that the rat population in the UK has been steadily increasing, with marked rises in infestations in domestic premises in both urban and rural areas. A previous survey showed a 39% increase in infested domestic premises over the last 20 years. Subsequent surveys have shown a continuing increase in infestation levels with domestic premises in rural areas twice as likely to be infested with rats than those in urban environments.

Problems caused by rats can be divided into three main areas:

1. Health problems – rats have a role in the spread of many human pathogens, heightened by their close association with humans
2. Contamination of food stocks
3. Damage to property and materials – such as the gnawing of electrical cables or food bins

¹ Campaign for Responsible Rodenticide Use www.thinkwildlife.org.uk

There is a one hundred year old adage that humans are never more than six feet away from a rat - but it is not clear where the adage comes from. The leader of the wildlife programme at the Food and Environment Research Agency ² states that 50 metres is a much more realistic estimate. It is rare that rats are inside dwellings. Less than half a per cent of dwellings have rats and in those cases it would be a small number. About 3% of dwellings have rats outside, in the garden or compost heap and 5% of commercial properties. Around 5% of the sewers have rats present and around 40% of agricultural buildings and farms, where they have got lots food and shelter.

Housefly populations are predicted to increase due to long term favourable climatic conditions. Closer to home, Hillingdon officers highlighted that bedbug infestations have increased and this is an issue impacting on all local authorities, particularly those in urban areas.

Trends and patterns in population, development, hygiene standards, waste processes, funding for pest control services and even the weather (amongst many others factors) all impact upon pest populations. Pest infestations can affect individuals, their health and have knock on consequences for others and the local environment. With this in mind, the review sought to examine how waste management processes could be improved.

The Committee is keen to ensure that the services provided by Hillingdon Council aim to tackle this problem in a proactive and joined-up way.

TERMS OF REFERENCE

The terms of reference of the review were as follows:

- To understand the Council's roles and responsibilities in this area;
- To examine the current and planned service provision for pest control (domestic and commercial) and its relationship to waste management and anti-social behaviour;
- To understand the different types of pests, populations and likely infestation trends, including how this may impact on public health and social stigma;
- To examine the problems pests cause to individuals, local neighbourhoods, commercial businesses and the wider environment;
- To review the effect of temperature, climate, urban development and underground infrastructure (and any other factors) on pest populations;
- To explore how waste management processes and practices in Hillingdon (by residents, businesses, contractors and the Council) can help to mitigate any pest infestations;
- To explore how food waste generated by residents and businesses is managed prior to, during and after the collection process;
- To review any existing policies in this area and best practice elsewhere;
- To consider the importance, relevance and adequacy of public information available to residents and businesses;

² <http://www.bbc.co.uk/news/magazine-20716625> 17th December 2012

- To examine opportunities for improved partnership working together to ensure pest problems are addressed as efficiently and swiftly as possible; and
- To bring forward considered (and costed, where applicable) proposals to Cabinet for consideration.

WITNESSES

This review was undertaken over 4 meetings from January to April 2013 and the following witnesses presented evidence:

- Ed Shaylor - Community Safety and ASB Investigations Service Manager
- Paul Richards - Green Spaces, Sport and Leisure Service Manager
- Shabeg Nagra - Public Protection Service Manager
- Colin Russell - Waste Division Manager
- Chris Troy - Environmental Protection Unit Manager
- Colin Edards - Pest Control Contractor engaged by the Council
- Councillor Janet Gardner - Dawley Housing Group
- David Brough - Hayes Town Partnership
- Les Drussel - Ruislip Manor Chamber of Commerce
- Sinead Lee - Paradigm Housing Group

Background Information

TYPES OF PESTS

The dictionary definition of “pests” is that it is a general term for organisms which cause a nuisance, but more specifically may cause illness, damage or consume food crops and other material important to humans. Environmental Health Practitioners consider the following pests to be of Public Health significance:

- Rats/Mice (rodents);
- Cockroaches;
- Pigeons;
- Bedbugs; and
- Foxes (are technically not pests as they are wild animals).

The Prevention of Damage by Pests Act 1949 defines “infestation” as the presence of rats, mice, insects or mites in numbers which involve an immediate or potential risk of substantial loss or damage to food.

Further information on the following key issues can be found in **Appendix A**:

- The different types of pests, populations and likely infestation trends;
- The health implications of the pests listed above; and
- The problems pests cause to individuals, local neighbourhoods, commercial businesses and the wider environment.

RESPONSIBILITIES IN RELATION TO PESTS FOR ALL LOCAL AUTHORITIES

The principal legislation in place for dealing with pest control issues is:

- Environmental Protection Act 1990;
- Prevention of Damage by Pests Act 1949;
- Food Safety Act 1990;
- Health & Safety at Work Act etc 1974;
- Public Health Act 1936; and
- Housing Act 2004 (Houses in Multiple Occupation).

Tools for the enforcement of this legislation include: informal/warning letters; improvement notices; formal cautions; prosecutions; and the carrying out of works in default. Food premises with a pest infestation, which is an imminent risk to health, may be closed.

Local Authorities are not legally required to provide a pest control service, but the Prevention of Damage by Pests Act 1949 (PDPA) imposes a duty on a local authority to “take such steps as may be necessary to secure as far as practicable that their district is kept free from rats and mice” and, in particular, to keep the local authority’s own land (and land the local authority occupies) free from rats and mice. The PDPA also imposes a duty on local authorities to enforce the same duty on other owners and occupiers of land. It is worth noting that occupiers of land (except agricultural land) are required to give written notice to the local authority if it comes to their knowledge that rats or mice are present on the land in substantial numbers.

NATIONAL CONTEXT – STATUS OF PEST CONTROL WITHIN LOCAL AUTHORITIES

Historically, local authorities have generally provided pest control services. The focus of these services was to protect public health and had the advantage of being able to act strategically, rather than in a reactive, ad-hoc, property-by-property manner. This enabled them to react promptly and effectively to pest infestations that arose in the community. Services were not assessed on an individual's ability to pay.

As financial pressures on local authorities have increased, a review of the provision and identification of potential savings and income generation became important. This led to charges for pest control services being introduced in many cases, initially for nuisance pests (such as garden ants and wasps) but then extended more widely.

ENQUIRY

Based on this background information and the evidence provided by expert witnesses, the Committee was able to develop findings and recommendations that aimed to enhance waste management processes and thereby reduce pest populations. For ease of reference, evidence, findings and recommendations are set out below under the following sections:

1. Pest Service Provision (and its relationship to waste management)
2. Waste management processes and practices in Hillingdon and steps to mitigate any pest infestations;
3. Resident Engagement
4. Working in Partnership

APPENDICES

Appendix A – Information on pests:

- **problems caused**
- **possible health implications**
- **other factors**

Appendix B – Current pest provision and Enforcement

1. Pest Service Provision (and its relationship to waste management)

Current Pest Service Provision / Duty

During the course of the review, pest control services in Hillingdon were provided in the following ways:

- **Open Spaces** – Outsourced to Rentokil
- **Domestic Premises (rats and mice only)** – free service provided to Council tenants only. Variable fees and charges paid by other service users
- **Commercial Premises (food)** – Inspections conducted by the Council's Food Safety Team
- **Commercial Premises (non-food)** – Inspections conducted by the Residents Services Directorate – Anti-Social Behaviour Investigations Team
- **Commercial Premises (mixed)** – Inspections conducted by Residents Services Directorate

Further details on the remit of pest control services, the different types of environment in which they operate and enforcement options can be found in **Appendix B**.

Fees and Charges ³ and Changes to the pest control service from April 2013

Since April 2013, parts of the Pest Control Service have been outsourced to local contractors to cover the following services within one maintenance service:

- Hillingdon Housing Services tenants – free service
- Owner Occupiers where concessions apply – charge £15
- Residents in receipt of state pension (over age of 65 years) – free service
- Council buildings, Civic Centre, green spaces
- Concessions and residents aged over 65 are free of charge

The provision of Pest Control Services to owner occupiers or private tenants who do not qualify for concessions continues and they directed to local contractors if they wish to use such services.

Concessions and requests from those over 65 are dealt with by the Council's in-house team or private provider, but booked through the Council's contact centre which has improved the way the service responds to residents.

³ See Appendix B

RECOMMENDATIONS: Pest Control Services

That Cabinet:

- 6. notes the Committee's endorsement of a new, more equitable approach to providing Pest Control Services following the BID review and the current concessions policy, which includes a free pest control service for all over 65's, disabled and those on benefits.**
- 7. asks officers to ensure residents and landlords are aware of the services available from the Council to tackle pest problems, including an indication of costs. Cabinet also asks officers to encourage Registered Social Landlords to provide advice on the use of these services.**

2. Waste management processes and practices in Hillingdon and steps to mitigate any pest infestations

Hillingdon's Waste Management Services - Overview

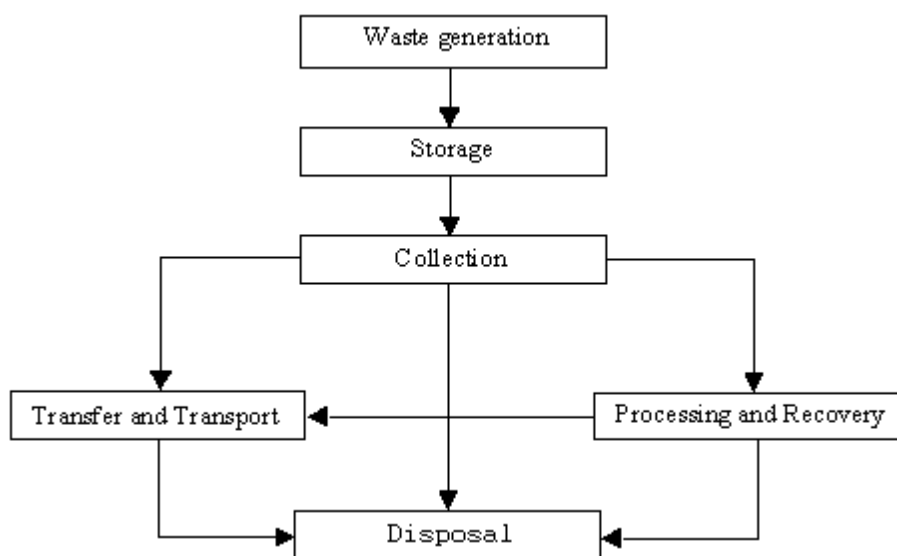
Commercial Waste

Waste Services rent waste collection bins to commercial premises and then collect trade waste from them under contract. This is a chargeable service with the authority duty bound to recover its costs.

Street Cleaning

The Street Cleaning Service collects dumped rubbish from roads and pavements, as well as green spaces and open spaces that the local authority has a duty to maintain. Officers are aware that there are a number of potential pest hotspots throughout the Borough, where private land (such as rear access roads) can attract fly-tipped rubbish which then often attracts pests. In some areas (and if there are extenuating circumstances), the Council adds private roads like this to street cleansing regimes, but is mindful that such action does not set a precedent which could expose the Council to a permanent arrangement and a considerable increase in costs. Unless the circumstances are unique, taking responsible action to clear waste can actually increase a problem as householders and fly-tippers become aware and may leave even more waste in the knowledge that it will be taken away at regular intervals.

A Flow Diagram illustrating Waste Management



Domestic Waste

Hillingdon operates three separate collection services to households across the Borough:

- Residual waste collection (black bags to landfill)
- Co-mingled recycling (paper, card, glass, plastic and tins)
- Garden waste (including vegetables peelings, etc)

Residual waste and co-mingled recycling are collected weekly. Garden waste is collected fortnightly.

Schedules are designed to ensure that the fortnightly collection of green waste coincides with the collection of other waste collections. In all circumstances, residents are required to:

- place bags out for collection in their front garden, drive or path, but not on the pavement or grass verge
- not place bags out for collection earlier than 17:30 on the evening before
- if collection is via rear service road, waste to be placed at a regular and at a convenient collection point
- at no time during the week, store refuse/recycling anywhere other than within the property boundary

The Committee was informed that a number of generic problems existed, irrespective of the type of tenure. These included:

- A lack of basic hygiene standards existed in some households whereby waste bins (especially food waste) were not being cleaned or emptied on a regular basis.
- Kitchen floors, walls and 'splash back' areas in kitchens / food preparation areas were not being systematically cleaned or even cleaned at all.
- Domestic waste was not being separated correctly between food and recyclable waste. This often meant that both types of waste were cross contaminated and residual food waste made both types of waste equally attractive to pests.
- Full domestic refuse sacks were not being stored in a secure environment which meant that odours made them attractive to foxes and / or domestic pets which scavenged, thereby opening the bags for other pests to gain access.
- Domestic refuse (food waste and recyclable) was being stored in a location which was not readily accessible to waste services. This meant that only some waste was collected on a regular basis. In some cases, if the waste was not immediately visible, this could be missed altogether causing a stockpile to develop given the time constraints and collection schedules of waste services to cover a given area in a specific amount of time.
- Domestic waste was being put on the pavement / alley way / access point or left at the agreed collection point well in advance of the Council guidance for household convenience. This meant that the waste would be exposed to the possibility of being opened and readily available to pests to either feed or breed in the waste.

- Households tended to overlook the potential problems created by green waste (given this could include damaged or rotting fruit) and often neglected how this was stored and managed in comparison to food waste.

The Committee heard that pest control services were provided free of charge to Council tenants. However, there was no discretion or allowance made for those residents housed by social landlords and experiencing social hardship and this was considered to be inequitable.

To improve waste management processes and reduce the scale of any pest problem, Council tenants were regularly reminded of their duty under their tenancy agreements to manage their waste as effectively as possible and that all occupiers were obliged to take reasonable steps to keep individual areas clean. In many cases, there was confusion by private tenants and tenants of social landlords about the specific terms of tenancy agreements and about which party was responsible for pest control and eradication. It should be noted that responsibility for the management of waste normally resides with the tenant. However, in most cases the landlord is responsible for ongoing maintenance to the property such as making good any holes in walls, cracked pipes or ensuring there is adequate provision for waste storage, all of which would be material factors in controlling the opportunities for pests to access an environment conducive to them increasing in number and / or accessing foodstuffs.

If pest control action is deemed to be necessary, notices can be served by the Council on owners and occupiers, thereby giving them 21 days to remove waste products (such as soft materials) or to set baiting to kill rats and mice. If this work is not undertaken, then the Council is obliged to take action under the umbrella of public health and undertake the work itself - the owners or occupiers will then be recharged for this work.

There are a number of leaflets available, including *Your guide to Waste & Recycling* and *Street Scene Enforcement Team Trade Waste* for businesses, which illustrate the types of information the Council is providing and the key messages that are being given out.

As well as the information and advice readily available at municipal buildings, leaflets are also posted to residents when it is established that there are specific problems, like an infestation problem in a particular area. If problems persist, pest issues are reported to the Anti-Social Behaviour Investigation Team (ASBIT) and are investigated by an inspector. The Committee was encouraged to learn that the ASBIT and Waste Division officers work closely together and both teams reinforce each others approach of taking preventative action and using inspectors where necessary, rather than pursuing prosecutions. In those areas where there is a quick turn around in occupancy, leaflet drops are mostly ineffective due to the frequent change in tenancy.

RECOMMENDATIONS: Domestic Housing

That Cabinet:

- 1. ask officers to request the support of the Hillingdon Registered Social Landlords Forum to encourage a provision for:**
 - a. more uniform tenancy conditions to prevent pest infestation; and**
 - b. improved communications to support, educate, advise and guide their residents about handling waste through 'Welcome packs' or other introductory material.**
- 2. notes the roles of private landlords, social landlords and the Council (as a landlord) in terms of how pest infestations are dealt with effectively in tenanted properties; and work with these groups to ensure that all tenants are aware of best practice.**
- 3. asks officers to encourage social responsibility of individual tenants and homeowners, whether in social or private sector housing, to properly manage their domestic waste to minimise pest problems through:**
 - a. educational materials and leaflets;**
 - b. the wider use of signage to re-enforce the necessity of effective pest control and waste management;**
 - c. articles in Hillingdon People twice a year to remind residents about effective ways of managing waste; and**
 - d. education through schools.**
- 4. endorses the Council's enforcement methods in the case of persistent offenders and individuals or groups who have been reminded of their responsibilities, endorses the Council's enforcement methods to ensure that domestic waste is managed properly.**
- 5. instructs officers to send the report to the National Landlords Association and other relevant bodies, representing private sector landlords for information and to promote a cohesive voluntary agreement among their members.**

Commercial Waste

Anyone who runs a business, regardless of size, is legally responsible for ensuring that the waste created is collected and disposed of correctly. This is called 'Duty of Care'. To comply with legal obligations under s.34 Environmental Protection Act 1990, businesses must ensure that:

- all waste is kept secure and safely until it is collected
- any person or company collecting waste is registered as a 'licensed waste carrier' by the Environment Agency
- Waste Transfer Notes provided by the licensed waste carrier are kept for two years as documented evidence that waste has been dealt with legally

The cost of collecting business waste is not included in Business Rates. Businesses can engage a private contractor who is a licensed waste carrier, or use the Council's competitively priced service.

The Council's service is run on a not-for-profit basis and any revenue generated is put back into Hillingdon waste services.

As part of the Council service, businesses are provided with the correct documents to comply with legal duties. They are also assured that they meet the Pre Treatment Regulations for commercial waste because the waste is collected as part of the municipal waste stream.

The Council inspects, through a team separate from the provision of Waste Services, any business which appears to be non-compliant with the Duty of Care. Often this is in response to complaints of the presence of smell or vermin. The most common offences are:

- insufficient receptacles for business waste – not enough or too small – leading to over-spilling and lids not closing, and rubbish being placed on top of or outside the receptacles
- mixing business waste with domestic waste to achieve free collection
- receptacles being stored in the wrong place
- waste being collected by un-licensed waste carriers – increasing the risk of fly-tipping – or no waste collection contract being in place
- no documentation of waste transfer or waste collection contract

All of these offences can be dealt with by the service of a legal notice requiring compliance (or the production of documents) and non-compliance can lead to a Fixed Penalty Notice or court prosecution. This does not prevent the use of alternative notices under the Prevention of Damage by Pests Act 1949.

Business waste contraventions are often described as being caused by third parties. For example, rubbish being placed into trade receptacles by unauthorised persons, domestic waste being mixed with trade waste or rubbish being littered or fly-tipped onto the site. However, Members are minded that businesses have a responsibility to keep their land clear and make sure their waste receptacles are not being misused.

RECOMMENDATIONS: Waste Services & Enforcement

That Cabinet:

- 8. supports the education and encouragement of businesses to take full responsibility for the cleanliness of the land they occupy, as well as to comply fully with the “Duty of Care for Waste Management”.**
- 9. supports the continuation of enforcement and alley gating schemes to be considered in areas where there is a high level of illegal dumping of waste. Both these methods are positive proven solutions to areas of the Borough with high pest infestation issues.**

Conclusions and proposed remedial actions

In conclusion, the Committee is proposing that the following measures could be taken to improve waste management and reduce the incidence of pests:

- Residents Associations should be encouraged to use newsletters to highlight best practice.
- Leaflets should be used to underline the relationship between good waste management and controlling pest numbers.
- Officers should be asked to use Hillingdon People (the Council newsletter) as a vehicle to highlight the need for continued vigilance and to include a page of universal ‘dos and don’ts’ to improve waste practices.
- That clarification be given to what the main categories of pests are and what the specific charges would be to address individual problems.
- That it be highlighted that Council services only address the treatment of rats and mice.
- The Council’s information, advice and guidance (this would include website information) on pests needs to be refreshed and should include specific information relating to bees and wasps.
- The Pest Control Association has suggested that the key way of addressing pests is through an educational approach, as problems usually stem from human behaviour. As such, preventative action is preferable to remedial action.
- That new signage incorporating pictures and simple language i.e. fly-tipping (does everyone understand what this phrase means) with a universal message be rolled out when leaflets and waste campaigns are refreshed.

3. Resident Engagement

The Committee strongly believes that the education of the whole community in safe and efficient waste handling and disposal is fundamental to the limitation of pests within the Borough. In the Committee's view, an important element in the success of initiatives is the promotion and communication of achievements and new initiatives to the widest audience. It is agreed that, for effective waste management and pest control to take place, residents, the business community, support organisations and other stakeholders need to be aware what initiatives, services and support exists.

Corporate Communications plays a valuable role in increasing public awareness and other stakeholder understanding of the different types of service provided by the Council as well as how to access those services which the Council might not provide. There are three principal means of doing this:

1. Core activities – including media relations, publications (such as Hillingdon People), corporate branding, marketing (leaflets, posters and displays) and digital media.
2. Consultation and engagement – to help the Council understand current residents' views, satisfaction levels and thinking on specific policy issues or services. Examples include the annual residents' survey or the recent consultation on changes to council tax benefits.
3. Campaigns – these are linked to key service priorities and range from fully integrated campaigns (which includes some or all of the above) to event-based or public information campaigns.

RECOMMENDATION: Resident Engagement

That Cabinet:

- 10. instructs officers to ensure that, when leaflets and waste campaigns are refreshed, they promote a universal message.**

4. Working in Partnership

External Partners

At the Committee's final witness session, Members heard from representatives of the following partner organisations:

- David Brough – Chairman of Hayes Town Partnership
- Les Drussel – Chairman of Ruislip Manor Chamber of Commerce
- Councillor Janet Gardner – Chairman of Dawley Housing Co-operative
- Sinead Lee – Paradigm Housing Group

Pests - Urban Environments and New Development

During discussions about pests, their habitats and likely effects on health, the Committee heard how urban environments and, in particular, new developments could give rise to pest populations:

- Reducing the habitats for pests in rural environments and urban sprawl makes urban areas more susceptible to pests.
- Urban planners and developers often seek to integrate, visually and ecologically, construction projects, such as housing developments and recreational areas, with their natural surroundings. However, they often do so without considering the risk of increased pest infestation.
- Changes to building design aimed at meeting modern lifestyle and legal requirements have provided conditions more conducive to pest infestations. One example of this is the effect of humidity on house dust mites.
- Throughout the building industry (from legislative controls to design and construction), more emphasis needs to be placed on the means of providing adequate ventilation through suitable technology and improved window design.
- Simple maintenance failures, such as broken roof tiles, damaged water pipes and overflowing cisterns, along with common mistakes in design or construction (such as excessive use of impermeable membranes), can lead to excessive moisture in buildings which can attract pests.
- Correct storage of rubbish in closed bags or containers, particularly when waiting for collection, is essential in preventing rat and fly problems. Particular care should be taken with food waste.
- In gardens, water butts, ponds and water features may provide breeding sites for flying insects, such as midges and mosquitoes, especially when stagnant.

One of the witnesses suggested that, given the factors listed above, passive control through improved design and construction of urban sprawl and housing stock was the most sustainable approach. This could be addressed by introducing a condition which places the onus for pest eradication on developers.

It was also acknowledged that, at present, residents have to pay to address the problems of rats nesting in their gardens, which had been driven there because their original habitat had been disturbed or destroyed by building works. It was felt that residents should not have to bear the burden of developers who were causing the problem in their locality. Further measures included:

- Developers ensuring that, where land was contaminated with rats, the land was cleared of vermin before commencing building work.
- From April 2013, Public Health issues would be the responsibility of the Council and it would then be a case of making the developer aware.
- The most appropriate way of tackling development issues would be through the Building Act (1984) rather than through planning conditions, as the legislation enables quicker resolutions (for example in dealing with defective drainage) or Prevention of Damage by Pests Act 1949.
- The onus rested with the owner or occupier to engage pest control services, but if the rats were coming from another property, enforcement action could be taken against that property.

Costs / Usage of the Pest Control Service and Local Partnerships

The Committee endorsed the preventative approach being taken in Hayes Town which was currently through the dual approach of community education and enforcement action. This approach centred around raising the profile of a cleaner and greener Hayes through the Hayes Project and was working in collaboration with the Hayes Community Engagement Group.

The project also involved working with Botwell House, Dr Triplets School and Minet Junior School to raise awareness amongst children by actively engaging them by getting them to conduct surveys of bags and litter left in the streets. In addition, a poster was produced showing the children and the slogan “Hayes school children say make Hayes Town cleaner and greener – Help keep our Town clean”. Litter collection is also undertaken with the 3 schools. These types of initiatives have impacted on local traders as they have been asked to participate by displaying anti-litter posters in their shop windows.

There is clear evidence that these activities work and promote a change in attitudinal behaviour, which is one of the most powerful ways of reducing a pest problem. The use of workshops is another idea which has seen traction in Hayes to improve poor food hygiene and encourage compliance with regulations. In this regard, the Hayes Town Business Forum has offered to work with the Council to set up similar workshops elsewhere so positive messages can be disseminated Borough wide.

Tenants living above shops and issues arising

The Committee’s attention was drawn to the challenging problem of people living above shops - the high turnover of renting in some areas of the Borough means that effective enforcement is often difficult. With regard to putting rubbish out on the wrong day and causing infestation, the legislation could be amended so that private

landlords are regarded as businesses. This could then be used to encourage them to ensure that their tenants properly manage their waste.

It has been suggested that one of the most successful ways of addressing these problems is through the widespread use of pictorial messages. The Council could explore the possibility of using a sponsor to produce a calendar which could be placed in commercial kitchens, providing information about waste and recycling.

Social Housing / Enforcement and Remedies

The Committee was assured that Paradigm Housing took active steps to address any breaches to tenancy agreements. However, as with many other organisations, Paradigm Housing also had to deal with issues of stretched resources.

The Committee suggested that Social Landlords should be encouraged to take the following steps:

- Provide refuse containers for better waste management.
- A more rigorous approach to enforcing tenancy agreements.
- When designing buildings, to take account of accessible refuse storage for occupants.
- Planting schemes that do not encourage harbourage for rodents.
- Provide locking refuse bins, which would assist in easier identification of residents living in flats in regard to anti-social behaviour.
- Undertake inspections and enforcement against tenants who do not manage their waste properly.
- Where there is a high turnover of tenants, provide a welcome pack to include information about refuse, Council Services and public health issues; tenants should be required to sign to confirm their responsibilities prior to being given the keys to their homes.
- Ensure that there is a clear procedure for reporting any pest issues.

Thames Water

In 2000, Water UK issued a protocol providing a mechanism for improved communication and co-ordination between local authorities and sewage undertakers on the control of rats in sewers. The protocol called for co-operation on rodent control and for sewer baiting and surface treatments to be undertaken in a complementary manner and in agreement with all relevant agencies. The Chartered Institute of Environmental Health (CIEH) supported the National Protocol and continues to work with DEFRA and Water UK to improve its profile nationwide.

The aim of the London Sewer Rat Baiting and Treatment Protocol is to clarify and support improved communications between all the relevant agencies and set in place a system of developing appropriate and agreed plans for treatment, remediation and prevention of rat infestations.

Perceived Major Pests

Rats

- Are the most common pests in homes and businesses.
- They are widely found in urban and rural areas including homes, gardens, sheds and garages.
- Also commonly found living in sewer systems. This is particularly an issue where drainage systems are not in use and not blocked off.

Problems caused by rats

Rats can transmit many diseases to humans including:

1. salmonellosis (food poisoning)
 2. typhus
 3. trichinosis
 4. jaundice (Weils disease).
- Rats will eat or contaminate food intended for humans and can cause damage to buildings and other structures by gnawing and burrowing.

Alleviation

- Rats are difficult to eradicate once an infestation takes place in a property. Pest control officers would normally survey the infestation and then place poison bait in the most appropriate locations. Follow up visits are made in order to ensure the success of the treatment.

Cockroaches

- Usually live inside buildings and thrive around the heating ducts and boiler rooms of large centrally heated buildings, e.g., hospitals, bakeries, hotel and restaurant kitchens, laundries and blocks of flats. They congregate around pipes, stoves and sinks, especially in humid areas.

Problems caused by cockroaches

1. They eat any sort of food and contaminate food and food utensils, or food preparation surfaces as they move.
2. They taint food with an obnoxious smell and may be carriers of various diseases, including serious food poisoning.

Alleviation

- Control of cockroaches is seldom easy because of the difficulty of getting the insecticide to the insect. They are usually treated by an aerosol based insecticide.

Pigeons

- These are located in town centres where they have adapted well to the artificial cliffs of buildings.

Problems caused by Pigeons

1. The fouling of buildings and monuments. Acidic droppings react with chemicals in the stonework causing erosion of the surfaces.
2. Accumulations of droppings can become infested with mites and insects.
3. Fouling can block gutters and downpipes, causing water damage through seepage coming into the property; and block chimneys, causing smoke problems or gasses such as carbon monoxide being forced back into the house.
4. Accumulations of droppings pose a risk to health and safety causing slip hazards.
5. Large numbers of roosting pigeons can give rise to odour and noise complaints.
6. Pigeons carry many diseases including:
 - a. chlamydosis
 - b. cryptococcosis
 - c. campylobacter
 - d. salmonellosis
 - e. erysipelas allergic alveolitis (pigeon faextrinsic ancier's lung)

Alleviation

- The only effective way to control pigeons and other pest species of birds is to remove food sources, roosting sites and breeding sites.

Foxes

Controlling urban foxes is difficult, expensive and not very successful. Foxes have been in urban areas for so long that they have reached a state of equilibrium and they regulate the size of their own population.

Problems caused by foxes

1. Noise – stemming from fights over territory and mating.
2. Fouling of gardens.
3. They can be carriers of disease.

Alleviation

- Urban fox control is both difficult and very expensive. Shooting is not acceptable in urban areas, nor is snaring and so only live trapping is left. This is not usually very effective.

Bedbugs

- Bedbugs are a new threat to the community - they feed on human blood at night.
- They live in mattresses, within bed frames, under bed bases, within bed headboards, behind loose wallpaper, within paintings, wall sockets, telephones, behind wall partitioning, suspended ceilings, skirting boards, on clothing or furnishings, and anywhere with a dark crack/crevice/seam providing harbourage.

- They can be detected through: blood spotting on bedding; brown excrement spots close to where they live and on bedding; whitish/opaque un-hatched and hatched eggs; and a sweet almond smell is common.
- Bedbugs are not normally seen during the day.

Problems caused by bedbugs

1. Bedbugs are not known to carry disease.
2. Some people are particularly sensitive to the bites and experience an allergy and inflammation, especially to the arms and shoulders.

Alleviation

- Infested bedding and furnishings should be laundered in a hot wash and care should be taken not to aid dispersal of the infestation via laundry baskets.
- In severe cases, items of furniture will require removal and burning.
- Treatment consists of the application of an insecticide, usually in a spray form, in and around the infested areas.

An A to Z of pests can be found on the British Pest Control Association website at the following link:

http://www.bpca.org.uk/pages/index.cfm?page_id=15&title=a_to_z_of_pests

The problems pests cause to individuals, local neighbourhoods, commercial businesses and the wider environment:

- Pests cause damage to structures and contaminate products. Rodent activity is a nuisance and, at worst, can lead to fires and floods. Bird fouling can make pavements unsafe and result in significant claims for damages. Food and medical supplies are rendered unfit for sale or unusable when contaminated by either insect or rodent pests.
- Pest infestations make urban areas undesirable and inhibit inward investment. They tend to be part of a vicious circle - poor housing, health and education together with social exclusion; low business investment and high unemployment are common in areas where chronic pest infestations persist. Existing businesses may struggle to survive, finding the environment both unattractive and uneconomic and so may cease trading. Empty properties can become targets for fly-tippers and vandals.

The effect of temperature, climate, urban development and underground infrastructure (and any other factors) on pest populations:

- Temperature - Climate and weather can substantially influence the development and distribution of insects. Insects are cold-blooded organisms and hence the temperature of their bodies is approximately the same as that of the environment. Therefore, temperature is probably the single most important environmental factor influencing insect behavior, distribution, development, survival and reproduction.

- In the case of birds, temperature as a single factor does affect bird behaviour. A freeze kills much of the vegetation and the insects that many northern birds need. The loss of reliable food sources without a change in the photoperiod could cause some birds to migrate.
- Climate – According to the Chartered Institute of Public Health, the current trend for warmer, wetter weather, higher sea levels and more extreme weather events such as flooding will become more frequent. This in turn will lead to increased pest populations and greater interaction with humans.
- Urban Development – Provide ready supplies of food, water, shelter and sources of warmth which assist pests to propagate.
- Underground Infrastructure – Pipe works carrying electricity, gas, water and sewage provide conduits for pests to traverse urban environments.

Current pest provision – prior to April 2013

Current Service Provision (Open Spaces)

In Green Spaces and Golf Courses, the Council uses Rentokil to undertake surveys and provide control measures for rats in parks and mice in buildings.

The Council has also been using a local pest controller to assist with moles in fine turf. There is also an issue with foxes on the golf courses as both the number of foxes and damage caused by them is increasing.

Current Service Provision (Domestic Premises)

London Borough of Hillingdon Residents Services Directorate provides a pest control service for rats (and mice internal to properties only). The Council has landlord responsibility for Hillingdon Housing Services tenants and a free service is provided to them. In April 2011, however, fees were introduced for non-Council tenants and owner occupiers resulting in a reduction in demand for the service. Consequently, the in-house pest control service has assumed pest control work around the Civic Centre and the Council tenant service from Hillingdon Housing Services.

Callers can book appointments and make payment either by telephone or on-line on the Council website. Information and advice on the website for pest control was updated in the summer of 2012.

The charges for the service can be categorised as follows:

- Resident Owner Occupiers where no concessions apply - £60 for x 3 visits
- Resident Owner Occupiers where concessions apply, i.e., in receipt of benefits - £15 for x 3 visits
- Any additional visit or initial visit - £36 or £15 where concessions apply
- Private Landlords (rented houses) - £93.60 for x 3 visits
- Hillingdon Housing Services tenant's request – no charge
- Council Buildings – Civic Centre requirements, Green spaces and any Council buildings – internally re-charged at cost
- Concessions and over 65's - no charge

Current Service Provision (Commercial Premises)

The Residents Services Directorate's Food Safety Team carries out an inspection programme of food business, dealing with structural, operational and hygiene requirements. The inspection considers the layout and design of the food business concerned to ensure good food hygiene practices including protection against contamination and, in particular, pest control. Inspections cover provisions for storage and disposal of food waste, non-edible by-products and other refuse. The

officer will consider the design and management of refuse stores so as to ensure that they may be kept clean and free from animals and pests. Hygiene Improvement Notices may be served on the food business operator where there is a record of continued non-compliance.

Other provisions in relation to the cleanliness of the workplace and facilities for rest and eating meals, etc, extend to non-food business. These controls may be applied through the Health and Safety at Work Act and associated workplace health, safety and welfare regulations.

The Hygiene Improvement Notice does not deal with accumulations of rubbish or harbourage of pests in non food related locations. Non-food establishments are inspected in response to reports by the Residents Services Directorate's Anti Social Behaviour Investigations Team. On the first inspection, advice will be given by the officer to the trader to make sure they are aware of their responsibilities, with particular effort made to assist small traders to be aware of the steps they must take to manage waste.

If advice is not effective in resolving the problem, consideration will be given to serving a Legal Notice (see above) on the person responsible and or the owner of the land. With regard to commercial waste the following additional provisions apply:

- Environmental Protection Act 1990
 - S.47 requirement to store trade refuse in a suitable container
 - S.34 duty of care for persons responsible for waste to take all measures applicable to prevent any contravention by any other person of law and to ensure that transfer of waste is only to a person authorised for transport purposes
 - Regulations under s.34 relating to the requirement to have in place a waste management plan and, if necessary, a contract with a provider of waste removal and transfer services

Current Service Provision (Mixed Premises)

There are often occasions where more than one type of premises or land is affected by rodent activity. Examples might include:

- a parade of trading premises
- private flats above
- yards that form part of those premises to the rear
- yards that abut an un-adopted service road and the service road backs onto public open space
- flats that gain access via a staircase from the service road to balconies

Due to poor waste management by traders and residents, accumulations of both trade and domestic waste build up giving a food source for rodents that are seen to have habitat in the public open space.

In such situations officers break down the various elements that have combined - these being:

- Pest control action (i.e., baiting and poisoning) in the public open space. There are no enforcement actions to be taken as the open space is owned by the Council.
- Investigation of whether the trading premises is meeting its waste management and property ownership duties. Officers will conduct inspections of trading premises where waste must be securely contained, normally using bulk waste bins that have secure lockable lids. These bins should be regularly emptied by a registered waste collection company who will ensure correct disposal. This process must be recorded and audited. Should the officer find any failing in this duty, enforcement action will be instigated under Environmental Protection Act 1990 s34. Owners or occupiers have a requirement to keep land clean, tidy and sanitary, or formal actions will be taken to enforce clearance of accumulations and treatment for any rodents upon the land under Prevention of Damage by Pests Act 1949 s4. In cases where an un-adopted service road is not kept clear of waste, occupiers of premises that directly abut the service road will be served a notice to clear it under Public Health Act 1936 s78.
- Whether the residents of the flats have sufficient knowledge about how their waste should be stored prior to collection and when and where their waste should be presented for collection. Residents of flats will be visited to ensure that they are fully aware where domestic waste should be stored and that residents are aware of the collection day. Each flat will be given a guidance leaflet confirming the correct practice. Should there be continuing failure to store or present domestic waste in the agreed manner, notice can be served to formalise storage and presentation for collection under Environmental Protection Act 1990 s46.

Costs to the Council of providing the Pest Control Service

Cost	2011/2012	£113,000
Income	2011/2012	£76,000 (£36,000 external income and £40,000 recharges from other Council departments)
Net Cost	2011/2012	£37,000

Enforcement of the duties of occupiers of land

Properties are inspected by the Residents Services Directorate's Anti Social Behaviour Investigations Team in response to reports, as it is deemed that not dealing properly, either deliberately or negligently, with waste accumulations, or build up of undergrowth providing food or shelter for rodents is anti-social by nature as it is likely to cause nuisance for other people or a health risk.

On the first inspection, advice will be given by the officer to the occupier to make sure they are aware of their responsibilities, with particular effort made to assist older or vulnerable residents to be aware of the steps they must take to manage their property, or how to seek assistance if they cannot manage it themselves. If advice is not effective in resolving the problem, consideration will be given to serving a Legal Notice on the occupier and / or owner under one of the following provisions:

- Environmental Protection Act 1990
 - S.46 requirement to present refuse in a prescribed manner
 - S.59 requirement to remove waste stored or deposited on land not licensed for such
 - S.80 requirement to abate a statutory nuisance connected to land in such a state as to be prejudicial to health or a nuisance
 - S.92 requirement to remove litter from land where it is detrimental to the amenity of the area
- Prevention of Damage by Pests Act 1949
 - S.4 requirement to remove or prevent conditions which provide harbourage for rodents
- Public Health Act 1961
 - S.34 requirement to remove waste from land which is seriously detrimental to the amenities of the neighbourhood
- Public Health Act 1936
 - S.78 requirement to sweep or cleanse passages or yards
 - S.79 requirement to remove noxious matter from land
 - S.83 requirement to cleanse filthy and verminous premises
- Town and Country Planning Act 1990
 - S.215 requirement to remedy the condition of land which is seriously adverse to the amenities of an area

If these notices are not complied with, there are various penalties set out in legislation and, in most cases, the Council will carry out the necessary work (“work in default”) and charge the cost to the person responsible.

JOINT COMMISSIONING PLAN FOR ADULTS OF ALL AGES WITH MENTAL HEALTH PROBLEMS 2013-15 - OUTCOME OF CONSULTATION

Cabinet Member(s)	Councillor Philip Corthorne Councillor Scott Seaman-Digby
Cabinet Portfolio(s)	Social Services, Health and Housing Central Services
Officer Contact(s)	Tony Zamon, Adult Social Care Paul Feven, Finance
Papers with report	Joint Commissioning Plan

1. HEADLINE INFORMATION

Summary	<p>The Cabinet approved the Joint Commissioning Plan for Adults of All Ages with Mental Health Problems 2013-15 in December 2013 subject to public consultation. Since December, the consultation process has been completed. In addition, the Social Services, Health and Housing Policy Overview Committee (POC) review of adult mental health services has been completed.</p> <p>The Plan has now been revised to incorporate the feedback received, the recommendations of the POC review and an implementation plan.</p> <p>This report includes an overview of the consultation process and a summary of the outcome including the changes made to the draft Plan as a result of comments received.</p>
Contribution to our plans and strategies	The recommendations support the objectives of the Sustainable Community Strategy, the Health and Wellbeing Strategy, the Transforming Adult Social Care: Personalisation and Commissioning Plan 2011 - 2015 and the Carers Commissioning Plan 2011 – 2015.
Financial Cost	There are no financial implications associated with this report.
Relevant Policy Overview Committee	Social Services, Housing & Public Health
Ward(s) affected	All

2. RECOMMENDATION

That Cabinet approves the Joint Commissioning Plan for Adults of All Ages with Mental Health Problems (2013-15), amended as a result of consultation.

Reasons for recommendation

Delivery of the Plan will improve mental health and wellbeing, customer experience of mental health services and outcomes from treatment and support.

Alternative options considered / risk management

The alternative is not to approve the Plan or require further amendments prior to approval.

Policy Overview Committee comments

The previous Social Services, Health & Housing Policy Overview Committee in 2012/13, recommended that the Council and CNWL should work in partnership through the Mental Health Partnership Board in order to ensure that there is access to excellent outreach services in the community for all service users and their carers. In particular, the following areas required attention from the partners:

- Identifying needs and early identification
- Information and support for users and carers
- Enabling people to make choices, balancing risks and community involvement
- Partnership working
- Staff training and development
- Learning from best practice
- Use of resources

The Plan has been revised to incorporate the recommendations and findings from the POC Review undertaken from September 2012 to January 2013.

3. INFORMATION

Background

1. In March 2012, Hillingdon Council and Hillingdon's Clinical Commissioning Group (CCG) jointly initiated a refresh of the 2008 plan for adults with mental health problems aged 18-64 years¹. It was agreed that the revised plan would include a focus on improving services for people with dementia.

2. In December 2012, Cabinet and the CCG approved the Joint Commissioning Plan for Adults of All Ages with Mental Health Problems 2013-15, subject to public consultation.

3. The Council and the CCG have since jointly undertaken a 12 week public consultation programme which commenced on 24 January 2013 in order to seek the views of service users, carers, service providers and the people living and/or working in Hillingdon.

¹A strategy for adult services for mental health and wellbeing, 2008-13, NHS Hillingdon and London Borough of Hillingdon, 2008

National Context

4. The new Plan will support the local delivery of the national direction for mental health services as described in No Health Without Mental Health². This acknowledges the importance of mental health and wellbeing for individuals, bringing together priorities for adults and older adults into a single document with 6 key outcomes specified for people of all ages with mental health problems:

- More people will have *good* mental health
- More people with mental health problems will *recover*
- More people with mental health problems will have *good physical health*
- More people will have a *positive experience* of care and support
- Fewer people will suffer *avoidable harm*
- Fewer people will experience *stigma and discrimination*

Mental Health Services in Hillingdon

5. The new Plan builds on the strengths and addresses the development areas for services for adults with functional mental health problems in Hillingdon:

Mental Health Service Provision for Adults: Strengths

- Some aspects of primary care of mental health problems are strong e.g. a higher percentage of patient on Coronary Heart Disease and diabetes registers have been screened for depression (89.5% compared to 88.5%)
- The balance of investment in community based support and services is relatively high compared to benchmark comparator groups
- The rate of readmission to inpatient services is low
- Hillingdon's use of secure and high dependency services is low as evidenced by low levels of expenditure.
- For its population need, Hillingdon has a larger mental health employment scheme caseload than the London average

Mental Health Service Provision for Adults: Areas for Development

- Expenditure on residential care is greater than Hillingdon's comparators (39% of care costs in 2011/12 compared to an average in London of 31%)
- There are inequalities in the rate of admission to inpatient services in Hillingdon; the rate for white ethnic groups in Hillingdon is 30% lower than the England average for all ethnic groups but the admission rate for black ethnic groups is 47% higher than the England average
- The rate for alcohol related harm is higher than the London average
- Hillingdon has only a small investment in services that respond to the needs of people with depression and anxiety (Improving Access to Psychological Therapies (IAPT) initiative)
- Hillingdon has no community team for eating disorder or for people with forensic needs

² No health without mental health – a cross-government mental health outcomes strategy, DH, 2011

- There are gaps in the assessment, treatment and support available for people diagnosed with dementia and their carers. Crisis support has been identified as a significant gap.
- Most of the specialist dementia provision is provided in bed based hospital services. The average length of stay is 119 days and the majority of admissions to these services are from residents' own homes - 62%. However, 64% of residents are discharged to nursing homes
- The waiting times for memory assessment and diagnosis is up to 6 months, which leads to delays in the provision of support and treatment.

The Vision for Hillingdon's Adult Mental Health Services

6. The new strategy for Hillingdon aims to promote recovery, mental health and wellbeing underpinned by an overarching vision:

People with mental health problems and their carers living in Hillingdon should benefit from opportunities for positive mental well-being which includes:

- Involvement with community, friends and family
- Meaningful occupation, learning and leisure
- Good health care
- Good housing
- Financial security
- Access to all of the above for people with significant mental health problems as well as access to specialist services which provide for their individual needs and preferences
- Promoting recovery from the effect of mental health problems

Services should support people with mental health problems to recover and ensure that both they and their carers:

- Are supported to live a normal life as far as possible
- Are empowered to take control of their lives
- Are fully involved in the planning and delivery of services
- Are included in local communities and activities
- Are not stigmatised or discriminated against on any grounds
- Have easy access to up to date and accurate information
- Have options in the choices of high quality care and support available locally
- Have personalised care plans that are built around their needs and wishes
- Are supported with services that promote and enable recovery and wellbeing

Priorities within Hillingdon's Plan

7. The revised Plan continues to build on the priorities identified in 2008:

- Support for carers
- Crisis support
- Support at home when unwell
- Access to psychological therapies
- Information about services and treatment

8. In addition, the new Plan targets a number of areas for improvement over the next 2 years:

- Promoting community based care - shifting the setting of care to community settings wherever possible, enabled by investment in primary care based mental health services
- Improving the infrastructure for support and information in the community
- Improved dementia assessment, treatment and support
- Addressing inequalities and tackling exclusion
- Improving the quality and effectiveness of services as well as the efficiency and value for money of services
- Improving the way in which care is delivered so that care is
 - Personalised
 - Targeted to address the issues of greatest concern to the individual
 - Focussed on recovery and outcomes
 - Effectively co-ordinated and seamless
- Improve the times for memory assessment through reconfiguration of inpatient services and investment in a Memory Assessment Service.

Key actions within Hillingdon's Plan

9. The actions proposed to improve mental health services for **adults with functional illness** are:

- Ensuring early intervention and promoting mental health and wellbeing in all communities
- Establishing a joint approach and improving mental health services assessment, treatment and support in primary care
- A greater focus on recovery
- Developing alternatives to residential care
- Reducing incidents of suicide
- Developing and implementing clear customer pathways for integrated care
- Improving support to carers, including during crises
- Providing interventions that address the needs of people who required specialised assessment, treatment and support
- Maximising the contribution of voluntary/community services, service users and carers

10. The actions proposed to improve services for **older adults with functional mental health problems and/or dementia** are:

- Supporting people in their own homes for as long as possible
- Promoting awareness of dementia and increasing the rate of diagnosis
- Improving the co-ordination of care through improved assessment and multi-disciplinary working in primary care
- Reducing reliance on acute mental health beds
- Commissioning a dementia resource centre
- Developing the infrastructure for community based assessment, treatment and support
- Maximising the contribution of the voluntary sector
- Providing specialist advice to residential and nursing home services
- Improving support to carers to enable them to continue in their caring role
- Developing care pathways for people with early onset dementia as well as people with a learning disability and dementia

What success will look like:

11. As a result of the successful delivery of the Plan, Hillingdon's residents should expect to see:

- Improved mental health and wellbeing in the population as a whole
- Improved access, diagnosis and earlier intervention for both the general population and for disadvantaged groups with mental health problems
- A co-ordinated approach to assessment, treatment and support for both physical and mental health needs
- A shift from bed and secondary care based services to community and primary care based assessment, treatment and support, with this being delivered as close to people's homes as possible
- Improved access to specialist assessment, treatment and support for those who need it
- Greater choice and flexibility in the range of housing and options for personalised support
- A focus on supporting recovery and real outcomes for individuals
- Priority given to improving support to retain or secure employment
- Increased control and choice for service users and carers through the provision of more accessible information and advice and increased involvement in service development and delivery

Next steps

12. A joint Mental Health Transformation Group will be set up and implementation of the Plan will commence subject to CCG and Cabinet approval of the Plan. The Group will monitor achievement of the agreed outcomes.

Financial Implications

13. There are no direct financial implications contained this report. Any future services commissioned in line with this Commissioning Plan will be subject to the relevant authorisation process.

4. EFFECT ON RESIDENTS, SERVICE USERS AND COMMUNITIES

What will be the effect of the recommendation?

14. The Plan will give focus to the drive to improve quality, effectiveness and efficiency of services for adults of all ages with mental health problems in Hillingdon and deliver the key outcomes required from mental health services.

15. An Equality Impact Assessment has been completed and is available to members on request.

Consultation Carried Out or Required

16. The Council and Hillingdon CCG undertook joint consultation on the Plan from 24 January to 17 April 2013. The consultation consisted of:

- An online invitation to members of the public to submit comments on the strategy

- 2 public consultation events
- Discussions at regular forums including
 - Mental Health Service User and Carer Forum
 - Mental Health Carers group
 - Oak Tree Group (Local service user forum)
 - Re-Think carers group

17. During the consultation, there was engagement with statutory sector organisations (including Council Members and officers, Hillingdon CCG and CNWL), voluntary and independent sector organisations, service users and carers.

18. There was strong support for the strategy evidenced throughout the consultation process. The following areas were particularly commented upon as positive elements of the Plan:

- The overall strategic direction including the specific priorities for improvement
- The partnership approach between the Council and the NHS to the future development and delivery of services
- The proposed shift from a bed to a community/home treatment based service
- The recognition of the importance of improving the co-ordination of care
- The focus on improving recovery and outcomes
- The recognition of the need to address mental health inequalities
- The consultation process itself and the open and inclusive approach that had been adopted by the Council and the CCG

19. The Plan has now been revised in accordance with the feedback received as part of the consultation as well as the Policy Overview Committee review. The following are the key changes made as a result of consultation:

Overall change to the Plan	Detail
The addition of new priorities	<ul style="list-style-type: none"> • Recovery • Developing community and primary care based mental health services) • Improved diagnosis, assessment, treatment and support for people with dementia • Developing the network of support in the community e.g. through the development of community groups, the voluntary sector and initiatives such as peer support, advocacy and befriending services
The development of an implementation plan for year 1 of the plan (2013-14)	<ul style="list-style-type: none"> • To ensure the best use of resources. • To improve the mental health and wellbeing of the population of Hillingdon.

with 5 key strategic priorities:	<ul style="list-style-type: none"> • To improve support to carers enabling them to continue in their caring role and to enjoy quality of life for themselves. • To provide care closer to home by increasing access to community based assessment, treatment and support. • To improve access to evidence based assessment, treatment and support for people with dementia and their carers.
Changes to the vision statement to:	<ul style="list-style-type: none"> • Include carers in order to acknowledge their contribution and the need to provide effective support, information and advice. • Emphasise the focus on promoting recovery. • Emphasise the intention to empower service users and carers. • Emphasise the need to focus on promoting high quality care and support.

20. In addition, the following areas already contained within the Plan have been strengthened as a result of consultation feedback:

- a) Ensuring that service users and carers continue to be fully informed, involved and engaged in service delivery and development by developing a vibrant, empowered user/carer movement.
- b) Providing effective leadership and adopting a partnership approach to service improvement and delivery.
- c) Prioritising mental health promotion and prevention, in particular challenging and tackling stigma.
- d) Promoting recovery.
- e) Emphasising the intention to provide assessment, treatment in the home as far as possible.
- f) Supporting staff to develop new ways of working and achieve the significant cultural shift needed to achieve the required improvement in outcomes for service users and carers.
- g) Prioritising the provision of support to enable people to gain or retain employment.
- h) Improving access to services and providing robust and accessible information, advice and support for service users and carers (including review of the Council's website and directory of services).
- i) Ensuring more timely access to housing by ensuring closer working between mental health services and the Council's housing teams.
- j) Ensuring the development of a life course approach, ensuring a seamless transition from child and adolescent to adult mental health services, ensuring that the needs of children

and adolescents whose parents are diagnosed with mental health problems are addressed and that support is offered to young carers.

- k) Ensuring that people are properly supported as they leave services and know how to re-access support if necessary.
- l) Prioritising staff training and development for staff, including ensuring that those who are in the front line working with the wider population have mental health first aid training.
- m) Consideration of the potential for greater independence offered by the use of assistive technologies.
- n) Developing a single point of access to services for people with dementia and their carers.
- o) Focussing on the quality of services.

21.. The timescale for implementation of the Plan has been extended from 2 to 3 years in order to give sufficient time to work with key partners to achieve the significant changes in service models and culture. This extension also aligns the actions to the timescales in the Hillingdon CCG recovery plan and the Council's strategic plans for social care.

5. CORPORATE IMPLICATIONS

Corporate Finance

22. The total combined budget for services providing support to adults of all ages with mental health problems provided by the Council, NHS Hillingdon and Hillingdon Clinical Commissioning Group is estimated to be in excess of £40m per annum. This report sets out a commissioning plan to improve outcomes for people with mental health problems of all ages. This commissioning plan, linked with the ongoing transformation of Social Care services and the development of the Supported Housing Programme, is key to the delivery of significant savings for 2013/14 and future years within the Council's MTFF.

Legal

23. This report seeks Cabinet's approval of the Joint Commissioning Plan following a period of public consultation. The Commissioning Plan sets out how the Council will commission service for clients with mental health problems and legal advice is always available to ensure that the Council meets its statutory obligations to clients with a mental health problem.

24. The Borough Solicitor confirms that there are no legal impediments to Cabinet approving this Commissioning Plan.

6. BACKGROUND PAPERS

NIL

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Promoting mental wellbeing and enabling recovery from mental health problems in Hillingdon

Hillingdon's Joint commissioning plan for adults of all ages with mental health problems 2013-16

June 2013

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EXECUTIVE SUMMARY

In March 2012, Hillingdon Clinical Commissioning Group (Hillingdon CCG) and the London Borough of Hillingdon (LBH) initiated a refresh of the strategy for adults with mental health problems aged 18-64 years¹ and

¹ A strategy for adult services for mental health and wellbeing, 2008-13, NHS Hillingdon and London Borough of Hillingdon, 2008

the development of a plan to improve services for people with dementia in order to create a new all age adult mental health services strategy/plan.

In 2011, the government refreshed the strategic direction for mental health services publishing 'No health without mental health' – a cross-government mental health outcomes strategy². The strategy acknowledges the importance of mental health and wellbeing for individuals and the country's social and economic status and adopts a "lifecourse" approach bringing together priorities for children, adults and older adults into a single document. 6 key outcomes are specified for people with mental health problems of all ages:

- More people will have good mental health
- More people with mental health problems will recover
- More people with mental health problems will have good physical health
- More people will have a positive experience of care and support
- Fewer people will suffer avoidable harm
- Fewer people will experience stigma and discrimination

These are reflected in the key objectives in the new Hillingdon plan which have been carried forward from the 2008 strategy as they remain relevant:

- Adults of all ages living in Hillingdon with mental health problems should be able to:
 - Live a normal life as far as possible
 - Be included in local communities and activities

² No health without mental health – a cross-government mental health outcomes strategy, DH, 2011

- Not be stigmatised or discriminated against on any grounds
- Have easy access to up to date and accurate information
- Have options in the choices of care available locally
- Have personalised care plans that are built around the wishes of each individual and their carers
- Be supported with services that promote and enable recovery and well-being

National estimates suggest that 1 in 4 people will develop a mental health condition during their lifetime and this can range from depression to dementia. Mental health problems have traditionally been divided into 2 main groups:

- **Organic disorders:** Identifiable brain malfunction
- **Functional disorders:** Disorders not caused by structural abnormalities of the brain:
 - **Neurosis:** severe forms of normal experiences such as low mood, anxiety
 - **Psychosis:** severe distortion of a person's perception of reality

The level of deprivation impacts on the mental health status of a population and therefore its need for mental health services. Mental health need in Hillingdon is estimated to be 18 percent lower than the England average. With the adult population growing at approximately 1 percent per annum, and a higher rate of increase for older adults - approximately 7 percent per annum, there will have been a slight, but not significant change to 2012.

It is estimated that there are 2,584 adults with dementia in Hillingdon. This is likely to increase by approximately 10% (240 people) between

2012 and 2020³. 75% of the increase can be attributed to people aged 85 and over.

The plan builds on the strengths and addresses the weaknesses of services for adults with functional mental health problems in Hillingdon:

- Some aspects of primary care of mental health problems e.g. a higher percentage of patient on Coronary Heart Disease (CHD) and diabetes registers have been screened for depression (89.5% compared to 88.5%)
- Investment in home support services i.e. community based support is relatively high
- Investment in community based mental health services is proportionately (1%) higher than the average for benchmark comparator groups, i.e. the rest of London, thriving London periphery and the rest of England, whilst investment in inpatient services is 3% less
- The rate of readmission to inpatient services is low
- For its population need, Hillingdon has a larger mental health employment scheme caseload than the London average
- Expenditure on residential care is greater than Hillingdon's comparators (39% of care costs in 2011/12 compared to an average in London of 31% and a low figure of 8%)
- The rate of contact with secondary care in community mental health services is high compared to the London average
- There are inequalities in the rate of admission to inpatient services in Hillingdon; the rate for white ethnic groups in Hillingdon is 30% lower than the England average for all ethnic groups but the admission rate for black ethnic groups is 47% higher than the England average

³ These numbers include adults aged under 65 with dementia but the numbers are very small (approx. 55)

- The rate for alcohol related harm is higher than the London average
- Hillingdon has only a small investment in services that respond to the needs of people with depression and anxiety (Improving Access to Psychological Therapies (IAPT) initiative)
- Hillingdon's use of secure and high dependency services is low as evidenced by low levels of expenditure.
- Hillingdon has no community team for eating disorder or for people with forensic needs

It addresses the key concerns relating to services for people with dementia and their carers:

- The waiting times for memory assessment and diagnosis is up to 6 months, which leads to delays in the provision of support and treatment. This is about to be addressed through reconfiguration of inpatient services leading to a reduction from 40 to 25 beds and re-investment in a Memory Assessment Service from November 2012
- There are gaps in the assessment, treatment and support available for people diagnosed with dementia and their carers, in particular, gaps in the provision of crisis support
- Most of the specialist dementia provision is provided in bed based hospital services. The average length of stay is 119 days and the majority of admissions to these services are from residents' own homes - 62%. However, 64% of residents are discharged to nursing homes

There is significant investment by both Hillingdon CCG and LBH in services for adults with mental health problems in Hillingdon. In 2011/12 Hillingdon CCG invested £27.2, with £4.8m being invested in services for older adults. During 2011/12 LBH invested £5.9m in supporting adults of

working age with mental health problems. LBH also spent £7m in supporting people with dementia.

The work undertaken to develop the strategy indicates that there is potential for significant improvement to the efficiency and effectiveness of the services in question through adoption of an integrated, whole systems approach, building on the current strength of GPs in managing adults with mental health problems in the community. It has been agreed that services should be personalized and community based with a focus on recovery and improved outcomes. Improvement will be achieved through effective partnership working that enables service reconfiguration and redesign, leading to a shift from a bed based to community based service with treatment provided at home as far as possible, and achieving a shift from secondary to primary care assessment, treatment and support. There will be a focus on monitoring and evidencing performance and improvements.

The key actions proposed to improve mental health services for adults with functional illness are:

- Ensuring early intervention and promoting mental health and wellbeing in all communities
- Strengthening the partnership between stakeholders, including service users and carers and establishing a joint approach to the improvement of mental health services assessment, treatment and support in primary care
- Developing and implementing integrated care pathways
- Improving support to carers, including during crises
- Creating personalised alternatives to residential care
- Ensuring effective assessment, treatment and support for people with specialist needs
- Maximising the contribution of voluntary and community services
- Involvement of service users and carers

- Informed priority setting
- Reducing incidents of suicide
- A focus on empowerment, recovery and outcomes

To support delivery of these changes and the overall improvement of assessment, treatment and support for adults with mental health problems in Hillingdon, Hillingdon CCG and LBH will provide strong leadership, adopting a partnership approach with all stakeholders including CNWL to integrate plans to implement personalisation, improve the range and quality of accommodation and ensure support for employment and training and community based activities and support initiating the following specific action:

- Improve the primary care based mental health services infrastructure – by implementing the “shifting settings of care” workstreams prioritised from the NW London Mental Health Integrated Care Pathway (ICP) /Strategy
- Improve the range of accommodation and support available in the community
- Improve the efficiency and reduce the cost of services

The key actions proposed to improve services for older adults with functional mental health problems and/or dementia are:

- Supporting people in their own homes for as long as possible
- Increasing the rate of diagnosis of dementia
- Improving the co-ordination of care through improved assessment and multi-disciplinary working in primary care
- Promoting awareness of dementia
- Reducing reliance on acute mental health beds
- Developing the infrastructure for community based assessment, treatment and support
- Maximising the contribution of the voluntary sector

- Commissioning a dementia resource centre
- Providing specialist advice to residential and nursing home services
- Confirming the resources available to continue the psychiatric liaison pilot at The Hillingdon Hospital
- Improving support to carers to enable them to continue in their caring role
- Developing care pathways for people with early onset dementia
- Developing care pathways for people with a learning disability with dementia

This will be achieved by implementing the revised care pathways and plans for specialist mental health services for older adults developed during 2012-13 by the multi-agency strategy group and building on the new intermediate care services being put in place for older adults.

As a result of the above, the population of Hillingdon should expect to see:

- Improved access for the general population and for disadvantaged groups
- Improved dementia diagnosis rates
- A shift from bed and secondary care based to community and primary care based assessment, treatment and support
- Inequalities for black and minority ethnic (BME) communities and disadvantaged/vulnerable people being addressed
- Mental health and wellbeing in the population as a whole being promoted
- Improved access to crisis support
- Provision of assessment, treatment and support as close to people's homes as possible, ensuring that specialist bed based and community services are accessed only when this is the best option to support recovery

- A focus on recovery and outcomes and personalised approaches to assessment, treatment and support
- Service users empowered through the promotion of choice and control and provision of easy access to information and advice
- Services that are informed by best practice and evidence of need and performance
- Carers being supported, having choice and control and being empowered through easy access to information and advice
- Best use of available resources being made to achieve value for money outcomes for residents

A plan to deliver the required improvements identifying both the joint and individual action required by Hillingdon CCG and LBH to improve services working with key partners has been agreed. See Figure 15 below. Through the process of consultation on the strategy and implementation plan and the LBH Policy and Overview Committee review of adult mental health services that was undertaken from September 2012 to January 2013, feedback was received that will be used to inform implementation of each element of the plan. The feedback received is summarised at Appendices 5 and 6. An implementation plan for year 1 of the strategy (2013-14) is included at Appendix 7. A full equalities impact assessment for the strategy was carried out following the consultation process. No negative indicators for equality were identified through this process. See Appendix 8.

PART 1: INTRODUCTION

1.1 Definitions of mental health disorder

There are many definitions of mental health but most would agree that it consists of a set of outwardly observable skills, attributes and behaviours (such as the ability to live productively, adjust to change and to maintain satisfying relationships with others) and a set of personal emotions and thoughts (such as enjoyment of life, a sense of self-worth and empathy).

The term 'mental health problem' is used in this document to describe the full spectrum of mental health issues, from common experiences such as 'feeling depressed' to more severe clinical symptoms such as clinical depression and enduring problems such as schizophrenia. Mental health problems have traditionally been divided into 2 main groups:

- **Organic disorders:** Identifiable brain malfunction
- **Functional disorders:** Disorders not caused by structural abnormalities of the brain: **Neurosis:** severe forms of normal experiences such as low mood, anxiety and **Psychosis:** severe distortion of a person's perception of reality

Terminology for mental health problems varies considerably across professions and cultures, according to prevailing attitudes towards mental health and current understanding. The following terms have been adopted for this plan:

- **Common mental health problems:** e.g. anxiety, depression, phobias, obsessive compulsive and panic disorders
- **Severe and enduring mental health problems:** e.g. psychotic disorders (including schizophrenia) and bipolar affective disorder (manic depression)
- **Personality disorder:** an enduring pattern of inner experience and behaviours that deviate markedly from the expectation of the individual's culture, is pervasive and inflexible, has an onset in adolescence or early adulthood, is stable over time and leads to distress or impairment

More recently, a system of clustering mental health problems into care clusters has been adopted as shown in Figure 1 below.

Figure 1: Mental health care clusters

Cluster no.	Cluster label	Cluster review interval (maximum)
00	Variance	Annual
01	Common mental health problems (low severity)	12 weeks
02	Common mental health problems	15 weeks
03	Non-psychotic (moderate severity)	6 months
04	Non-psychotic (severe)	6 months
05	Non-psychotic (very severe)	6 months
06	Non-psychotic disorders of overvalued Ideas	6 months
07	Enduring non-psychotic disorders (high disability)	Annual
08	Non-psychotic chaotic and challenging disorders	Annual
09	DO NOT USE: Blank cluster (previously drug and alcohol)	N/A
10	First episode in psychosis	Annual
11	Ongoing recurrent psychosis (low symptoms)	Annual
12	Ongoing or recurrent psychosis (high disability)	Annual
13	Ongoing or recurrent psychosis (high symptom and disability)	Annual
14	Psychotic crisis	4 weeks
15	Severe psychotic depression	4 weeks
16	Dual diagnosis (substance abuse and mental illness)	6 months
17	Psychosis and affective disorder difficult to engage	6 months
18	Cognitive impairment (low need)	6 months
19	Cognitive impairment or dementia (moderate need)	6 months
20	Cognitive impairment or dementia (high need)	6 months
21	Cognitive impairment or dementia (high physical need or engagement)	6 months

Clusters 1-17 can be categorised as functional mental health problems. Clusters 18 – 21 can be categorised as organic mental health problems.

1.2 The approach to developing the adult mental health strategy

Written in 2008, the current strategy for adults with mental health problems aged 18-64 years addresses the needs of adults of “working age” with functional mental health problems. The needs of people with

either or both functional mental health problems and/or dementia aged 65 years and over are addressed separately within older people's mental health services. The intention of this separation is to facilitate access to services for older adults who require support for their mental health problems through the ageing process. However, it is now recognised that a single cut off in age – 65 years – does not adequately reflect individual difference/need as people and that this approach is in fact discriminatory.

In line with national policy, it has therefore been agreed that there will be a pathway for adults of all ages with functional mental health problems and separate pathway for older adults with functional mental health problems who are physically frail and/or have dementia. In addition, as the latter pathway may not allow the differential needs of younger adults with dementia (early onset dementia) to be addressed appropriately, there will be a further pathway for this client group. The needs of adults with early onset dementia are usually addressed appropriately by the community team for adults with mental health problems who are physically frail and/or have dementia.

The strategies to support improvement of services to deliver the pathways for adults and older adults stand alone but are brought together into a single document as a plan for services for adults with mental health problems of all ages in Hillingdon 2012-15⁴.

The new strategy builds on the joint work undertaken during and since 2008 and describes the individual and joint action that both Hillingdon CCG and LBH intend to take. Current resources and the performance of both health and social care services are assessed and the need and

⁴ *Throughout this document, the term adults with mental health problems is used to refer to adults of all ages with functional mental health problems who do not require access to services for older adults with mental health problems. The term older adults with mental health problems is used to refer to physically frail older adults with functional mental health problems and/or dementia whose needs are more appropriately met outside the pathway for adults with functional mental health problems

potential for improvement of both health and social care services for adults with mental health problems in Hillingdon is identified.

1.3 London Borough of Hillingdon: profile

1.3.1 General characteristics of Hillingdon and health and social profile

Hillingdon is a diverse, prosperous borough in West London. It is the second largest of London's 32 boroughs covering 42 square miles. The borough is bordered by Hertfordshire, Buckinghamshire, Hounslow, Ealing, and Harrow. The north of the borough is semi-rural and Ruislip is the major centre of population. The south is more densely populated and urban and contains the administrative centre of Uxbridge and towns of Hayes and West Drayton. Hillingdon is home to Heathrow Airport and the largest RAF air station at RAF Northolt.

The estimated population of Hillingdon is 266,100⁵. There is a significantly larger proportion of people in younger age groups (5-19 years) in comparison to England and London. The population of older age groups (50+) is larger than London but smaller than England. However, the population of 25-44 year olds is less than the London average but still larger than England, especially the female population.

The population aged 16-64 years in Hillingdon is growing by approximately 1% per annum. It is estimated that there are currently 36,200 people aged 65 year and over in the Borough. This number is projected to increase by to 38,600 – 7% – from 2012 to 2017. The number of people aged 85 and over is expected to increase to 5,400 within this period – 11 %. 89% of the older adult population are white with the remainder coming from black or minority ethnic (bme) backgrounds.

⁵ ONS 2010 mid-year population estimates

It is estimated that there are 4,778 households with occupants who are frail elderly within the borough. Nearly a quarter of these are thought to be living in unsuitable housing. It is estimated that 13,495 older people are living alone in Hillingdon. It is predicted the population of older people living alone would have increased by 6% to 14,313 by 2016. 74% of Hillingdon's population aged over 60 are owner occupiers and of this 67% own their homes outright. Approximately 22% of older adults live in the social rented sector and only 4% in private rented accommodation. Approximately 14% of older adults live on their own. Stroke is a major cause of disability and in 2010/11 (the last year for which validated data is available) 3,305 people were reported by GPs as living with stroke. This is projected to increase to 4,351 by 2015. Currently there are 12,783 people over the age of 65 who have diabetes.

BME communities made up approximately 32% of the population of Hillingdon in 2011, an increase of 12% since 2001. The largest ethnic minority community is Asian-20%, of which 12% is Indian. The Black African population is 4% of the total population. A further 20% increase is projected to 2020. There are significant numbers of asylum seekers and refugees in Hillingdon putting significant pressure on providers in terms of the need to understand and respond to cultural differences and having to respond to individual behaviours.

Life expectancy for men in Hillingdon for 2008-10 was 78.7 years which was similar to London and England averages; and the female life expectancy for Hillingdon was 83.4 years significantly higher than the England average, but similar to London average. Life expectancy for men and women has increased on average by at least 2.5 years during the past 15 years. Geographic areas in the south of the borough have generally lower life expectancy than those in the north and whilst the Standardised Mortality Ratio (SMR) for Hillingdon is similar to London and England and improving, the SMR in the most deprived communities has been worsening.

Hillingdon is 157th out of 354 most deprived districts in England and 24th out of 33 most deprived London boroughs. However it is constituted of demographic zones ranging from very deprived to very affluent. The north of the borough is semi-rural with large sections of green belt land; the south of the borough is more urban and densely populated with some areas falling in the most deprived 20% nationally. Over a quarter - 26% - of all children in Hillingdon are living in poverty as compared with 22% in England and 30% in London. There is a high burden of households needing support for physical disabilities including frail elderly frail adults and there are significant health inequalities within the borough – life expectancy can vary by as much as 8.1 years for males between wards, and 7.4 years for females.

1.3.2 Profile of mental health need in Hillingdon

The level of deprivation and social status of people within a particular population has a significant impact on its mental health status and therefore its need for mental health services. Mental health need in Hillingdon is estimated to be 18 percent lower than England as a whole for the first two indices that are applicable to mental ill health—mental illness needs index (MINI) and mental illness needs index 2000(M2K).

Functional illness

Table 1 below shows the estimate of weekly prevalence of mental health problems in the age range 16-64 years used in the latest (2008) mental health joint strategic needs assessment (JSNA) for the Hillingdon GP

registered population⁶. With the adult population growing at approximately 1 percent per annum and a higher rate of increase for older adults of approximately 7 percent per annum, there will have been a slight, but not significant change in these figures to 2012.

Table 1: Estimate of the incidence of functional illness in Hillingdon

Incidence of Functional Illness in Hillingdon	
Psychotic illness	730
Mixed anxiety and depression	16,780
Generalised depression	8,570
Depressive Episode	5,110
All phobias	3,470
Obsessive compulsive disorder	2,290
Panic disorder	1,280
All Neurosis	31,550
Drug dependence	7,660
Alcohol dependence	14,770

Dementia

It is estimated that there are 2,584 adults with dementia in Hillingdon. Projections suggest that this number will increase by approximately 10 % (240 people) between 2012 and 2020⁷. 75% of the increase can be attributed to people aged 85 and over with anticipated growth of approximately 10% (from 1167 to 1280 people) within this period. See Table 2 below for estimated numbers of people with dementia in the Hillingdon population 2008 to 2025.

Table 2: Estimated prevalence of dementia (all ages) in Hillingdon 2008 – 2025⁸

⁶ Hillingdon Joint Strategic Needs Assessment, Hillingdon PCT and London Borough of Hillingdon, 2008
⁷ These numbers include adults aged under 65 with dementia but the numbers are very small (approx. 55)
⁸ Sources: Dementia UK. GLA low estimate populations (2008 based) projections for 2008-2025

Year	Early Onset	Mild	Moderate	Severe	Total	Increase on 2012 (%)
2008	56	1,328	776	308	2,468	/
2012	57	1,392	810	325	2,584	/
2015	59	1,414	831	334	2,638	2.9
2020	63	1,511	890	360	2,824	10.2
2025	66	1,612	951	387		17.7

853 people – 30% of the estimated number of adults were registered with GPs as having dementia in 2010/11 (the last year for which validated data is available).

People with learning disabilities who have dementia

People with learning disabilities are more susceptible to dementia as they age more quickly than the general population. Projections suggest that the number of people with learning disabilities living into old age is increasing and it is predicted that there will be an increase of 7% - from 13,495 to 14,313 - older people with learning disabilities between 2012 and 2016.

1.4 The national context for the delivery of mental health services for adults of all ages

1.4.1 The national context for the delivery of services for adults with mental health problems

The importance of mental wellbeing for individuals and the country's social and economic status has been increasingly recognised over the last 15 years. As a result, improvement of mental health services has increasingly been prioritised by the government. 1999 saw the publication of the National Service Framework for Mental Health Services⁹ (NSF). This specified the approach to delivery and the range of services that should be commissioned to ensure that both people with common mental health problems and people with serious mental illness were able to access the assessment, treatment and support they need. Almost 10 years later, New Horizons: A shared vision for mental health services¹⁰ was published. This laid out a multi-stakeholder vision for mental health services and adopted a broad view of the action needed to promote the emotional wellbeing and mental health of the nation as a whole, clearly specifying the role of wider public health and community infrastructures in promoting emotional wellbeing and mental health.¹¹ In 2011, the public health strategy, No health without mental health¹¹ reinforced this message and laid out plans to ensure improvement.

Over the past 10 years, increasing importance has been given to delivering personalised, person centred, effectively co-ordinated assessment, treatment and support for individuals and their carers. In addition, a “life course” approach to mental health services provision has been adopted. There has also been an increasing emphasis on ensuring the effectiveness and efficiency of services, with a focus on ensuring and measuring recovery from mental health problems. Identifying ways of measuring outcomes for individuals and the population as a whole has therefore become increasingly important.

⁹ The National Services Framework for Mental Health Services in England, DH, 1999
¹⁰ New Horizons: A shared vision for mental health services, DH, xxx
¹¹ No health without mental health, DH, 2011

Delivery of personalised, recovery and outcomes orientated services is the focus of the 2011, mental health strategy, No health without mental health: a cross government mental health outcomes strategy for people of all ages¹² and the 2012 implementation guide¹³. Over this period, the role of carers and the need to support them, the need to recognise and respond to individual preferences and life choices, including responding to the needs of people from different black minority and ethnic backgrounds and the need to ensure protection (safeguarding of the rights) of individuals who are vulnerable as a result of their mental health problems have come to the fore.

The concept of recovery has developed significantly over this period. In mental health, ‘recovery’ is summarised in Figure 2 below.

Figure 2: The concept of recovery in mental health¹⁴

RECOVERY is the process through which people find ways of living meaningful lives with or without ongoing symptoms of their condition. Users of mental health services have identified 3 key principles:

- The continuing presence of hope that it is possible to pursue one's personal goals and ambitions
- The need to maintain a sense of control over one's life and one's symptoms
- The importance of having opportunities to build a life 'beyond illness'

In 2011, The Centre for Mental Health and the NHS Confederation's Mental Health Network were commissioned to pilot an approach to organisational change based on promoting recovery. The Implementing Recovery Through Organisational Change (ImROC) project is a new

¹² No health without mental health: a cross government mental health outcomes strategy for people of all ages, DH, 2011
¹³ No health without mental health: a cross government mental health outcomes strategy for people of all ages: Implementation Guide, DH, 2012
¹⁴ Supporting Recovery in Mental Health, Mental Health Network, NHS Confederation, Briefing Issue 244, June 2012

approach to helping people with mental health problems that aims to change how the National Health Service (NHS) operates so it can focus more on helping those people with their recovery. Organisations that have adopted this approach have been shown to support significant improvement to the mental health status and quality of life of service users.

Recovery is one of 6 outcomes required for people with mental health problems that have been clearly specified in No health without mental health: a cross government mental health outcomes strategy for people of all ages¹⁵. See Figure 3 below.

Figure 3: Outcomes for people with mental health problems 2012¹⁶

- More people will have good mental health
- More people with mental health problems will recover
- More people with mental health problems will have good physical health
- More people will have a positive experience of care and support
- Fewer people will suffer avoidable harm
- Fewer people will experience stigma and discrimination

In essence, this means that “more people who develop mental health problems will have a good quality of life – greater ability to manage their own lives, stronger social relationships, a greater sense of purpose, the skills they need for living and working, improved chances in education, better employment rates, and a suitable and stable place to live”¹⁷. A key feature of the current context for mental health services delivery is the focus on early intervention and the promotion of health and wellbeing. There is an increased understanding of the impact of mental

¹⁵ No health without mental health: a cross-Government mental health outcomes strategy for people of all ages, DH, 2011

¹⁶ No health without mental health: a cross-government mental health outcomes strategy for people of all ages: Implementation plan, DH, 2012

¹⁷ No health without mental health: a cross-government mental health outcomes strategy for people of all ages: Implementation plan, DH, 2012

health on physical health and the overall wellbeing of the population. Responsibility for addressing this area of health and social care policy lies with public health departments.

Responsibility for public health will be transferred from the NHS to local authorities from April 2013. Health and Wellbeing Boards (HWWBs), bringing together local councillors, GPs and directors of public health, adult and children's services have been established to ensure a coordinated approach to addressing the health and wellbeing of local communities. The HWWBs aim to work with the local community to improve the health and wellbeing of the local population and reduce health inequalities. They also have a responsibility to promote integrated approaches to health and social care services and provide a setting to work with wider partners to address the other key influences on health such as housing and education. In order to identify local priorities, the HWWBs are required to undertake a detailed assessment of local needs (JSNA) to assist with the identification of local priorities and how they can be addressed. The JSNA therefore underpins the health and wellbeing strategy.

1.4.2 The national context for the delivery of mental health services for older adults with mental health problems

Improving mental health services for older people has been prioritised recently. Standard Seven of the Older People's National Service Framework¹⁸ and later publications such as Forget Me Not¹⁹ Securing Better Mental Health for Older Adults²⁰, Everybody's Business²¹ and Raising the Standard²² specifically addressed the mental health needs of

¹⁸ Older People's National Service Framework DH, 2001, London

¹⁹ "Forget Me Not", Audit Commission, 2000, 2002, London

²⁰ "Securing Better Mental Health for Older Adults", DH, 2005, London

²¹ "Everybody's Business", CSIP, 2005, London

²² "Raising the Standard" Royal College of Psychiatrists, 2006, London

older adults. These documents were followed by the Clinical Guideline 42: Dementia, supporting people with dementia and their carers in health and social care²³. This publication identified addressing discrimination, training, ensuring valid consent for treatment, improving carer assessment and support, co-ordination and integration of health and social care as priorities for improvement of dementia care. A single point of referral for dementia via memory clinics was identified as an essential service component.

Improving Mental Wellbeing and Older People²⁴ complemented the guidance in the NICE/SCIE Clinical Guideline, promoting the development and retention of skills of daily living by:

- Increasing access to reliable information about meeting health care needs, nutrition, personal care, staying active
- Accessing services and benefits, home and community safety and local transport schemes
- Developing tailored exercise and physical activity programmes for and with individuals
- The provision of training appropriate to their role to deliver the above for all professionals involved in the care of older people

In 2008, Transforming the Quality of Dementia Care: Consultation on a National Dementia Strategy²⁵, proposed improvements to the quality of dementia care. In 2009, The National Dementia Strategy²⁶ was published. This identified 17 objectives to ensure that people with dementia and their carers receive effective treatment and support. See Figure 4 below and Appendix 1.

²³ Clinical Guideline 42: Dementia: supporting people with dementia and their carers in health and social care, NICE/SCIE, 2006

²⁴ Public Health Guidance 16: Improving Mental Wellbeing and Older People, NICE, 2008, London

²⁵ Transforming the Quality of Dementia Care: Consultation on a National Dementia Strategy", DH/CSLG&CP/SCPI/SR 2008

²⁶ Living well with dementia: A National Dementia Strategy, DH, 2009

Figure 4: Summary of Objectives: living well with dementia²⁷

Objective 1	Improving public and professional awareness and understanding of dementia
Objective 2	Good-quality early diagnosis and intervention for all
Objective 3	Good-quality information for those with diagnosed dementia and their carers
Objective 4	Enabling easy access to care, support and advice following diagnosis
Objective 5	Development of structured peer support and learning networks
Objective 6	Improved community personal support services
Objective 7	Implementing the Carers' Strategy
Objective 8	Improved quality of care for people with dementia in general hospitals
Objective 9	Improved intermediate care for people with dementia
Objective 10	Considering the potential for housing support, housing-related services and telecare to support people with dementia and their carers
Objective 11	Living well with dementia in care homes
Objective 12	Improved end of life care for people with dementia
Objective 13	An informed and effective workforce for people with dementia
Objective 14	A joint commissioning strategy for dementia
Objective 15	Improved assessment and regulation of health and care services and of how systems are working for people with dementia and their carers
Objective 16	A clear picture of research evidence and needs
Objective 17	Effective national and regional support for implementation of the Strategy

1.5 The local context for the delivery of mental health services for adults of all ages with mental health problems

Hillingdon CCG and LBH recognise the connection between broader community, environmental and social factors and health and the connection between physical and mental wellbeing. The two organisations are therefore increasingly adopting a joint approach and

²⁷ Living well with dementia: A National Dementia Strategy, DH, 2009

identifying cross cutting themes and a joint vision. See Figures 5 to 7 below.

Figure 5: Hillingdon CCG and LBH joint vision

To ensure that people who need health and social care treatment and support are empowered and supported to choose and commission services that will meet their specific needs, helping them to move towards recovery, regaining meaningful lives as individuals who are active members of the communities in which they live and work

A recent exercise has identified the priorities for health and wellbeing. See Figure 6 below.

Figure 6: Priority areas for action relevant to mental health from the JSNA

Children engaged in risky behaviour: Too many young people engage in potentially harmful behaviours that can risk their health, such as alcohol abuse, drug taking, smoking, taking risks with sexual behaviour or being overweight.
Dementia: As we live longer, more of us will suffer from dementia, and we are not currently doing enough to diagnose or support its treatment
Physical activity: If we can increase the amount of physical activity for people, then we can improve physical and mental health and reduce chronic disease
Obesity: Obesity is the most widespread threat to the health and wellbeing of the population
Adult and Child Mental Health: Mental illness is the largest single cause of disability in our society, and we can be more imaginative in the design of services to support adults and children
Older People including sight loss: With more of us living longer, the range of services for older people needs to be updated and improved

Figure 7: Priority themes for action from JSNA and joint working by Hillingdon CCG and LBH

1. Improve health and wellbeing and reduce inequalities
2. Invest in prevention and early intervention
3. Develop high quality integrated social care and health services within the home and community
4. Create a positive experience of care

Specific priorities for the improvement of the mental health and wellbeing of adults in Hillingdon have been identified in the section on adult mental health and dementia. See Appendix 2.

Hillingdon CCG has identified shifting the balance of care from hospital to community settings as its main priority for 2013/14 and going forward. The objective is to use resources effectively to improve the health and well-being of the local population with the need to address the challenges from adverse health trends and focus on tackling and reducing health inequalities. This means:

- Faster and simpler access to local services
- More “one stop shop” style services that include diagnosis and treatment at first point of contact
- More “one stop shop” style services that include diagnosis and treatment at first point of contact
- Faster response to urgent care needs particularly for patients requiring care and support in their homes
- Seamless care, with Health and social care professionals working together
- Time in hospital focused on addressing healthcare needs that need hospital care and supporting rapid discharge to a safe environment at home as soon as appropriate

The core mission for LBH social care, health and housing is to “enable residents in need to live safe, healthy and independent lives”. A set of core principles underpinning this mission have been agreed. See Figure 8 opposite.

Figure 8: LBH: social care, health and housing core principles

1. Choice and control We will ensure that users of services are in the driving seat in deciding how their desired outcomes will be achieved within available resources
2. Safe, healthy and independent lives We will shift from providing long-term institutional services to providing time-limited support which helps people regain independence in the community
3. Supportive local communities We will achieve sustainable change by supporting individuals and communities to help themselves and each other
4. Different for less We will use up to date, evidence based approaches to services which are more

**PART 2: SERVICES FOR ADULTS WITH MENTAL HEALTH PROBLEMS IN
HILLINGDON**

**2.1 Review of the strategy for adult services for mental health and
wellbeing 2008-13**

As part of the process of developing the 2008 strategy for services for adults with mental health problems, service users identified the following priorities for Hillingdon mental health services:

- Focus on mental wellbeing and support recovery from mental health problems
- Improve access to services
- Develop primary care and community-based services as a key component of the mental health care system
- Improve pathways and choice
- Increase inclusion and integration
- Ensure person and carer centred care
- Improve quality, effectiveness and value

The strategy identified the need for a new mental health partnership that would offer the range of support and care needed by individuals to sustain their recovery. This partnership would co-ordinate the delivery of all linked mental health strategies including child and adolescent mental health services (CAMHS), services for older adults and substance misuse services to ensure a holistic approach that would deliver the following outcomes and improvements:

- Maximise the health and social care resources available for mental health
- Reduce the impact of mental illness
- Ensure that services are provided in the least restrictive setting possible with a shift from acute to secondary and primary care community settings
- Ensure that the range of services available is informed by an understanding of the changing needs of the population

Since 2008, progress has been in a number of the key objectives identified within the strategy

- Respond to the increasing diversity in the population, ensuring that resources are directed at the areas with greatest need and are sensitive to the needs of the different communities
- Support the development of skills of those working with people with mental health problems and their carers as either volunteers or as employed staff
- Meet the statutory duties and responsibilities
- Ensure that services meet nationally and locally set quality standards
- Develop the best possible network of services within Hillingdon

A vision for mental health services for adults aged 18 to 64 years was agreed. See Figure 9 below.

Figure 9: The 2008 vision for adult mental health services

<p>People living in Hillingdon should benefit from opportunities for positive mental well-being which includes:</p> <ul style="list-style-type: none"> • Involvement with community, friends and family • Meaningful occupation learning and leisure • Having the basics in place: <ul style="list-style-type: none"> • Good health care • Good housing • Financial security • Access to the above for people with significant mental health problems as well as access to specialist services which provide for their individual needs and preferences, promoting recovery from the effect of mental health problems
<p>People with mental health problems in Hillingdon should be able to:</p> <ul style="list-style-type: none"> • Live a normal life as far as possible • Be included in local communities and activities • Not be stigmatised or discriminated against on any grounds • Have easy access to up to date and accurate information • Have options in the choices of care available locally • Have personalised care plans that are built around the wishes of each individual and their carers • Be supported with services that promote and enable recovery and well-being

Figure 10: Evaluation of key objectives: Hillingdon adult strategy for mental health and wellbeing 2008 -13

Patterns of service delivery	
Objective 2008	Evaluation: 2012
<p>Patterns of service indicated that the role of CMHTs and CPA programmes needed to be more effectively targeted and access to services improved for people with mild to moderate needs to avoid referral to secondary care.</p> <p>Alternative care pathways needed to be developed and service and access models need to change to reflect the diversity of need in the population.</p> <p>Generally services were in line with benchmark peers and in line with predicted demand adjusted for deprivation</p> <p>The number of beds was deemed appropriate for the population size but further analysis was needed to understand:</p> <ul style="list-style-type: none"> Utilisation rates Admission patterns Community services: <p>CPA appeared to be poorly targeted with higher use of CPA than would be indicated based on need</p> <p>Access to psychological therapies and primary care counselling was not meeting current or predicted demand</p> <p>Investment in consultant psychiatrist resources was not best utilised</p>	<p>The proportion of people with mental health problems in contact with specialist mental health services is low compared with benchmark peers, with a larger than average proportion of people being supported in primary care</p> <p>There is still a need for more targeted use of specialist mental health services, with a shift of people with people with long term mental health problems who are stable being transferred from secondary to primary care. This includes reviewing investment and targeting of consultant psychiatrist resources and developing care pathways and service models that enable them to provide support to primary care</p> <p>Development of primary care based mental health services is needed to improve access and ensure early intervention to minimise the risk of escalation and need for secondary services</p> <p>There is insufficient diversity of provision to ensure an appropriate response to individual difference and the diverse needs of the population</p> <p>Use of acute mental health beds remains appropriate for the population size; patterns of utilisation and rates of admission are better understood. However, beds continue to be used disproportionately by people from black communities</p> <p>There has been investment in psychological therapies but further development is needed in order to ensure the full range of psychological interventions including CBT and other interventions specified under the Increasing Access to Psychological Therapies initiative are provided</p>
Patterns of Investment	Evaluation: 2012
Objective 2008	Evaluation: 2012
<p>There was a lack of consistency in data about expenditure on services and an urgent need to assess whether the pattern of investment would deliver the vision for services</p> <p>The need to reconcile discrepancies was identified with an urgent need to:</p> <ul style="list-style-type: none"> Relate investment to the needs of the population locally Assess whether investment was sufficient and/or appropriate Assess whether the pattern of investment would deliver the vision <p>Potential to reduce capital charges for reinvestment was identified</p>	<p>Inconsistencies in data about expenditure continue, although there has been some improvement that has informed understanding of patterns of investment</p> <p>The redistribution of health care investment from secondary to primary care settings has not been achieved</p> <p>Action has been taken to reduce capital charges. However, overheads and indirect costs are indicated as being slightly higher and therefore there may be potential to release savings if reduced to the lower quartile of mental health trust performance</p>

2.2 Use of resources in mental health services for adults with mental health problems in Hillingdon

2.2.1 Hillingdon CCG and London Borough of Hillingdon: use of resources

Hillingdon CCG and LBH invest £160.68 per weighted head of population in services for adults with mental health problems.

Analysis undertaken across NW London on the mental health ICP (Strategy) and the recent local DAS Challenge, demonstrated that there is potential to achieve significant efficiencies and improvement to effectiveness, patient experience and outcomes through a shift from a bed based to community based model. Recent work by LBH investment has also demonstrated that the same improvement could be made. Both organisations have started to implement these findings. This work will continue through 2013-15. The focus for both organisations working together and separately will therefore be to achieve a shift from a bed-based to community based services.

2.2.2 Hillingdon CCG: use of resources

2011/12 programme budgeting data shows that Hillingdon CCG invests £27.2M in services for adults with mental health problems. £21.7 m is invested with CNWL. An additional £1.9m was invested with the Trust following a rebasing exercise in 2010/11 and 2011/12 which addressed an imbalance in investment with the Trust across NW London. The remaining £5.5m is invested as follows in a range of specialist (tier 4) and voluntary sector services and specialist placements.

A recent analysis of investment made by Hillingdon CCG in mental health services for adults of all ages shows a better outcome in relation to

investment when compared with other CCG s in England. See Figure 11 below (next page).

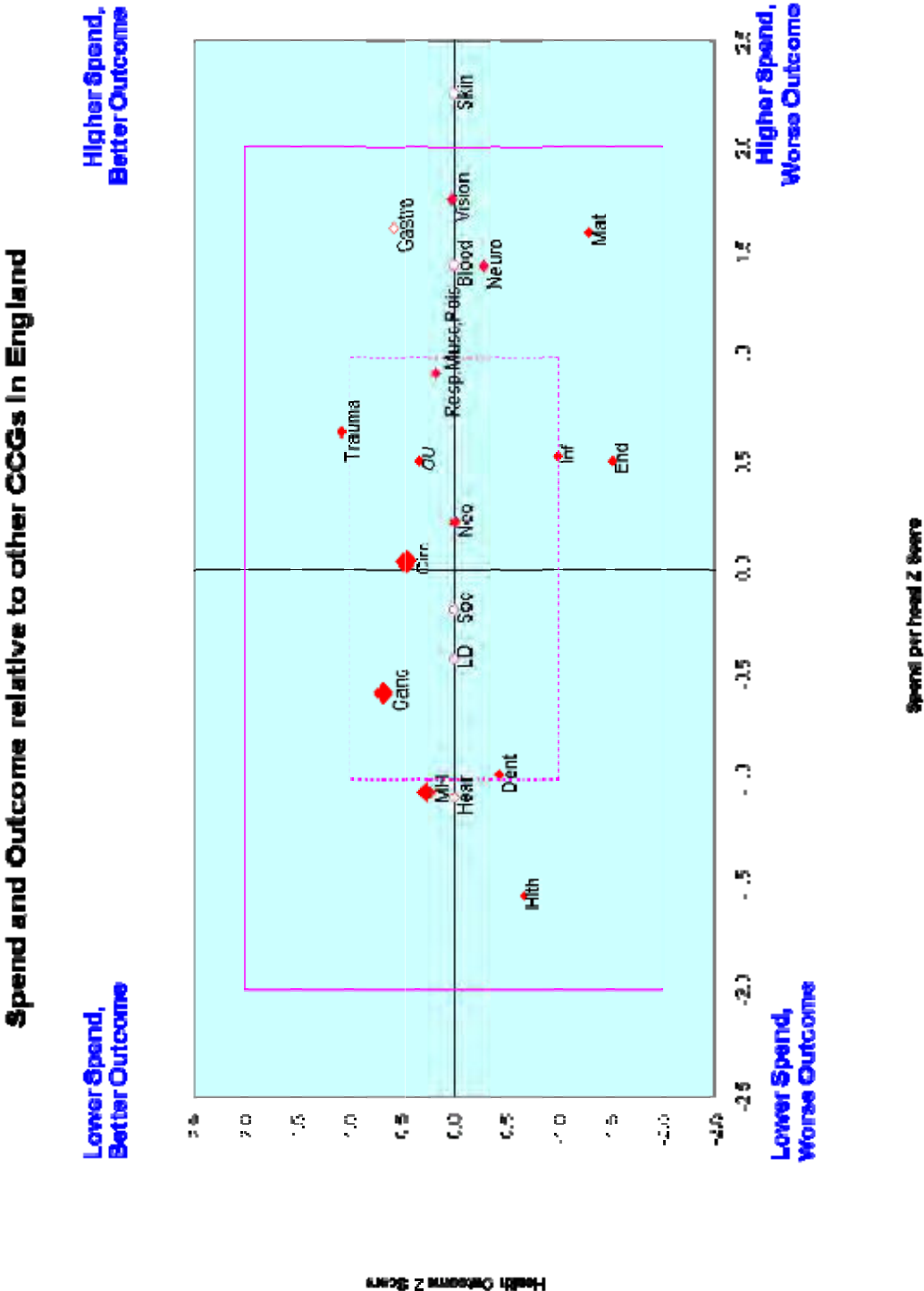
2.2.3 London Borough of Hillingdon: use of resources

In 2010-11, LBH invested 9 percent of its total expenditure in services for people with mental health problems. This compares with an average of 8 percent for its comparator group and 7 percent nationally. In 2011-12, LBH spent £6.2m on services. This expenditure was offset by £0.3m income with the net expenditure being £5.9m. See Table 3 below.

Table 3: LBH investment in adult mental health services 2011-12

Description	Budget (£000s)		
	Gross Expenditure	Income	Net
Staffing	2,638.2	(218.2)	2,420.0
Residential	3,139.8	(85.2)	3,054.6
Community Support	378.8	(5.5)	373.2
Other Costs	26.1	0.0	26.1
Management Contribution	50.0	0.0	50.0
Total	6,232.8	(308.9)	5,923.9

Figure 11: Spend and outcome in Hillingdon relative to other CCGs in England



2.3 The performance of services for adults with mental health problems in Hillingdon

2.3.1 The performance of NHS commissioned services for adults with mental health problems in Hillingdon

CNWL is the main provider of specialist mental health services in Hillingdon. There has been a significant improvement in the performance of NHS commissioned mental health services. A summary of the key performance indicators for mental health services in Hillingdon during 2011-12 is given in Table 12 below.

Figure 12: Key performance indicators in NHS commissioned adult mental health services in Hillingdon 2011-12

Service	Performance
Assertive outreach	Following agreement with commissioners that treatment should be provided by other teams in Hillingdon, there is no assertive outreach service
Early Intervention service	Team caseload has been increasing and is now close to meeting its target of 38 new cases by year end
Home treatment service	Team caseload has been increasing and is now close to meeting its target of 38 new cases by year end
Inpatient services	The rate of readmission is well below target (11%) operating at 3% on an ongoing basis Delayed transfers of care from inpatient services have been decreasing: Mid 2011 at 10-12% Reduced to 4% in January 2012 Mid 2012 operating at 10-15% Delays have been caused by delays within both health and social care

Community teams	DNAs for first appointment operated at 10% 2011/12 and have increased to 15% for Q1 DNAs for follow up appointments operated at 10% during Q3 and Q4, 2011/12 and at Q1 2012/13 have increased to 17%
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The performance of mental health services in Hillingdon is strong in the following respects:

- Investment in counselling services is higher than average (NB see * below)
- Some aspects of primary care of mental health problems e.g. a higher percentage of patient on CHD and diabetes registers have been screened for depression (89.5% compared to 88.5%)
- Investment in home support services i.e. community based support is relatively high
- Investment in inpatient services is less per weighted head of population than the rest of London, the Thriving London Periphery and the rest of England
- The rate of readmission to inpatient services is low
- For its population need, Hillingdon has a larger mental health employment scheme caseload than the London average

There are, however, concerns about other aspects of the performance of Hillingdon's mental health services:

- The rate of contact with secondary care is community mental health services is high compared to the London average
- There are ethnic inequalities in admissions to adult psychiatric inpatient services in Hillingdon. The admission rate for white ethnic groups in Hillingdon is 30% lower than the England average

<p>for all ethnic groups but the admission rate for black ethnic groups in Hillingdon is 47% higher than the England average</p> <ul style="list-style-type: none"> There are ethnic inequalities in admissions to adult psychiatric inpatient services in Hillingdon. The admission rate for white ethnic groups in Hillingdon is 30% lower than the England average for all ethnic groups but the admission rate for black ethnic groups in Hillingdon is 47% higher than the England average The rate for alcohol related harm is higher than the London average 	<p>The performance of services in relation to key performance indicators has improved significantly. NHS commissioned services perform strongly in respect of the Key Performance Indicators (KPIs). See Figure 12 above.</p>
<p>Expenditure on residential care is greater than Hillingdon's comparators</p> <ul style="list-style-type: none"> Hillingdon has only a small investment in services that respond to the needs of people with depression and anxiety (Increasing Access to Psychological Therapies initiative) Hillingdon's use of secure and high dependency services is low Hillingdon has no community team for eating disorder or for people with forensic needs 	<p>2.3.2 The performance of LBH commissioned services for adults with mental health problems</p> <p>LBH's performance is average for the key indicators of performance for councils:</p> <ul style="list-style-type: none"> Self-reported experience of social care users Social care clients receiving self-directed support Carers receiving needs assessment or review and a specific carer's service, advice or information Adults in contact with secondary care mental health services in settled accommodation Adults in contact with secondary care mental health services in employment

2.3.3 Rates of suicide in Hillingdon

The rate of suicide and undetermined injury (DSR) per 100,000 in men in Hillingdon is within the London range and below the national average. In females the rates are higher than for London and nationally. Estimates made for 2011 to 2013 indicate that there is likely to be no significant change or variation from the current rates. See Tables 4 to 6 below.

Table 4: Directly age standardised rates by gender 2007-8²⁸

Borough	Directly age-standardised rates (DSR) per 100,000 Males	Directly age-standardised rates (DSR) per 100,000 Females
Ealing	10.08	2.66
Hillingdon	10.65	4.07
Hounslow	14.49	5.69
London	10.67	3.05
England	12.18	3.63

Source: London Health Programmes Health needs assessment toolkit.

²⁸ London Health Programmes Health needs assessment toolkit, Last updated: Jun 2011, Next update expected: Dec 2011, <http://hna.londonhnp.nhs.uk/JSNA.aspxht>

Table 5: Suicide and injury: undetermined rates in outer Ealing Hillingdon and Hounslow: number of deaths and rates 2007-8²⁹

Borough	Deaths from suicide & injury undetermined 2007 - 2009	Directly age-standardised rates (DSR) per 100,000	95% Confidence Interval
Ealing	69	6.71	5.08 – 8.33
Hillingdon	58	7.26	5.37 – 9.14

Table 6: Projected Rate of Suicide and undetermined injury 2011 to 2013

Borough	Projected Directly age-standardised rates (DSR) per 100,000 Males 2011 -2013	Directly age-standardised rates (DSR) per 100,000 Females 2011-2013
Ealing	9.6	3.9
Hillingdon	10.79	3.79
Hounslow	14.22	3.6
London	9.92	3.46
England	11.36	3.6

Last updated: Jun 2011, Next update expected: Dec 2011³⁰

²⁹ London Health Programmes Health needs assessment toolkit, Last updated: Jun 2011, Next update expected: Dec 2011, <http://hna.londonhnp.nhs.uk/JSNA.aspxht>

³⁰ <http://hna.londonhnp.nhs.uk/JSNA.aspxht>

2.4 The strategy for services for adults with mental health problems in Hillingdon 2013-16

2.4.1 The vision for services for adults with mental health problems in Hillingdon 2013-16

The vision for adult mental health services agreed with service users and partners in 2008 is still relevant to current mental health service delivery. However, some revision has been made to:

- Acknowledge fully the contribution of carers of people with mental health problems and to ensure that they are supported effectively in their caring role
- Emphasise the need to ensure the empowerment of service users and carers by ensuring real involvement in service planning and delivery
- Emphasise the need to support service users to take control of their own lives and to offer choice through the provision of a range of high quality services See Figure 13 opposite.

The commitments made in 2008 by health and social care mental health partners also remain relevant and form the basis of the mental health services plan 2013-16. These include mental health and social care providers and commissioners committed to work together to:

- Maximise the health and social care resources available for mental health
- Reduce the impact of mental illness
- Ensure that services are provided in the least restrictive way possible with a shift from acute to secondary and primary care community settings
- Ensure that the range of services available is informed by an understanding of the changing needs of the population

Figure 13: The vision for services for adults with mental health problems in Hillingdon 2013-16

<p>People with mental health problems and their carers living in Hillingdon should benefit from opportunities for positive mental well-being which includes:</p> <ul style="list-style-type: none"> • Involvement with community, friends and family • Meaningful occupation learning and leisure • Having the basics in place: <ul style="list-style-type: none"> • Good health care • Good housing • Financial security • Access to the above for people with significant mental health problems as well as access to specialist services which provide for their individual needs and preferences, promoting recovery from the effect of mental health problems <p>Services should support people with mental health problems to recover and ensure that both they and their carers:</p> <ul style="list-style-type: none"> • Are supported to live a normal life as far as possible • Are empowered to take control of their own lives • Are fully involved in the planning and delivery of services • Are included in local communities and activities • Are not stigmatised or discriminated against on any grounds • Have easy access to up to date and accurate information • Have options in the choices of high quality care and support available locally • Have personalised care plans that are built around their needs and wishes
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- Respond to the increasing diversity in the population, ensuring that resources are directed at the areas with greatest need and are sensitive to the needs of the different communities
- Support the development of skills of those working with people with mental health problems and their carers as either volunteers or as employed staff
- Meet the statutory duties and responsibilities laid out in legislation
- Ensure that services meet nationally and locally set quality standards

- Develop the best possible network of services within Hillingdon

2.4.2 The joint strategy for services for adults with mental health problems in Hillingdon 2013-16

There is potential for significant improvement to the efficiency and effectiveness of the services for adults with mental health problems through the development of an integrated, whole systems approach, building on the current strength of GPs in managing adults with mental health problems in the community. Improvement will be achieved through effective partnership working that enables service reconfiguration and redesign, leading to a shift from a bed based to community based service with treatment provided at home as far as possible, and achieving a shift from secondary to primary care assessment, treatment and support. The objective will be to deliver integrated, recovery focused, personalised, outcomes based assessment treatment and support in the community. Individual and joint plans will be developed and costed to realise the potential gains. Key actions to achieve improvement are summarised below.

Hillingdon CCG and LBH will initiate the following specific actions with key partners, including CNWL:

- Develop the primary care based mental health services infrastructure – by implementing the “shifting settings of care” workstreams prioritised from the NW London Mental Health Integrated Care Pathway (ICP) /Strategy
- Improve the range of accommodation and support available in the community
- Improve the efficiency and reduce the cost of services

To support delivery of these changes and the overall improvement of assessment, treatment and support for adults with mental health

problems in Hillingdon, Hillingdon CCG and LBH will provide strong leadership, adopting a partnership approach with all stakeholders to integrate plans to implement personalisation, improve the range and quality of accommodation and ensure support for employment and training and community based activities and support into the initiatives outlined above.

The main opportunity for Hillingdon within the shifting settings of care programme is to improve primary care based mental health services in order to:

- Enable a transfer of care for people with serious mental illness whose mental health state is stable from secondary to primary care
- Enable primary care to assess, treat and support people with common mental health problems and serious mental illness effectively
- Provide effective psychological interventions

There is some potential for a reduction in the number of mental health inpatient beds as community services are strengthened, a need for review of rehabilitation services and the opportunity to rationalise psychiatric intensive care service provision across NW London.

The new service model will require the development and implementation of integrated care pathways. This has been shown to facilitate new ways of working supporting significant improvement in the effectiveness and efficiency of health and social care services delivery. This approach will enable key concerns relating to the effectiveness and efficiency of services in Hillingdon to be addressed:

- Ensuring that services are personalised and recovery and outcomes focussed

- Ensuring that services empower people to take control of their own lives
- Ensuring that services offer choice of a range of high quality services
- Improving access and equity of services
- Ensuring access to evidence based interventions
- Ensuring that specialist needs are addressed effectively, in particular:
 - Eating disorder
 - Forensic needs

Action has already been taken by Hillingdon CCG, LBH and CNWL to ensure the effective and efficient use of specialist mental health placements with significant improvement being made in efficiency and outcomes for service users. This work will continue with implementation of a joint plan for improvement. See Appendix 3.

In order to help to achieve the required improvements, Hillingdon CCG and LBH are exploring new approaches to joint service delivery and commissioning.

As a result of the current reforms to the NHS and social care, LBH will assume responsibility for Public Health in 2013. Mental health promotion and prevention will therefore become part of the Council's overarching strategy and responsibilities. Applying the evidence base for effective mental health interventions, the Public Health department will develop and implement programmes that:

- Address health inequalities
- Promote positive mental wellbeing and mental health in all groups in the community by ensuring that area based groups across the borough consider and address mental health issues
- Support early intervention

Plans will be made to continue to implement interventions already proven to be effective in the borough including "get into reading/reading matters", walk Hillingdon, wellbeing initiative networks: promoting five ways to wellbeing. See Appendix 2.

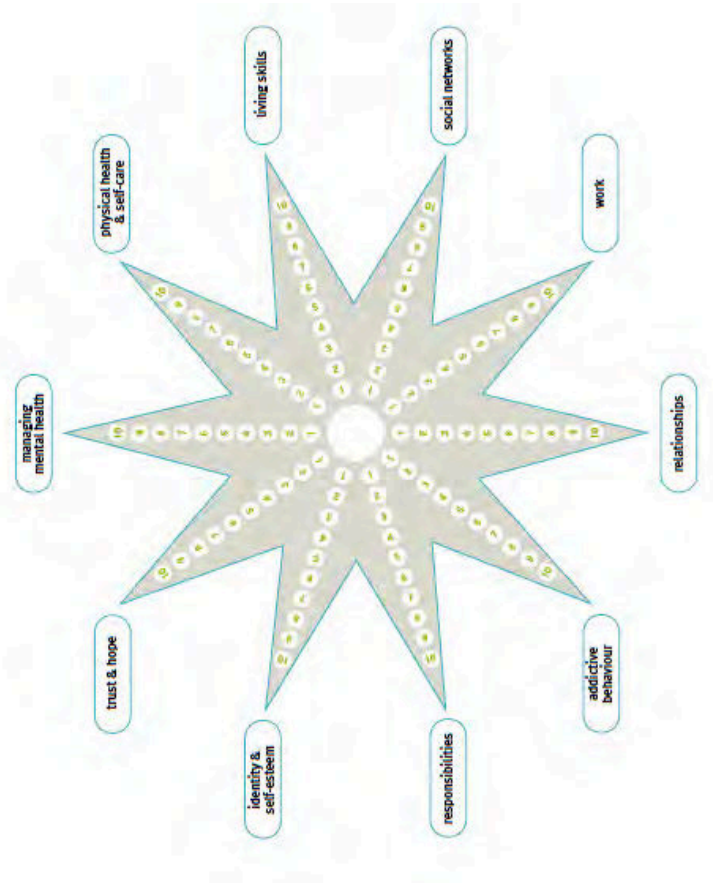
Improvements have already been made in the use of specialist mental health housing and residential placements through effective joint action between LBH, Hillingdon CCG and CNWL (see above). LBH has prioritised ensuring further improvement in the offer of accommodation for people with mental health problems to 2016. Improvement will be made by:

- Increasing the range of supported housing options
- Moving from a model of residential care to independent living with packages of support tailored to individual need
- Implementing personalised approaches to support. See Appendix 3

Moving towards personalised, recovery and outcome focussed mental health services in Hillingdon will be a priority for Hillingdon CCG and LBH working with key partners. It will be a particular focus of their work with CNWL:

- A national dashboard will be utilised and reported by CCG to evidence the performance of local mental health services. See Appendix 4; this will be used to inform commissioning decisions and priorities.
- The Health of the Nation Outcome Score (HoNOS) has been used to measure the impact of interventions made by specialist mental health services for some time. Under Payment by Results, the use of Patient Reported Outcome Measures (PROMS) and Clinician Reported Outcome Measures (CLOMS) is planned during 2013 -14
- Since 2008, CNWL has established a Recovery College. The Recovery College offers a range of courses, seminars and

Figure 14: The mental health recovery outcomes star



workshops which are co-designed and co-delivered by Peer Recovery Trainers (people with lived experience of mental health issues) and mental health practitioners. The College aims to:

- Offer support for people who use services, and enable them to become experts in their own self care
- Enable family, friends, carers and CNWL staff to better understand mental health conditions and support people in their personal recovery journeys.

Working with CNWL, it is proposed that a programme of courses on recovery available to both service users and carers in Hillingdon will be established. In addition, work will be done to explore the potential benefit of implementing the recovery star as a tool for working with service users to measure their progress towards recovery. See Figure 14 opposite.

A plan to deliver the required improvements identifying both the joint and individual action required by Hillingdon CCG and LBH to improve services working with key partners has been agreed. See Figure 15 below. Through the process of consultation on the strategy and implementation plan and the LBH Policy and Overview Committee review of adult mental health services that was undertaken from September 2012 to January 2013, feedback was received that will be used to inform implementation of each element of the plan. The feedback received is summarised at Appendices 5 and 6. An implementation plan for year 1 of the strategy (2013-14) is included at Appendix 7. A full equalities impact assessment for the strategy was carried out following the consultation process. No negative indicators for equality were identified through this process. See Appendix 8.

Figure 15: Hillingdon CCG and LBH joint plan for the improvement of services for adults with mental health problems 2013-16

Objective	Actions	Organisation	Year
Promote mental health and wellbeing and early intervention through the prioritisation and implementation of the evidence base for effective mental wellbeing and mental health promotion interventions	<p>Applying the evidence base for effective mental health interventions, the Public Health department will develop and implement programmes that:</p> <ul style="list-style-type: none"> • Address health inequalities • Promote positive mental wellbeing and mental health in all groups in the community by ensuring that area based groups across the borough consider and address mental health issues • Support early intervention • Address stigma <p>Strategies will be developed to implement interventions already proven to be effective in the borough</p> <p>The mental health joint strategic needs assessment will be updated</p>	LBH	2013-16
Agree and implement a suicide prevention strategy	<p>Work with NHS Brent, NHS Ealing and NHS Harrow to agree a suicide prevention strategy building on the current draft.</p>	LBH	2013-16
Ensure that the interface between services for children and adolescents and adult mental health services are addressed effectively	<p>Review and improve the pathway that supports transition from child and adolescent to adult mental health services</p> <p>Ensure that the needs of children and adolescents whose parents are diagnosed with mental health problems are addressed effectively</p> <p>Review and develop support for young carers</p>	Hillingdon CCG and LBH	2013-16
Support primary care to further develop their role in providing mental health services assessment, treatment and support by developing the mental health services infrastructure within primary care and enhancing arrangements for specialist mental health services support for primary care and ensuring that people whose mental health is stable are managed in primary care	<p>Commission an enhanced community and primary care based mental health service that enables discharge from secondary care and ensures that assessment, treatment and support is provided in the least restrictive setting possible, thereby reducing specialist services activity and cost and re-investing in primary care based mental health services and other community services:</p> <ul style="list-style-type: none"> • Manage people with serious mental illness whose mental health condition is stable effectively • Provide effective assessment and treatment for people with serious mental illness in the community where possible/appropriate • Provide access to psychological therapies for people with common mental health problems in primary care/the community. 	Hillingdon CCG	2013-16
Improve client experience of services, recovery	Develop and implement effective integrated care pathways to ensure	Hillingdon CCG and LBH	2013-16

and outcomes and ensure that mental health need is addressed effectively and efficiently through redesign of local services and the implementation of the evidence base for effective assessment, treatment and support	timely access to effective, efficient health and social care assessment, treatment and support, ensuring access to specialist (evidence based) interventions and support	LBH	
Ensure that the specialist needs of service users are addressed effectively through service reconfiguration and redesign	Work with NW London commissioners and the National Commissioning Board to develop effective: i) Pathways from Heathrow and detention centres ii) Pathways for people with a learning disability who also have a mental health problem	Hillingdon CCG and LBH	2013-16
Provide assessment and treatment for acute physical and mental health problems in the least restrictive setting possible	Work with NW London commissioners to rationalise PICU provision Ensure effective and appropriate use of inpatient services to inform acute bed capacity and ensure onward transfer of care enables timely discharge and effective treatment and support in the community Improve the effectiveness and efficiency of rehabilitation services; this will include reviewing bed usage and determining the number required to meet need Evaluate the psychiatric liaison service in Hillingdon Hospital to reduce admissions ensuring admission only where necessary to treat a physical health care need and to ensure effective treatment of mental health problems of those admitted to hospital Ensure that arrangements are in place to provide effective support to service users in crisis	Hillingdon CCG Hillingdon CCG Hillingdon CCG Hillingdon CCG and LBH	2013-16 2013-16 2012-13 2013-14
Ensure that the physical health care needs of people with mental health problems are addressed effectively	Ensure consistent and appropriate assessment and treatment for the physical health needs of people with mental health problems in primary care Ensure that secondary care services monitor clients' physical health care needs	Hillingdon CCG Hillingdon CCG	2013-16 2013-16
Ensure effective use of resources	Continue to ensure the effective use of specialist mental health placements Maximise the benefit of current investment in order to make best use of resources (direct costs/indirect cost/capital charges) Explore the potential to improve effectiveness and efficiency through improvements to the model of: <ul style="list-style-type: none"> • Joint delivery • Joint commissioning 	Hillingdon CCG and LBH Hillingdon CCG Hillingdon CCG and LBH	2013-16 2013-16 2013-16

Promote independence and empower people with mental health problems by increasing the supply of supported housing and the range of services available and providing personalised packages of support	Review and improve the range of services available to enable people to live independently as fully participating members of their communities (community connections) Deliver an additional 55 units of supported housing accommodation for people with functional mental health problems Ensure the personalisation of existing supported housing services for people with mental health needs Ensure the personalisation of existing supported housing services for people with mental health problems	LBH LBH LBH LBH	2013-16 2013-16 2013-16 2013-16
	Work with key stakeholders to review all contracts with non-specialists mental health services commissioned by Hillingdon CCG and LBH in order to establish an integrated "community connections" service (may not be a single contract but contracts will be set within a framework specifying required outcomes) Work with bme and faith groups and leaders to identify and begin to address mental health inequalities	Hillingdon CCG and LBH	2013-16
	Implement nationally agreed performance measures (PROMS/CLOMS/HoNOS)	Hillingdon CCG/LBH/ CNWL	2013-14
	Explore the potential benefit of implementing a service user outcome measure e.g. Recovery Star	Hillingdon CCG/LBH/ CNWL	2013-14
Ensure that service delivery is focussed on recovery, personalisation and outcomes for service users and carers	Explore the need to establish a Borough wide forum for carers of people with mental health problems Establish a programme of courses run by the Recovery College so that a programme for carers in Hillingdon is provided routinely Address the psychological needs of carers by promoting awareness of the right of carers to referral to psychological therapies in their own right amongst GPs and other professionals Work with carers – individually and collectively - to find effective ways of providing support when the person they support is in crisis	Hillingdon CCG/LBH/ CNWL Hillingdon CCG/LBH/ CNWL Hillingdon CCG/LBH/ CNWL	2013-14 2013-14 2013-14 2013-14
	Work with service users and key agencies to develop the Borough wide service user forum to ensure effective involvement of service users in service delivery and planning	Hillingdon CCG/LBH/ CNWL	2013-16
	Establish a programme of courses run by the Recovery College so that a programme for service users in Hillingdon is provided routinely	Hillingdon CCG/CNWL	2013-16
Improve support to carers of adults with mental health needs			
Ensure the effective involvement of service users in service delivery and planning			

PART 3: SERVICES FOR OLDER ADULTS WITH MENTAL HEALTH PROBLEMS IN HILLINGDON

3.1 The development of services for older adults with mental health problems in Hillingdon 2011-13

Hillingdon CCG and LBH have been working together to agree a strategy for the improvement of services for older adults with mental health problems and their carers for implementation 2013-2016. The objective is to ensure that people with dementia and their carers living in Hillingdon have timely access to evidence based assessment, treatment and support i.e. as defined in the National Dementia Strategy³¹ and SCIE guidelines for dementia³². Early in 2012, both organisations prioritised and made a commitment to the improvement of services for adults with mental health problems:

- Ensuring that health and social care services work together with partners to deliver effective assessment, treatment and support
- Ensuring that resources are used effectively and efficiently
- Optimising the experience of services and outcomes for people diagnosed with dementia and their carers
- Ensuring timely diagnosis and early intervention, including the provision of information and advice
- Providing assessment, treatment and support in community settings

and to the development of a joint strategy. In order to develop a robust strategy, a multi-agency capacity planning and service modelling exercise was undertaken during 2012/13.

As a result of the commitment to improve services for older adults with mental health problems, the following specific developments are being implemented with completion 2012/13:

- Establishment of a memory assessment service to replace the existing memory clinic; the new service will commence operation in November 2012 and will be fully operational by February 2013. (This development has been achieved by re-investing resources committed to unoccupied inpatient beds)
- Training for the Hillingdon workforce using Section 256 monies allocated to LBH
- The Alzheimer's Society have recently opened an additional 2 cafes within the borough specifically for carers of people with dementia
- A specialist dementia information, advice and guidance service has recently been established. This service is available to all carers regardless of age i.e. not restricted for carers of older adults
- Hillingdon Carers operates as the local "One Stop Shop". It has 3 cafes located across the borough providing good geographical access and providing flexibility as they offer drop in sessions which do not require pre-booked appointments
- Revision of the deployment of Admiral Nurses Scheme to offer a specialist 1:1, individually tailored service for carers of older adults with mental health problems

³¹ Living well with dementia: A National Dementia Strategy, DH, 2009

³² Clinical Guideline 42: Dementia: supporting people with dementia and their carers in health and social care, NICE/SCIE, 2006

In 2011, the LBH External Services Committee completed a review of dementia services in Hillingdon. The Committee found that a significant number of people were not using services as they had not been diagnosed with dementia and their presentation did not require support from specialist mental health services. It concluded that it was best to focus on people know to services as there are not sufficient resources to

meet the needs of everyone who may have dementia. In general, the group known to services would be those most in need of services and therefore the group on which services should be targeted. As a result of the work of the External Services Committee, the recommendations in Figure 15 below were made.

Figure 15: LBH External Services Committee review of dementia services 2011-12: summary of recommendations

LBH External Services Committee Review of Dementia Services 2011: Summary of Recommendations	
Recommendation 1	To ensure timely assessment, diagnosis and treatment of dementia, Cabinet requests that Hillingdon CCG and the Local Clinical Commissioning Group be asked to explore the expansion of memory clinic services in Hillingdon and that this be done on a multi-disciplinary, multi-agency basis, reporting back to the Health and Wellbeing Board
Recommendation 2	That Cabinet gives its full support for the development of a single point of access through the Council's on-line information portal (which will be provided in partnership with the West London Alliance) to ensure that people with dementia and their carers/families can access timely information, advice and sign-posting to the memory clinic and other appropriate services to aid early diagnosis
Recommendation 3	That Cabinet endorses the Working Group's enthusiastic support for the wider distribution as well as online publication of the dementia information booklet to GPs, other professionals and voluntary organisations and, in particular, to people with dementia and their carers. As such, Cabinet agrees that officers work with NHS partners to encourage them to identify funding streams to enable this wider distribution
Recommendation 4	That Cabinet takes into consideration the increasing pressure on those voluntary sector organisations that deliver services to people with dementia when developing its budget proposals for 2013/2014 onwards
Recommendation 5	That Cabinet agrees that the information gathered from the Dementia Stakeholder Event held on 12 January 2012 and throughout this review be used to form the foundation of Hillingdon's Dementia Strategy
Recommendation 6	That Cabinet endorses the provision of a programme of effective basic training and continuous professional and vocational development in relation to dementia for community health and social care staff, GPs and staff within care homes to be developed jointly by the Council and Hillingdon CCG

And the following priorities for dementia were agreed by LBH and Hillingdon CCG:

- To increase awareness and understanding of dementia
- To develop early diagnosis and intervention
- To ensure a high quality of care/living well with dementia
- To reduce dementia-related hospital admissions and avoidable care costs

- To support residents in the community
- To facilitate future planning i.e. finances/decisions

In addition to the specific work on services for older adults with mental health problems, there has been a focus on the improvement of services for older adults with physical health care needs. Initiatives include the agreement of a plan for improvement of services for older people 2012-16³³ and an "out of hospital" strategy. These initiatives include

³³ Older People's Commissioning Plan 2012-16, Hillingdon CCG and LBH, 2012

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Intermediate care 'New model'



Following strategic work undertaken across NW London, the implementation of integrated care pathways (ICPs) for:

- Elderly frail adults (elderly frail ICP for adults aged 75 years and over)
- Older adults with mental health problem (mental health ICP)

has been prioritised as a key strategy for improved effectiveness and efficiency, patient experience and outcomes. The development of effective care pathways for people with dementia has been prioritised within this. The effective management of people with complex needs through improved multi-disciplinary working in primary care is a key component of the proposed improvements.

The mental health ICP prioritises the implementation of psychiatric liaison in acute hospitals in order to ensure appropriate response to crises and the provision of alternatives to hospital assessment and treatment where appropriate, ensuring effective management and appropriate use of resources.

Hillingdon CCG commissions a specialist assessment, treatment and service for older adults with mental health problems. The service comprises a community mental health team and inpatient services. The CCG has also recently commissioned a memory assessment service.

Specialist services for people with dementia need significant improvement as there are concerns about capacity and current pathways to and within these. Concerns include ensuring that a diagnosis of dementia is made early, providing effective support to carers to enable them to continue in their caring role – identified as the top priority for improvement in Hillingdon, effective crisis response and intensive home treatment services and improving the quality of care in some residential and nursing home settings . A gap analysis undertaken by stakeholders

involved in capacity planning and modelling work prioritised the improvements required. See Figure 17 below. In addition, detailed integrated care pathways for older adults with dementia are under development. This is work in progress. Copies of the current draft pathways are available on request³⁴.

Figure 17: Gap analysis: dementia capacity planning and modelling project 2012

Service	Rating	Notes
Crisis Support (Rapid Response)		
Home Treatment		
Extra Care Homes - Dementia		Additional 69 places. Agreement to fund.
Memory Assessment Service		Additional investment in 3 Dementia Advisors
Support For Carers		
Respite Care		Enable carers to have quality of life to maintain caring role: - 2 hours to 24/7 - flexible - sitting service - bed and home based
Information and Advice		
Daytime and Social Activity		
Dementia Public Awareness		
Training for Support		
Staff and Professionals		- CNWL - Residential Care / Nursing Homes - GPs
Liaison with Residential Care / Nursing Homes		
Psychiatric Liaison (Acute)		

³⁴ Contact: Fiona Davies, Snr Commissioning Manager: fiona.davies4@nhs.net

Young Onset Dementia			
LD and Dementia			
Intermediate Care			
Key			
'Double red': Significant gap & key priority			
Red: Significant gap and a priority			
Amber-red: Existing service adequate but a priority for further development			
Amber: Existing service adequate not a priority for further development			
No rating: not assessed to date			

LBH commissions a care management service which works alongside the specialist mental health service as well as commissioning support and accommodation in the community through voluntary sector and private service providers.

In addition to the above, Hillingdon CCG has a number of carer forums which provide opportunity for user feedback which are used for service improvement/redesign.

3.2 Use of resources in services for older adults with mental health problems in Hillingdon

3.2.1 Hillingdon CCG and LBH: Use of resources for older adults with mental health problems

LBH and Hillingdon CCG invest £198.68 per head in older people's mental health services. This investment is currently invested in services that are significantly bed based. In addition, there is significant inappropriate use of acute general hospital beds by older people with dementia. Recent work within both organisations and across NW London has demonstrated that there is potential to achieve significant efficiencies and improvement

to effectiveness, patient experience and outcomes through a shift from bed based to community based services.

3.2.2 Hillingdon CCG: use of resources for older adults with mental health problems

Hillingdon CCG invests £4.8m in services for older people with mental health problems. £4.5m of the total is invested with CNWL. £3.7m of this total is invested in acute inpatient services.

3.2.3 London Borough of Hillingdon: use of resources for older adults with mental health problems

LBH does not differentiate between investment in services for people with dementia and expenditure on services for older people although information is available on expenditure on residential and nursing home care.

In 2012-11, LBH spent 51 percent of its total expenditure on services for older people – 2 percent less than the expenditure of its comparator group and 5 percent less than the average for England. Total expenditure was £36m. £22m was spent on residential/nursing care and £6.2m on domiciliary and day services. Of the 2,531 people receiving domiciliary care, 156 had been diagnosed with dementia. Of the 290 older people attending day services, 97 had been diagnosed with dementia and of the 575 permanent placements, 163 were in dementia residential homes and 86 were in dementia nursing homes.

In early 2011, the projected expenditure on older people 2011/12 was £30m, £6m less than the previous year. An increase of £0.8m to £7m on support for people with dementia was projected within this.

3.3 The performance of services for older adults with mental health problems in Hillingdon

3.3.1 The performance of NHS commissioned services for older adults with mental health problems

CNWL is the main provider of specialist mental health services in Hillingdon. The Trust has recently assessed the performance of their services for older adults with functional mental health problems and/or dementia. They identified the following areas of concern:

- Service provision for the assessment and early diagnosis of people who may have or go on to develop dementia is minimal, delivered by a memory clinic. There is no memory assessment service. Therefore demand for community memory service diagnosis and treatment is far greater than capacity with waiting times for memory assessment/diagnosis up to 6 months
- Most of the specialist dementia provision is provided in bedded services. Average length of stay is 119 days. The majority of admissions are from patients' own homes (62%). However, 64 percent of patients are discharged to nursing homes (64%)

Therefore, prevention of admissions, reduction in the length of inpatient stay, to avoid institutionalisation of patients and more comprehensive community provision (Community Mental Health Team and Memory Service) is needed.

3.3.2 The Performance of LBH commissioned services for older adults with mental health problems

In 2012/11, LBH performed well in comparison with other London boroughs – 3rd out of its comparator and group and significantly better

than England as a whole for achieving independence for older people through rehabilitation and intermediate care.

In 2012/11, LBH performed well in comparison with other London boroughs – 3rd out of its comparator and group and significantly better than England as a whole for achieving independence for older people through rehabilitation and intermediate care.

3.4 The strategy for services for older adults with mental health problems in Hillingdon 2013-16

The work undertaken has identified that significant improvements to the efficiency and effectiveness of the services for older adults with mental health problems can be made through the development of an integrated, whole systems approach, building on the current strength of GPs in managing adults with mental health problems in the community. Improvement will be achieved through effective partnership working that enables service reconfiguration and redesign, leading to a shift from a bed based to community based service with treatment provided at home as far as possible, and achieving a shift from secondary to primary care assessment, treatment and support. The objective will be to deliver recovery focused, personalised, outcomes based assessment treatment and support in the community. Individual and joint plans will need to be developed and costed to realise the potential gains. Key actions to achieve improvement are summarised below.

- Supporting people in their own homes for as long as possible by providing specialist expertise within services for older adults where appropriate, in particular as part of the out of hospital strategy
- Increasing the rate of diagnosis of dementia; including training GPs and establishing a memory assessment service

- Improving the co-ordination of care through improved assessment and multi-disciplinary working in primary care (Elderly ICP) and integration of the work of all relevant agencies into an effective model of care
 - Promoting awareness of dementia amongst the general public and staff working with older adults
 - Reducing reliance on acute mental health beds
 - Developing the infrastructure for community based assessment, treatment and support through the implementation of agreed integrated care pathways
 - Maximising the contribution of the voluntary sector
 - Considering the commissioning a dementia resource centre to provide an accessible community resource for the delivery of health and social care services
 - Agreeing a cost-effective way of providing specialist advice to residential and nursing home services in order to prevent escalation of need and avoid admission to inpatient or more intensively nursed care
 - Evaluating and considering continued operation of the psychiatric liaison service at The Hillingdon Hospital (MH ICP) as an effective way to ensure appropriate response to physical and mental health care crises
 - Improving support to carers to enable them to continue in their caring role; includes improving carers' assessment and improving respite care
 - Reviewing services and developing and implementing improved care pathways to identify need and initiate improvement to people with early onset dementia
 - Reviewing services and developing and implementing improved care pathways to identify need and initiate improvement to people with a learning disability with dementia
- This will be achieved by:
- Implementing the revised care pathways for specialist mental health services developed by the multi-agency strategy group
 - Implementing the detailed plans arising from the capacity and modelling work undertaken during the work to revise the care pathways
 - Building on the new intermediate care services established for older adults by ensuring that pathways and services identify and meet the needs of people with dementia and their carers
- A plan to deliver the required improvements identifying both the joint and individual action required by Hillingdon CCG and LBH to improve services working with key partners has been agreed. See Figure 18 below.

Figure 18: Hillingdon CCG and LBH joint plan for the improvement of services for older adults with mental health problems 2013-16

Objective	Actions	Organisation	Year
Improve the rate of dementia diagnosis in order to promote early intervention	Maximise the availability of, and access to, memory assessment services	Hillingdon CCG	2013-16
Promote awareness of dementia	Ensure that organisations take action to promote knowledge of dementia of the general public and the health and social care workforce Provide dementia awareness training for the public and professionals.	Hillingdon CCG and LBH Hillingdon CCG and LBH	2013-16 2013-16
Provide assessment and treatment for acute physical and mental health problems in the least restrictive setting possible	Evaluate the psychiatric liaison service in Hillingdon Hospital to ensure admission only where necessary to treat a physical health care needs and to ensure effective treatment of people with mental health problems admitted to hospital Seek to improve prevention and responses to crises, enhancing intermediate care and rapid response services to respond effectively to the needs of people with dementia and considering the establishment of an intensive home treatment service Further review bed use and determine whether further bed reductions (from 25) is indicated in order to facilitate the establishment of a community based service	Hillingdon CCG Hillingdon CCG and LBH Hillingdon CCG	2013-14 2013-14 2013-14
Ensure that the need for specialist mental health assessment, treatment and support of service users and carers is addressed effectively and efficiently through service reconfiguration and service redesign of local services	Implement the agreed care pathways for older adults with mental health problems, ensuring that they build on and interface with the recently agreed care pathways for older adults in Hillingdon Establish a single point of access to LBH services Improve community based assessment, treatment and support services, including exploring the cost/benefit of establishing intensive treatment and support to prevent and manage crises in the community Find cost effective ways of improving support to carers to enable them to continue in their caring role: <ul style="list-style-type: none"> • Improve carers' assessment • Develop a single point of access to services, ensuring access to appropriate advice, information and support • Improve access to respite care • Explore the need for a night sitting service Consider commissioning a dementia resource centre to provide a setting for both health and social care commissioned services Remodel the community services supporting people with dementia to	Hillingdon CCG and LBH LBH Hillingdon CCG Hillingdon CCG Hillingdon CCG and LBH Hillingdon CCG and LBH	2013-14 2013-14 2013-14 2013-16 2013-16 2013-16 2013-16 2013-16

	<p>ensure that they are contributing to the delivery of the dementia pathway</p> <p>Maximise the contribution of the voluntary sector to the provision of cost effective support; this includes maximising their contribution to:</p> <ul style="list-style-type: none"> • Promoting awareness of dementia • Providing training to staff working with people with dementia • Providing information and advice to people with dementia and their carers • Supporting carers • Providing day and leisure activities to people with dementia <p>Agree a cost effective way of providing specialist advice effectively to residential and nursing home services in order to prevent escalation of need to avoid admission to inpatient or nursing home services</p> <p>Review services and develop and implement care pathways to identify need and initiate improvements to services for people with early onset dementia</p> <p>Review services and develop and implement care pathways to provide effective assessment, treatment and support for people with a learning disability who also have dementia</p>	<p>LBH</p> <p>Hillingdon CCG and LBH</p> <p>Hillingdon CCG</p> <p>Hillingdon CCG and LBH</p> <p>Hillingdon CCG and LBH</p>	<p>2013-16</p> <p>2013-16</p> <p>2013-16</p> <p>2013-16</p>
<p>Promote independence and empower adults with mental health problems by increasing the supply of supported housing and providing personalised packages of support</p>	<p>Deliver 55 units of supported housing accommodation for people with functional mental health needs, including older adults.</p> <p>Deliver 69 units of extra care accommodation for people with dementia</p> <p>In partnership with registered providers and private sector developers Personalise existing supported housing services for people with mental health need</p> <p>Remodel the community support services for people with functional mental health needs provided by the third sector to reflect personalisation and the prevention agenda</p>	<p>LBH</p> <p>LBH</p> <p>LBH</p> <p>LBH</p>	<p>2013-16</p> <p>2013-16</p> <p>2013-16</p> <p>2013-16</p>

GLOSSARY

BME:	black and minority ethnic communities
CAMHS:	Child and Adolescent Mental Health Services
CPA:	Care Programme Approach
CNWL:	Central and North West London Mental Health Trust
DH:	Department of Health
HCCG:	Hillingdon Clinical Commissioning Group
HHWB:	Hillingdon Health and Wellbeing Board
ICP:	Integrated Care Pathway
ImROC:	Implementing Recovery Through Organisational Change (an approach to implementing recovery piloted during 2011 by the Mental Health Network NHS Confederation)
JSNA:	Joint Strategic Needs Assessment
KPIs:	Key Performance Indicators
LBH:	London Borough of Hillingdon
MHDG:	Mental Health Delivery Group
MINI:	Mental Illness Needs Index
M2K:	mental Illness Needs Index 2000
NHS:	National Health Service
NWL:	North West London
ONS:	Office of National Statistics
SMR:	Standardised Mortality Ratio

APPENDIX 1: Living well with dementia: The National Dementia Strategy, 2009: Objectives

Objective 1: Improving public and professional awareness and understanding of dementia.

Public and professional awareness and understanding of dementia to be improved and the stigma associated with it addressed. This should inform individuals of the benefits of timely diagnosis and care, promote the prevention of dementia, and reduce social exclusion and discrimination. It should encourage behaviour change in terms of appropriate help-seeking and help provision.

Objective 2: Good-quality early diagnosis and intervention for all.

All people with dementia to have access to a pathway of care that delivers: a rapid and competent specialist assessment; an accurate diagnosis, sensitively communicated to the person with dementia and their carers; and treatment, care and support provided as needed following diagnosis. The system needs to have the capacity to see all new cases of dementia in the area.

Objective 3: Good-quality information for those with diagnosed dementia and their carers.

Providing people with dementia and their carers with good-quality information on the illness and on the services available, both at diagnosis and throughout the course of their care.

Objective 4: Enabling easy access to care, support and advice following diagnosis.

A dementia adviser to facilitate easy access to appropriate care, support and advice for those diagnosed with dementia and their carers.

Objective 5: Development of structured peer support and learning networks.

The establishment and maintenance of such networks will provide direct local peer support for people with dementia and their carers. It will also enable people with dementia and their carers to take an active role in the development and prioritisation of local services.

Objective 6: Improved community personal support services.

Provision of an appropriate range of services to support people with dementia living at home and their carers. Access to flexible and reliable services, ranging from early intervention to specialist home care services, which are responsive to the personal needs and preferences of each individual and take account of their broader family circumstances. Accessible to people living alone or with carers, and people who pay for their care privately, through personal budgets or through local authority arranged services.

Objective 7: Implementing the Carers' Strategy.

Family carers are the most important resource available for people with dementia. Active work is needed to ensure that the provisions of the Carers' Strategy are available for carers of people with dementia. Carers have a right to an assessment of their needs and can be supported through an agreed plan to support the important role they play in the care of the person with dementia. This will include good-quality, personalised breaks. Action should also be taken to strengthen support for children who are in caring roles, ensuring that their particular needs as children are protected.

Objective 8: Improved quality of care for people with dementia in general hospitals.

Identifying leadership for dementia in general hospitals, defining the care pathway for dementia there and the commissioning of specialist liaison older people's mental health teams to work in general hospitals.

Objective 9: Improved intermediate care for people with dementia.

Intermediate care which is accessible to people with dementia and which meets their needs.

Objective 10: Considering the potential for housing support, housing-related services and telecare to support people with dementia and their carers.

The needs of people with dementia and their carers should be included in the development of housing options, assistive technology and telecare. As evidence emerges, commissioners should consider the provision of options to prolong independent living and delay reliance on more intensive services.

Objective 11: Living well with dementia in care homes.

Improved quality of care for people with dementia in care homes by the development of Explicit leadership for dementia within care homes, defining the care pathway there, the commissioning of specialist in-reach services from community mental health teams, and through inspection regimes.

Objective 12: Improved end of life care for people with dementia.

People with dementia and their carers to be involved in planning end of life care which recognises the principles outlined in the Department of Health End of Life Care Strategy. Local work on the End of Life Care Strategy to consider dementia.

Objective 13: An informed and effective workforce for people with dementia.

Health and social care staff involved in the care of people who may have dementia to have the necessary skills to provide the best quality of care in the roles and settings where they work. To be achieved by effective basic training and continuous professional and vocational development in dementia.

Objective 14: A joint commissioning strategy for dementia.

Local commissioning and planning mechanisms to be established to determine the services needed for people with dementia and their carers, and how best to meet these needs. These commissioning plans should be informed by the World Class Commissioning guidance for dementia developed to support this Strategy.

Objective 15: Improved assessment and regulation of health and care services and of how systems are working for people with dementia and their carers.

Inspection regimes for care homes and other services that better assure the quality of dementia care provided.

Objective 16: A clear picture of research evidence and needs.

Evidence to be available on the existing research base on dementia in the UK and gaps that need to be filled.

Objective 17: Effective national and regional support for implementation of the Strategy.

Appropriate national and regional support to be available to advise and assist local implementation of the Strategy. Good-quality information to be available on the development of dementia services, including information from evaluations and demonstrator sites.

APPENDIX 2: Mental Health Promotion and Wellbeing: Achievements 2011-12 and Intentions 2012-15

Mental Health Promotion and Wellbeing

Promoting and Protecting Better Mental Health

- Evidence shows the positive impact of improving public mental health and well-being on health, social and economic outcomes (see Appendices). Building a sense of long-term wellbeing in individuals and communities is crucial. Wellbeing drives up productivity and can reduce the burden of poor mental health which currently costs the UK over £100 billion.
- National recommendations set out the escalating need to shift programmes towards mental health prevention, promotion, and early intervention in order to make significant contribution to health, quality of life, economic and social recovery within communities. Services and stakeholders should focus effort and resources to promote and protect better mental health, not just among the unwell but across whole populations
- Positive mental health is a resource for everyday life and is therefore everybody's business. Many factors influence mental health and wellbeing: genes, childhood experiences, life events, individual ability to cope, health literacy and levels of support, as well as factors such as housing, employment, financial security and access to appropriate health care.
- Mental health promotion focuses on improving the social, physical and economic environments that determine the mental health of communities, families and individuals. Robust evidence exists to show that positive mental health programmes can result in impressive long-lasting effects on multiple areas of functioning and can also have the dual effect of reducing risks of mental disorders. Examples of positive mental health indicators include:
 - Better physical health
 - Minimising or preventing mental illness
 - Improved mental health literacy
 - Improved coping and problem solving skills
 - Ability to develop emotionally, creatively, intellectually
 - Improved parenting skills and family functioning
 - Improved confidence
 - Increased community participation and connectedness
 - Ability to develop personal relationships
 - Reduced mortality

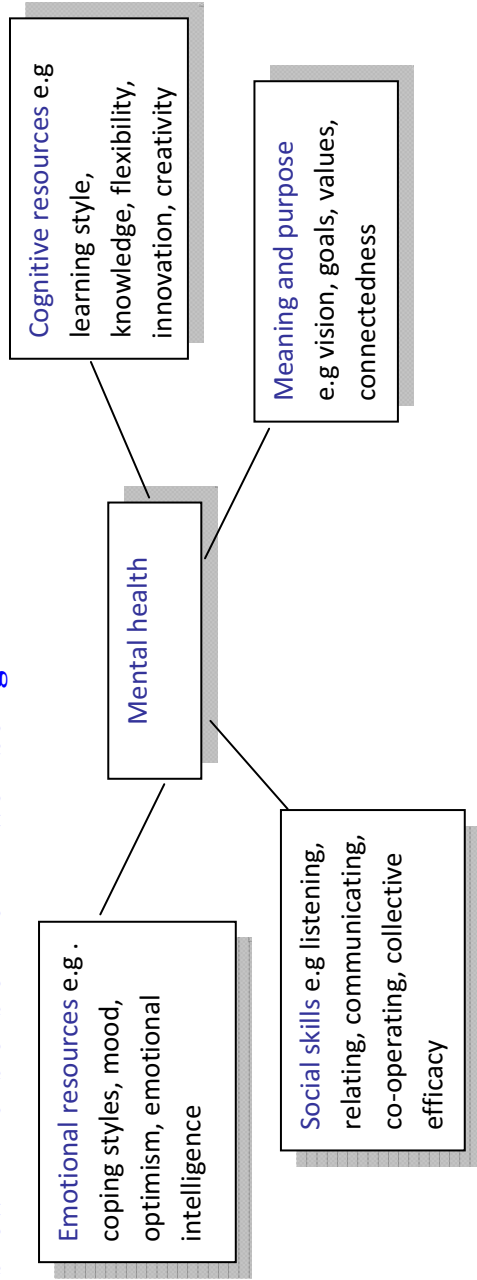
Mental Health Promotion and Wellbeing

Hillingdon programmes: developed by the Specialist Health Promotion Team

The Specialist Health Promotion Team (within Public Health) have set up a number of programmes to promote the mental health and wellbeing of local residents across the Life Course. Based on evidence of good practice the programmes are low-cost or free, set within a non-medical community setting. The programmes have been developed with a range of agencies to ensure that mental health and wellbeing messages and opportunities are promoted through a wide range of stakeholders across the borough. The outcomes of the programmes have focussed on the indicators that build and maintain indicators for positive mental health.

The programmes have been designed to enhance people’s inherent resources as well as the physical and social assets within a community setting. This approach changes the focus from relying on services only and to enabling people to be active participants in shaping what improves their mental health and wellbeing.

Table to show Dimensions of mental well-being



Good Practice Examples

Activity	<p>‘Get Into Reading’ - ‘Read Out Loud’ Group</p> <p><i>“No comparison. This is ground breaking... very high standards – never had a course as good.”</i></p> <p><i>“I can't wait till next week to attend the next session” “The session makes me happy” “I forget all my problems when I come to the session” “They are addictive”</i></p> <p><i>“My brain and concentration has been switched on again leading me to want to pursue other avenues of English Literature and using the English language to express myself, my feelings and desires.”</i></p> <p><i>“We normally go back to our rooms and think about nothing in particular but now I can read the poem and imagine being at the seaside”</i></p>
Key Messages	Early, minimal intervention – led by trained facilitators (non clinical therapists), focus is on participant-initiated groups. Mental health and wellbeing is shown to improve through shared reading and reading of books out loud. Up to 12 participants attend each group across a range of local settings and age groups
Indicators for positive mental health	<ul style="list-style-type: none"> ■ Increased confidence and coping skills ■ Improved vocabulary ■ Increased friendships, community participation and sense of ‘community’ ■ Enhanced meaningful conversation and opportunity to talk openly and honestly about feelings ■ Decrease in feelings of isolation and loneliness ■ Decrease in feelings of distress and anxiety
Hillingdon Outcomes	<ul style="list-style-type: none"> ■ 17 Groups set up across Hillingdon: including Libraries, Sheltered Housing, Mental Health Ward, Day Centres, Young People’s groups ■ Further 5 CNWL staff trained and using model within their work ■ Self reported wellbeing and positive experience from group facilitators and participants.

Good Practice Examples

Activity	<p>Walk Hillingdon – nationally accredited by ‘Walking for Health’</p> <p><i>“The walks have helped our tenants in many ways – they are integrated more in the local community, they get regular exercise, they have met new friends, it has helped to boost their self-esteem and confidence by being warmly welcomed and included regardless of any disability. Thanks everyone!”</i></p> <p><i>“The walks have many benefits for me which have included discovering parts of the borough that were all new to me, being out in the fresh air and meeting new friends who have helped me during a very difficult time in my life”</i></p>
Key Messages	<p>Walking is recommended as an intervention in NICE guidance relating to a range of physical and mental health conditions ((CHD, Cancers, Diabetes, Osteoporosis, Anxiety, Stress). Research indicates that people who are over 50 who are physically active have between 1.1 and 3.7 added “quality life years” (QALY). It is estimated that every £1 spent on a health walk will save a Primary Care Trust £7 on expenditure such as hospital admissions and medication.</p> <p>Led by trained Walk Leader Volunteers, everyone is encouraged to walk at their own pace so that strength and confidence can be built up slowly. All the walks are free, risk assessed and the health status of all new walkers is obtained when they come on a walk for the first time.</p>
Indicators for positive mental health and wellbeing	<ul style="list-style-type: none"> Increased social connectedness, confidence and enjoyment in exploring local areas Increased use of green and open spaces Improved health and mental health benefits – reduction in blood pressure, weight loss; improved heart rate, muscle tone; reduction in stress and anxiety
Hillingdon	<ul style="list-style-type: none"> 17 led walks across the borough; 23 walk leaders trained including members of the public, NHS services, voluntary sector, Hillingdon MIND, community leaders.

Outcomes	<ul style="list-style-type: none"> ▪ Walk Hillingdon programmes are available from all Hillingdon libraries, GP surgeries, pharmacies, and The Hillingdon Hospital Trust services ▪ Walkers log their walks and experiences of walks on Walk4Life through London Borough of Hillingdon website ▪ Diabetic Care patients attend regular Walks as part of their care pathway. ▪ 98% - 100% positive feedback from residents about enjoying the walks, socialising, exploring new local areas
Activity	<p>Tea Dance and Health Fair for over 55's – Older People's Wellbeing Festival June 2012</p> <p><i>"I haven't laughed so much in years"</i></p> <p><i>"I met someone I used to work with 40 years ago"</i></p> <p><i>"It's lovely to feel alive"</i></p> <p><i>"The organisation was excellent and we were made to feel welcome"</i></p> <p><i>"Very good atmosphere"</i></p>
Key Messages	<p>In Hillingdon there are 34,700 people aged 65 years.. Research has shown that taking part in activities and social events increases health and mental well-being through offering opportunities to be active and develop new social interactions; help plan for life transition from working to retirement through gaining awareness of activities and services available locally; be informed about prevention and support for key issues including falls, dementia, strokes and incontinence; better understand what is available in the through the personalisation agenda</p>
Indicators for	<ul style="list-style-type: none"> ▪ Increased access and utilisation of green space ▪ Improved perception of community safety by older people

positive mental health and wellbeing	<ul style="list-style-type: none"> Improved Social connectedness Participation in physical activity: walking, cycling Improved self reported wellbeing Improved health related quality of life for older people
Hillingdon Outcomes	<ul style="list-style-type: none"> 559 residents attended 7 tea dances held across the borough in June'12 118 people out of 407 said they would like more physical activity; 69% reported back they wanted to do more dancing The three most common reasons stated that made the event enjoyable were³⁵: music 87%; dancing 85%; socialising 84% 99.8% people said that they enjoyed the event and 98% said they would attend again

Good Practice Examples

Activity	<p>Wellbeing Initiative Network (WIN) – Promoting Five Ways to Wellbeing</p>  <p><i>" I feel better. I like to learn English. More friends made. I enjoy the group. I have more confidence"</i></p> <p><i>"Today I am happy. I am feeling interested in this one hour"</i></p>
Key Messages	<p>A recent UK study to measure well-being estimated that only 14 per cent of the population has a high level of well-being, referred to as 'flourishing'. A further 14 per cent has very low well-being, notwithstanding individuals with a diagnosed mental disorder. A whole range</p>

	<p>of factors determine an individual's level of personal well-being but evidence indicates that the things we do and the way we think can have the greatest impact. Well-being comprises two main elements: feeling good and functioning well. Experiencing positive relationships, having some control over one's life and having a sense of purpose are all important attributes of wellbeing. The Warwick-Edinburgh Mental Well-being Scale (WEMWBS) has 14 questions on an individual's wellbeing.. It has been used successfully used in Scotland and the UK and is becoming the accepted benchmark for wellbeing.</p>
Indicators for positive mental wellbeing	<ul style="list-style-type: none"> ▪ Increase in emotional well-being: frequency of positive emotions and absence of negative feelings ▪ Increase in positive evaluation of a person's life overall ▪ Improved vitality: increase in energy, feeling well-rested and healthy, and being physically active ▪ Improved resilience: self-esteem, optimism, resilience ▪ Enhanced positive functioning: autonomy, competence, engagement, meaning and purpose
Hillingdon Outcomes	<ul style="list-style-type: none"> ▪ 3 WIN Champions set up pilot programmes to promote Five Ways to Wellbeing in 3 wards in Hillingdon ▪ Following resident demand 'Create your own Wellbeing' toolkit group activities set up in Harefield ▪ 200 Wellbeing questionnaires administered - individuals attending any group for at least 4 times a month (an average of once a week), report higher on their well-being score ▪ 115 new contacts (individuals and groups) linked into Wellbeing programme: swimming classes, exercise classes for over 65's, cooking classes, volunteering, attending conversation classes (for BME groups), walking groups

Benefits

- Access for residents and services to community based programmes is straightforward and free
- Wide range of local programmes are available that are non-medical and focus on promoting positive health, wellbeing and physical health
- Improved prevention and enhanced recovery

Overview for 2012/13

Currently there is no mental health commissioning into the Specialist Health Promotion Team to address mental health promotion and wellbeing. The programmes have been funded through core NHS funds and have been set up to address the wider health improvements objectives within the Public Health Outcomes. Total funds for the current programmes are approximately £35k.

Current Outputs and areas for development

Get Into Reading	<ul style="list-style-type: none"> 104 participants attending Get Into Reading Groups across the borough Excellent feedback on self-reported wellbeing, improvement in literacy, enjoyment of reading in a group <p>Areas for development</p> <p>Further 3 groups set up within voluntary and statutory settings; libraries are commissioned to deliver mental health activities, number of facilitators is expanded across the borough, explore Accreditation model</p>
Walk Hillingdon	<ul style="list-style-type: none"> 3400 units of walking occurred across the borough Walkers report they enjoy walks and that it helps them with their mobility, health and sense of wellbeing <p>Areas for development</p> <p>5% increase in units of walking; Library services and NHS services have walks as part of their core community support objectives; referral process developed as part of CCG; link into MacMillan volunteers; GPs actively promote Walk Hillingdon programme as part of care pathways</p>
Older People's Wellbeing	<ul style="list-style-type: none"> 600 Older people participated in variety of activities across the borough Positive self-reporting including feeling valued, enjoyment from going out, interested in more and similar activities <p>Areas for development</p> <p>"Breathe" project for people with dementia and their carers (to include music and Get Into Reading programme); "Opening Doors" pilot</p>

	<p>(at Grassy Meadows Day Centre) to encourage Older People to work together to actively organise a series of activities and events for them to take part in; Re-ablement Provision by developing a package of physical activity opportunities that Older People can take part in (Age Well on Wheels – cycling; Football; Dance); Wellbeing activities – 3 more Tea Dances, Film events in local community settings, outings within the borough.</p>
<p>Wellbeing Initiative Network (WIN)</p>	<ul style="list-style-type: none"> 3 wards working with local community groups, voluntary sector and services. 100 residents – older people, parents, BME groups, participating in WIN activities that address 'Five Ways to Wellbeing' Participants have self-reported that they have learnt about their area, feel better connected, more confident to be involved in local groups and engage in local facilities <p>Areas for development</p> <p>Develop 'Five Ways to Wellbeing' Framework that incorporates other wellbeing providers and resources; publicise and promote 'Five Ways to Wellbeing' messages and activities in local areas across the borough using Communications department, media (paper and digital); engage with NHS services and CCGs to promote positive mental health through their care pathways</p>

Intentions for 2013/14, 2014/15

To address the national recommendations to promote positive mental health and well being, local ownership of programmes needs to be more robust and lead by the Mental Health Delivery Group (and its partners). Although funding is not critical for the current programmes to develop in 2013/14 – as partnership working and pooling existing resources is a key principle of the health promotion approach – a costed, time-tabled framework is important. This will ensure that the indicators for positive mental health are experienced by a wider population group within a changing landscape that will impact on mental health service services (adults and older people) and residents who are not yet known to health services but need local, evidenced based support within community settings. Next steps would be for the Mental Health Delivery Group to review current programmes, costings and opportunities to expand the Specialist Health Promotion Team programmes that impact on positive mental health and wellbeing

APPENDIX 3: LBH Priorities for Improvement 2012-15

Mental Health Placements Efficiency Project

Extensive work has been done by the key agencies in Hillingdon to improve the placement management system over the past year. Key savings are required in addition to improvements in quality e.g. personalisation and range of options. This all needs to be supported by new IT, performance management, training and Service User/Carer involvement. This paper comes from a survey of key staff and agencies about progress on the 6 point plan agreed by all Directors earlier in the year. Progress is being made on financial targets – see PEP plan. Yet much more is needed to ensure meaningful improvements in the medium term. Leadership is changing in the agencies and replacements need to be identified who can realistically undertake the key responsibilities and thus be accountable for progress – especially in a process that demands effective joint working.

Performance update:

Work stream and actions	Progress
<p>1, In borough resources for effective placements [Lead LBH]</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. Stimulate the provider market 2. Increase step-down and move-on options 3. Develop clear pathways and exists through the recovery s. line and primary care s. line. <p>Actions:</p> <ol style="list-style-type: none"> 1. Map all provision including local provision not currently used by commissioners 2. Conduct a gap analysis/need analysis – including future growth 3. Develop provider engagement plan to work with new and potential providers 4. Develop a system of disseminating this information to maximise the options available in the borough. 	<ol style="list-style-type: none"> 1. Options and lack of awareness of the options is a key issue e.g. fostering, Telecare, Care space, supporting housing options, Mind, day centre, access to groups. Achla of the Rehabilitation Service is trying to work with new providers (who contract Achla, send info about openings) and passes information on to brokerage to look at the documents. Achla has little time to go out and assess new providers. New providers include First Choice, Church Far, Airlar Care, Brampton view, mental health psychiatric rehab for adults etc. They have developed an options folder and could possibly create a directory. 2. Quality monitoring of existing and future options – placement options/placement reviews etc. Differences in experiences of commissioners, users and advocates. CQC system in Hillingdon for quality/procurement needs to be incorporated. It will also help to overcome differences in perspectives between Panels, Providers Services and Key workers - where understandings and experiences differ. A quality/audit officer could provide key information about actual standards of provision to help commissioners, panels and care co-ordinators work in a transparent way with service users – giving them genuine choice. 3. Local Hillingdon Borough Mental Health Policy Overview and scrutiny Committee review will help to clarify the services that are available, gaps, and proposals for development. The POC review working with the borough Mental Health Strategy being developed by the PCT will help to build a better range of options available to s. users at the various stage of the ICP (2012)

	<p>4. Clearer pathways between services at different levels including between service lines will need to be clarified to ensure clarity of option selection and ease of placement.</p> <p>5. Actions 2, 3 and 4 to be picked up in commissioning plan.</p>
<p>Work stream 2: Personalisation for effective placements [Lead LBH]</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. Move from block contracts to individual budgets 2. Support mental health workers to implement the personalisation policy with services users so that they benefit 3. Reduce perceived barriers to personalisation <p>Actions:</p> <ol style="list-style-type: none"> 1. Develop, deliver and evaluate a range of tailored training programmes for all workers on Personalisation, its implementation and the overcoming of barriers to successful use. 2. Undertake a personalisation systems and process review. 3. Research and introduce best practice in personalisation from other boroughs. 	<ol style="list-style-type: none"> 1. There is a need to clarify that the lead responsibility is with the Local Borough. Adrian Frith of LBH is leading the work, in consultation with Anne Sheridan of CNWL. 2. A saving plan is needed and needs to be developed between LBH and PCT. 3. A good estimate of the total number of mental health service users to be incorporated into the personalisation budget system needs to be made clear. 4. There is a need to see a shift from 1% of Mental Health Service Users with Personal Budgets to 100%. <u>A clear plan is needed for this with detailed milestones for the next 3 and 6 months.</u> 5. A progress report from Anne Sheridan: <ul style="list-style-type: none"> • 'We have done a lot of work on personalisation in this borough which has been very much led by the Borough... with active input from CNWL to ensure that the plan reflects a MH and integrated perspective that is the reality of delivering modern MH services. One person key to this work has been Adrian Frith from the Borough. A t recently updated work plan has not as yet been sent out. We plan to meet again on the 12th September at 2pm at the Civic Centre. The process to date has been - <ul style="list-style-type: none"> • agree one set of documents for assessment and review - essentially the integrated process developed in Westminster • Develop a RAS - resource allocation system - the process for turning an assessment into money • Use existing cases to calibrate the RAS - to see if it works • Train key staff in support planning - like our care planning but with a more assertive creative element in giving people greater freedom in accessing support - seen as key to personalisation success • Look at who inputs on IT LA system and transport assessment and care plan onto IT LA system • How to train staff - this is where we are at present • Set training dates for late Sept. • I have also been keen to think of ABT and the reablement agenda, from a systematic process - its reablement first to get people to their maximum level of well being and then if needed redirect into personalisation. • This stage has not really been developed and I suggested to Adrian that he, Paul, Sandra or Martin and I need to meet to map out a process like above for Personalisation'

	<p>6. Jennifer the manager of the Recovery Team with Achla has done 60 case descriptions for the development of the personalisation software package. Training has been provided to staff – however more theoretical than practical as this stage. When the personalisation software is up and running further training will be needed. This will need to be rolled out to all agencies and include Service users and Carers.</p> <p>7. Personalisation is not specifically for those on S117; however some of those case descriptions have been sent off.</p> <p>8. There is a need to discuss with teams about S117 reviews – to be held prior to the CPA reviews. There is also a need to work up the process for carers and get carer budget?</p> <p>9. Training will need to include admin and clinicians.</p> <p>10. The new software should provide a costing for packages. The next stage will be the training of staff to put in the data. Need to be careful as S117 will not get personalisation budgets. Encouraging discussion about s117 when discussing CPA reviews. CPA/S117 reviews - accommodation, budget management, understanding step-down within S117 needed. Combined training in S117/CPA/Personalisation is need.</p> <p>11. Ensure that all review processes are integrated and not duplicated i.e.:</p> <ul style="list-style-type: none"> • CPA review • RAP • S.117 Review • Personalisation Budget Review
<p>Work stream 3: Funding streams for effective placements [Lead CNWL]</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. Increase awareness of S117, continuing care and implications for placements. 2. Ensure prompt review of S117 in relation to accommodation support. 3. Increase awareness of S117 discharge and implications of delayed or avoiding discharge on service users, services and commissioners. <p>Actions:</p> <ol style="list-style-type: none"> 1. A formal review of CNWL's S117 discharge process to lead to a more regular and 	<ol style="list-style-type: none"> 1. Lead organisation CNWL. 2. John Duguid with Alan Coe of LBH and Fiona Davies of the PCT are developing a new S117 policy and procedure. Need to bring on board Team leaders and consultants about legal issues and recovery gains from step-down within and from S117. 3. Need a register of clients on CPA and s117 for auditing. Leadership for significant culture changes will be needed. 4. Team is dependent on the policy for guidance on S117 - which needs to be signed off. 5. Following the sign-off the training will have to be put in place. 6. The policy needs to make the link between CPA and S117 plans/review. S117 needs to be clearly highlighted on the CPA care plan. A plan to involve the medical colleagues is needed.

<p>proactive management approach.</p> <ol style="list-style-type: none"> 2. Develop training on S117 review and funding streams for CNWL and allied teams across service lines. 3. Develop and make easily available support material for S117 review e.g. via intranet and library sources which are easy to access. 4. A formal review of current CPA review and monitoring processes and their impact on S117 review and its process. 	<ol style="list-style-type: none"> 7. Dissemination of the new S117 information is needed.
<p>Work stream 4: Placement management process – effectiveness [Lead LBH/PCT]</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. Ensure effective panels by improving understanding of them and their use. 2. Increase the knowledge and skills of those reviewing placements 3. Improve panel decision making tools and resources and ensure they are fully maximised. <p>Actions:</p> <ol style="list-style-type: none"> 1. Review panels and their procedures, processes and systems, and ensure they are resources adequately e.g. administrative staff. 2. Update panel procedures, processes and documentation used for placement reviews 	<ol style="list-style-type: none"> 1. Lead organisations are LBH with PCT. 2. Panels up and running with policy and procedure. Overall review needed of effectiveness and liaison between all the panels e.g. substance misuse. 3. Need metrics for monitoring and review. 4. Need to involve team leaders. 5. Placement Efficiency Project report providing key monitoring and evaluation data each month. 6. Care Funding Calculator (CFC) helps to identify personalisation costs. More training of staff to use this is needed. Lots of providers are now using the tool. 7. A system of staff rotation to help staff develop their placement skills is needed. A supernumerary post is needed for this. Funding to be explored. 8. Placement Procedure, Placement Review Forms, Application to Panels, Panel Decision Sheets have been agreed amongst clinical leads via PEP for utilisation across CNWL pending commissioner agreement 9. New procedure has been circulated to all CNWL Hillingdon services. Achla regularly advises/updates other Team Managers. 10. Ensure compliance via effective performance management. 11. A review of the four panels that S. Users may access and their connectivity is needed: <ul style="list-style-type: none"> • Supported housing panel; • Complex care panel; • Panel for supported housing – extra care; • Substance misuse panel (dual diagnosed s.users).

<p>3. Review brokerage and its role within the placement pathway. Review how it could be developed to meet future needs.</p> <p>4. Develop effective placement training packages to be delivered to CNWL teams across all service lines.</p> <p>5. Raise awareness of panels and their processes via agreed placement procedures</p> <p>6. Develop local LBH joint protocols for the application of CFC procedures.</p>	
<p>Work stream 5: Service line placement development for effective placements [Lead CNWL]</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. Develop both capacity and capability within the rehabilitation service line to manage all 24 hours placements in LBH Mental Health Services. 2. Develop effective placement specialism and cross fertilise their capabilities across all service lines. 3. Provide training to increase the knowledge of staff about effective placement procedures in all service lines. 4. Ensure clear communication pathways between service lines and monitor these internally and their effectiveness externally. <p>Actions:</p> <ol style="list-style-type: none"> 1. Map community rehabilitation service line staff needs for both current and future growth to meet placement growth. 	<ol style="list-style-type: none"> 1. Lead for this work is CNWL. 2. Discussion with service line directors and senior manager is needed to clarify implementation. 3. PCT to explore with Programme Board for London to look at rehab services. 4. Panels and experts needed to train others in making funding decisions and health and social care provision. 5. A lot of work needed to develop all Recovery Key workers as expert placement presenters. Alternatively a few highly skilled staff need to be developed for this work e.g. team leaders. Clarity on this is needed so as not to waste clients' time and busy key workers. Panel leaders need to be clear. Rehabilitation staff have become very knowledgeable. Sharon Townsend has given two social workers for 2 for placements. There is also a locum and an advert out for another one. Achla is now managing rehab service line working with Hillingdon and harrow. 6.

<p>2. Map and analyse the skill set needs via training needs analysis for all staff to use the effective placement procedures in Hillingdon.</p> <p>3. Develop and implement effective placement training which is targeted at the specific needs of the different service lines.</p> <p>4. Develop a programme of support – including shadowing and mentoring with experienced staff.</p> <p>5. Build communication and interface structures and processes between key stakeholders in the effective placement process.</p>	
<p>Work stream 6: Joint commissioning of effective placements [Lead LBH/PCT]</p> <p>Objectives:</p> <ol style="list-style-type: none"> 1. Review joints commissioning arrangements and develop new arrangements where gaps are identified. 2. Ensure shared objectives for joint commissioning that are signed up to by all parties. 3. Joint funding packages to be developed for those subject to treatment orders and MOJ restrictions. Good practice guidelines are needed. <p>Actions:</p> <ol style="list-style-type: none"> 1. Identify potential gaps in arrangement for joint commissioning – particularly the joint process for panels. 2. Review S117 funding arrangements 	<ol style="list-style-type: none"> 1. An 'Enabler' is needed for this work from the PCT. 2. Jennifer Lewis identifies that joint commissioning with substance misuse service i.e. 50/50 on occasion. PCT is not doing much joint commissioning. Sec 37/41 joint for is needed as it is the most expensive placement work. 3. Sometimes Service Users remain on the wards as 'delayed discharges' because of a lack of joint decisions. This also applies to joint working with service lines and taking a multi-agency approach. There is a lack of pool budget and whole system thinking procedures. 4. The PEP team identify that It is recommended we adopt Option c) as this represents the client group most closely aligned with FACS criteria i.e. receiving ongoing joint social care and health interventions. Both options a) and b) also include a substantial proportion of clients receiving only healthcare interventions at the time the calculation for reviews is undertaken.

3. Develop agreement for those affected by treatment orders and MOJ restrictions.

KEY PERFORMANCE INDICATORS

An array of possible performance indicators were placed into the 6 point plan. A partnership approach between CNWL, LBH and PCT is producing a one sheet scorecard. Clear financial outcome are being focused upon as well as a number of process indicators that should lead to financial outcomes in the medium term. The monthly PEP report provides a comprehensive set of metrics to describe the PEP placement work and its process metric and financial outcomes.

LBH Social Care, Health and Housing Priorities 2011-15

Priority One: Managing Demand	Priority Two: Managing the Support System	Priority Three: Managing Supply
<p>Universal Services Work jointly with leisure, libraries, adult education and other council services, to ensure that community resources are used effectively to support local residents.</p> <p>Information, Advice and Guidance Deliver social care, housing and benefits information and advice services that are either provided directly or updated and managed by the voluntary sector and local communities to enable residents to identify for themselves how their needs can be addressed</p> <p>Carer Support Deliver specialist services for carers to support them in their caring role and in their everyday lives, including specialist information and advice services and developing Personal Budgets for Carers</p> <p>Preventative Services Commission preventative services that can demonstrate significant benefits in helping people to lead independent active lives as well as reduce pressures on statutory services Use the benefits system to reduce poverty and support independence.</p>	<p>Personal Budgets Ensure all adult social care customers have access to a Personal Budget by April 2013. Through collaborative commissioning, support and develop the external provider market for personalised services Work with Health partners to support the development of personal healthcare budgets to enable service users to achieve positive outcomes in health and wellbeing Work with other Council Directorates, the voluntary sector and local communities to support social care service users to access generic public services Offer Personal Budget holders a 'Pre-paid debit card' to provide greater purchasing flexibility, significant reduction in onerous paperwork, safeguarding against financial abuse Deliver creative support planning and increased choice and control for residents</p> <p>Housing-related Support Deliver advice and support to residents to help people live independently Ensure that housing support and adult social care services are provided in a way that maximises the choice and control for tenants, leaseholders and owner occupiers over the services they receive and how they are provided and the ability to purchase independent support using their personal budgets</p> <p>Reablement Deliver a specialist reablement service to help people to maximise their ability to live independently and within their own home Make best use of all community intermediate facilities across health and social care as a stepping stone between leaving hospital and going home and to prevent unnecessary admission to hospital</p>	<p>Market Management Work with the private sector to make best use of housing supply Apply strategic market management through framework care contracts and leveraging economies of scale with local health services and other West London councils Support the development of a personalised services business model within the voluntary sector organisations</p> <p>Reduced and Renegotiated High cost Care Packages and Placements Review and renegotiate costly support packages while retaining quality and good outcomes for service users</p> <p>Supported Housing and Independent Living Reduce the use of unnecessary residential care by extending the range of supported housing options Safe, warm, affordable environments to live in Support the development of affordable housing Reduce overcrowding and the use of temporary accommodation Reduce fuel poverty Homes that are suitable and hazard-free for the people living in them:</p>

	<p>TeleCareLine Further expand the assistive technology and telecare offer for Hillingdon residents to maximise independence</p> <p>Safeguarding Adults Support adults at risk to live free from harm and exploitation</p> <p>Modernise Day Opportunities Services Develop more choice and a wider range of community services or support to access those services that can be purchased by personal budget holders and self-funders. Ensure that council provided buildings-based day services have the flexibility to support people with the most complex needs and be transparently costed to enable personal budget holders to purchase these services Develop dementia care services and complex care to support people in their own homes or the community where possible Ensure that council provided or funded transport services are available to residents in the greatest need whilst providing opportunities for those residents to have the choice to develop, individual, more flexible travel solutions</p>	<ul style="list-style-type: none"> • Deliver housing adaptations • Promote energy efficiency
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APPENDIX 4: Draft Mental Health Dashboard: No health without mental health – a cross-government mental health outcomes strategy for people

Measures being considered for the first mental health dashboard		
1. More people have better mental health <ul style="list-style-type: none"> Self-reported wellbeing (PHOF) Rate of access to NHS mental health services per 100,000 population (MHMDS) Number of detained patients (MHMDS) Ethnicity of detained patients (MHMDS) First-time entrants into youth justice system (PHOF) School readiness (PHOF) Emotional wellbeing of looked after children (PHOF, Placeholder) Child development at 2–2.5 years (PHOF, Placeholder) IAPT: access rate (IAPT Programme) 	2. More people will recover <ul style="list-style-type: none"> Employment of people with mental illness (NHSOF) People with mental illness or disability in settled accommodation (PHOF) The proportion of people who use services who have control over their daily life (ASCOF) IAPT recovery rate (IAPT Programme) 	3. Better physical health <ul style="list-style-type: none"> Excess under-75 mortality rate in adults with severe mental illness (NHSOF & PHOF, Placeholder)
4. Positive experience of care and support <ul style="list-style-type: none"> Patient experience of community mental health services (NHSOF) Overall satisfaction of people who use services with their care and support (ASCOF) The proportion of people who use services who say that those services have made them feel safe and secure (ASCOF) Proportion of people feeling supported to manage their condition (NHSOF) Indicator to be derived from a children's patient experience questionnaire (NHSOF, Placeholder) 	5. Fewer people suffer avoidable harm <ul style="list-style-type: none"> Safety incidents reported (NHSOF) Safety incidents involving severe harm or death (NHSOF) Hospital admissions as a result of self harm (PHOF) Suicide (PHOF) Absence without leave of detained patients (MHMDS) 	6. Fewer people experience stigma and discrimination <ul style="list-style-type: none"> National Attitudes to Mental Health Survey (Time to Change) Press cuttings and broadcast media analysis of stigma (Time to Change) National Viewpoint Survey – discrimination experienced by people with mental health problems (Time to Change)
Key <div> ASCOF – Adult Social Care Outcomes Framework IAPT – Improving Access to Psychological Therapies MHMDS – Mental Health Minimum Dataset NHSOF – NHS Outcomes Framework PHOF – Public Health Outcomes Framework </div>		

APPENDIX 5: The Joint Strategy and Commissioning Plan for Adults with Mental Health Problems in Hillingdon: 2013-14: Implementation Plan

STRATEGIC OBJECTIVE	ACTIONS	RESPONSIBLE	TIME-SCALE	OUTCOMES
To ensure the best use of resources	<ul style="list-style-type: none"> Agree contract efficiencies with the main provider of mental health services 2013-14 Retender community support services commissioned from the voluntary sector Improve the range of supported accommodation and the floating support available Reduce the use of out of area specialist, nursing home and residential care placements Implement objectives in the joint commissioning plan aimed at reducing crises (as listed below) Agree plans with key providers of mental health services to improve the use of resources 2014-15 and 2015-16 	<ul style="list-style-type: none"> HCCG LBH LBH LBH and HCCG LBH and HCCG LBH and HCCG 	<ul style="list-style-type: none"> 01.04.13 31.03.14 31.03.14 31.03.14 31.03.14 31.03.14 	<ul style="list-style-type: none"> Improved value for money and effective targeting of resources Improved choice Evidence based services offered A shift from bed to community based assessment, treatment and support Reduction in the number and cost of specialist, residential and nursing home care Reduction in the proportion of presentations in crisis to health and social care services
To improve the mental health and wellbeing of the population of Hillingdon	<ul style="list-style-type: none"> Consider the development of a Mental Health Wellbeing Collaborative and/or Recovery College in Hillingdon Develop a range of mental health promotion and prevention initiatives with individuals and communities Identify and address the needs of communities and individuals from BME backgrounds for mental wellbeing and community based and specialist assessment and treatment 	<ul style="list-style-type: none"> LBH LBH and HCCG LBH and HCCG 	<ul style="list-style-type: none"> 31.03.14 31.03.14 31.03.14 	<ul style="list-style-type: none"> Improved mental wellbeing and self-directed care via Hillingdon Mental Health and Wellbeing Collaborative and/or Recovery College considered and work to initiate commenced if appropriate Increased access to a range of mental health promotion/prevention activities for individuals and communities Improved mental health and wellbeing Intervention earlier in the course of illness with a reduction in the impact of mental illness Improved recovery from mental health problems

<p>To improve support to carers enabling them to continue in their caring role and to enjoy quality of life for themselves</p>	<ul style="list-style-type: none"> • Agree and begin to implement an action plan for carers of people with mental health problems • Ensure that the needs of carers of adults with dementia are addressed within the action plan for carers of older people 	<ul style="list-style-type: none"> • LBH • LBH 	<p>31.03.14</p> <p>31.03.14</p>	<ul style="list-style-type: none"> • Improved access to information, advice and support for carers of adults of all ages • Reduction in the proportion of adults presenting in crisis to health and social care services • Reduction in crises arising from carer breakdown
<p>To provide care closer to home by increasing access to community based assessment and treatment</p>	<ul style="list-style-type: none"> • Agree and commence implementation of a model of enhanced primary care based mental health services, including psychological therapies. • Ensure access to psychological therapies for adults with anxiety and depression as specified under the national initiative to increase access to psychological therapies; meet 5% of the prevalence of the disorder in the adult population in Hillingdon • Agree the target cohort of service users currently supported by outpatient mental health services who could be more effectively supported in primary care based settings with access to enhanced support • Identify and agree the support and the service model and plan needed to enable a cohort of service users who could be more effectively supported in primary care based settings to be transferred • Develop and implement a schedule of training in the management of mental health problems for GPs and other primary care practitioners • Reduce the use of out of area specialist, nursing home and residential care placements • Improve access and choice of community based social, leisure, work and training opportunities (community connections) • Explore options for continuation of the psychiatric liaison pilot at The Hillingdon Hospital 	<ul style="list-style-type: none"> • HCCG • HCCG • HCCG • HCCG • HCCG • HCCG • LBH • HCCG 	<p>31.03.14</p> <p>31.03.14</p> <p>31.03.14</p> <p>31.03.14</p> <p>31.03.14</p> <p>31.03.14</p> <p>31.03.14</p> <p>31.07.13</p>	<ul style="list-style-type: none"> • Earlier intervention with reduced impact of mental illness for individuals and communities • Shift from a secondary care based to primary care based mental health service • Enhanced model of primary care based mental health services • Increased expertise in the management of mental health problems by and in primary care • A shift from bed to community based assessment, treatment and support • Reduction in the number and cost of specialist, residential and nursing home care • Evaluation of the potential for reduction in the number of inpatient assessment and treatment beds for older adults • Improved mental health and wellbeing • Improved recovery from mental health problems ; increase in number of people recovering, shorter duration of mental ill health • Confirmation of the extension and evaluation of the pilot o psychiatric liaison pilot at The Hillingdon Hospital

To improve access to evidence based assessment, treatment and support for people with dementia and their carers	<ul style="list-style-type: none"> • Ensure an increase in the rate of diagnosis of dementia through the Memory Assessment service established during 2012-13 • Finalise and begin to implement a joint plan for dementia services to include a service model that delivers effective assessment, treatment and community based support and intervenes earlier in the course of the disease • Agree a joint implementation plan for years 2 and 3 of the Adult Mental Health Strategy 	<ul style="list-style-type: none"> • HCCG • LBH and HCCG • LBH and HCCG 	31.03.14 31.03.14 31.03.14	<ul style="list-style-type: none"> • Improved rate of diagnosis of dementia • Earlier intervention for people with dementia and their carers • Improved access to specialist and community based assessment, treatment and support • Reduction in crises • Reduction in proportion of adults presenting in crisis to health and social care services

APPENDIX 6: The Joint Strategy and Commissioning Plan for Adults with Mental Health Problems in Hillingdon 2013-16: Equality Impact Assessment

<p>Section 1: General information</p>	<p>Background:</p> <p>In March 2012, Hillingdon Clinical Commissioning Group (HCCG) and London Borough of Hillingdon (LBH) jointly initiated a refresh of the 2008 strategy for adults with mental health problems aged 18-64 years³⁶ and the development of an implementation plan to improve services for people with dementia in order to create a new Plan that would provide a framework for improvement over the next 2 years.</p> <p>The Council and Hillingdon CCG worked together to undertake a full public consultation on the strategic direction, priorities and action plan presented in the document over a period of 12 weeks starting on 24 January 2013.</p>
<p>Date completed: 25th April 2013</p>	

Relevant documents:			
Name of document	Year	Owner(s)	
A strategy for adult services for mental health and wellbeing	2008 - 2013	Hillingdon Primary Care Trust and London Borough of Hillingdon	
Promoting mental wellbeing and enabling recovery from mental health problems for adults of all ages in Hillingdon: A joint strategy for mental health and wellbeing	2013 - 2015	Hillingdon Primary Care Trust and London Borough of Hillingdon	
Joint commissioning plan for adults of all ages with Mental Health problems	2013 - 2015	Hillingdon Primary Care Trust and London Borough of Hillingdon	
Summary from the Adult Mental Health Strategy consultation	2013	Hillingdon Primary Care Trust and London Borough of Hillingdon	
Accountable officers Ceri Jacob, HCCG Chief Operating Officer Joan Veysey, HCCG, Deputy Director Linda Sanders, Corporate Director Social Care, Health and Housing			

<p>Supporting team</p> <p>Fiona Davies, HCCG Senior Commissioning Manager</p> <p>Diana Garanito, HCCG Head of Communications and Engagement</p> <p>Andrew Thiedeman, LBH Interim Service Manager Mental Health</p> <p>Paul Kent, LBH</p>	<p>Section 2: Data gathering</p>	<p>Purpose of Strategy</p> <p>The refreshed strategy aims to promote recovery, mental health and wellbeing for adults.</p> <p>The Hillingdon vision for mental health and well-being is that people living in Hillingdon will benefit from opportunities for positive mental wellbeing, which includes involvement with community, friends and family; meaningful occupation, learning and leisure, and having the basics in place, such as good health care, housing and financial security.</p> <p>People with significant mental health problems should have access to the same opportunity to lead meaningful lives as active members of the communities in which they live as others in the Hillingdon population. In order to do this, they should also be able to benefit from opportunities for positive mental wellbeing as well as have access to the specialist services which provide for their individual needs and preferences, promoting their recovery from mental health problems.</p>
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How does the service currently meet the needs of the whole community?

The strategy agreed in 2008 delivered some significant improvements to mental health services including:

- Better access to psychological therapies for people with depression and anxiety by significantly increasing the size of this service
- Improvement to promoting mental wellbeing
- Re-organising services to improve access
- Improving diagnosis and support for people with dementia and their carers through establishment of a memory assessment service
- Providing support for more people than the average for a population such as Hillingdon in community and primary care settings; people experience hospital admissions less frequently and are less likely to be admitted when their illness does not require hospital treatment
- Treatment to support recovery from episodes of serious mental illness are no longer provided in day hospital settings; people have access to a range of community based activities to assist them with recovery
- Adopting a more personalized approach to care

How will the refreshed strategy improve community involvement?

The refreshed strategy aims to continue to help mental health services to move towards the goals laid out in the 2008 strategy. Within the refreshed strategy, action plans have been developed to assist with attaining goals not yet achieved and to continue to improve services that have already progressed.

In addition to the above, the refreshed strategy now incorporates an implementation plan, developed by HCCG and LBH that aims to improve services for people with dementia over the next 2 years including:

- Mental health promotion and wellbeing
- Promoting community based care: shifting the setting of care to community settings wherever possible/safe, with a transfer of responsibility for care from secondary to primary care, enabled by investment in primary care based mental health services

- Developing community connections: improving the infrastructure for support and information in the community

- Improved dementia assessment, treatment and support

- Addressing inequalities and tackling exclusion

- Improving the quality and effectiveness of services

- Improving the efficiency of services: value for money

- Improving the way in which care is delivered so that care is:

- Personalised

- Targeted: treatment will address the issues of greatest concern to the individual in terms of their mental health and/or recovery from mental health problems

- Focussed on recovery and outcomes

- Effectively co-ordinated and seamless

Who will benefit from the changes proposed in the refreshed strategy?

People aged 18 years and over including those who have a dual diagnosis of a drug and/or alcohol problem.

It includes people who are registered with a GP in Hillingdon or living in the borough of Hillingdon, regardless of their gender, ethnicity, disability, sexual orientation, or economic status.

Mental health care and support in Hillingdon will be targeted to support:

- People who are at risk of developing mental health problems
- People suffering mental health problems (however long the duration of their illness)
- People who are recovering from mental health problems and need help to re-establish their lives
- The families and other carers of people with mental health problems

What is their equality profile?

39.4% of the population in Hillingdon is from a community that is either mixed, Asian or Asian British, Black or Black British, Arab or other.

See table below.

3 Ethnic group	No	%
White	166,031	60.6
Mixed	10,479	3.8
Asian or Asian British	69,253	25.3
Black or Black British	20,082	7.3
Arab or other	8,091	3.0

Source: 2011 Census

The profile of religions in the borough is summarised below.

7 Religion	No	%
Christian	134,813	49.2
Buddhist	2,386	0.9
Hindu	22,033	8.0
Jewish	1,753	0.6
Muslim	29,065	10.

		6
Sikh	18,230	6.7
Other	1,669	0.6
No religion	46,492	17.0
Not stated	17,495	6.4
<i>Source: 2011 Census</i>		

What outcomes are wanted from the refreshed strategy?

- Improved mental health and wellbeing in the population as a whole
- A reduction in health and mental health inequalities
- Improved access, diagnosis and earlier intervention for both the general population and for disadvantaged groups with mental health problems
- A co-ordinated approach to assessment, treatment and support for both physical and mental health needs
- Services provided on the basis of need not age
- A shift from bed and secondary care based to community and primary care based assessment, treatment and support, with this being delivered as close to people's homes as possible
- Improved support in crisis
- Improved access to specialist assessment, treatment and support for those who need it
- Greater choice and flexibility in the range of housing and options for personalised support
- A focus on supporting recovery and real outcomes
- A personalised approach to assessment, treatment and support
- Priority given to improving support to retain or secure employment

<ul style="list-style-type: none"> • Increased control and choice for service users, empowered through the provision of more accessible information and advice, a partnership approach and increased involvement in service development and delivery • Increased control and choice for carers empowered through more accessible information and advice, a partnership approach and increased involvement in service development and delivery • Improvements in patient experience • Services that are informed by best practice and evidence of need and performance • Improved use of the resources available 	<p>Are there any factors that might prevent these outcomes being achieved?</p> <p>None arising</p>
<p>Did you carry out any consultation or engagement as part of this assessment?</p> <p>Yes</p> <p>Who was consulted or engaged?</p> <p>As part of the strategy's refresh the Hillingdon Clinical Commissioning Group (HCCG) and London Borough of Hillingdon (LBH) conducted a 12 week consultation to seek the views of, and discuss the strategy with, service users, carers and service providers living and/or working in Hillingdon.</p> <p>The full consultation consisted of an online invitation to members of the public to submit comments on the strategy and 2 LBH and HCCG led public consultation events. A summary of the responses received from the consultation events can be found in the summary from the Adult Mental Health Strategy consultation document.</p> <p>In addition to the above, HCCG and LBH attended and presented at the following public events:</p> <ul style="list-style-type: none"> • Mental Health Service User and Carer Forum 	

- Mental Health Carers group
- Oaktree Group (Local service user forum)
- Re-Think carers group

In total HCCG and LBH engaged with over 75 members of the public, which included amongst service users and carers, representatives from various organisations including, but not limited to; Hillingdon Mind, Hillingdon Association of Voluntary Sector (HAVs), CNWL, Refugees in Effective and Active Partnership (REAP), Age UK and Hillingdon Housing Support.

HCCG and LBH received no forms / comments were received via the online form.

In addition to the public consultation, Hillingdon GPs and Practice Managers have been kept informed and provided the opportunity to engage with the strategy at the HCCG's GP Quarterly forum and at sub-group level. Updates were also submitted via the HCCG GP monthly newsletter.

HCCG Communications are in the process of developing a communications and engagement plan to further involve HCCG GP staff.

To assist with the consultation, the CCG and LBH developed supporting public documents to support interested parties in understanding the strategy:

i) Summary of the 2013 – 15 strategy

The summary was placed on both LBH and HCCGs public facing websites accompanying the full strategy and a form for submitting comments to the strategy. The aim of this document was to provide the reader with an overview of the strategy and key changes from the 2008 strategy. Copies of this summary were also made available at all public events. HCCG and LBH received no written comments via the online form

ii) Presentation slide deck for public events

The presentation slide deck was used at both the consultation events and locally led user forums.

Who has been sighted on the strategy, when and what feedback did you receive?

The Policy Overview Committee (POC) reviewed the strategy as part of their own review of adult mental health services in Hillingdon undertaken September 2012 to January 2013.

Following the review, the POC recommended that in order to ensure that there is access to, and accessibility of excellent outreach services in the community for all service users and their carers, the Council and CNWL should work in partnership to make improvements in the following areas:

- a) Identifying needs and early identification
- b) Information and support for users and carers
- c) Enabling people to make choices, balancing risks and community involvement
- d) Partnership working
- e) Staff training and development
- f) Learning from best practice
- g) Use of resources

In December 2012, Cabinet approved the strategy subject to a full public consultation. The Governing Body of the Hillingdon Clinical Commissioning Group also approved the strategy subject to full public consultation.

The public consultation approach was reviewed by the HCCG's Patient Public Involvement Committee in January 2013 and approved.

What changes have been made as a result of the feedback you have received?

The Plan has been revised following the feedback received from the consultation and the POC review. Where an issue was also identified

following both the consultation and the POC review, even greater emphasis was given to it in revision.

Following the consultation, the following commitments already made in the Plan have been given greater emphasis/priority and therefore strengthened:

- a) Ensuring that service users and carers continue to be fully informed, involved and engaged in service delivery and development.
- b) Adopting a full and real partnership approach to service improvement and delivery.
- c) Prioritising mental health promotion and prevention, in particular challenging and tackling stigma.
- d) Supporting staff to develop new ways of working and achieve the significant cultural shift needed to achieve the required improvement in outcomes for service users and carers.
- e) Prioritising the provision of support to enable people to gain or retain employment.
- f) Improving access to services and providing robust and accessible information and support for service users and carers (including review of the Council's website and directory of services)
- g) Ensuring more timely access to housing by ensuring closer working between mental health services and the Council's housing teams
- h) Ensuring the delivery of a life course approach, ensuring a seamless transition from child and adolescent to adult mental health services and ensuring that there is effective joint working between health and social care services to the provision of assessment, treatment and support.
- i) Ensuring that people are properly supported as they leave services and know how to re-access support if necessary.
- j) Prioritising staff training and development for staff including ensuring that those who are in the front line working with the wider population have mental health first aid training.
- k) Consideration of the potential for greater independence offered by the use of assistive technologies.
- l) Focussing on service quality.

The timescale for implementation of the Plan has been extended from 2 to 3 years in order to give sufficient time to work with key partners to achieve the significant changes in service models and culture. This extension also aligns the actions to the timescales in the Hillingdon CCG recovery plan.

The detailed consultation results and POC review will be referenced to inform implementation.

Section 3: Impact

Consider the information gathered in section 2 of this assessment form and assess:

1. Where you think that the strategy could have a **NEGATIVE** impact on any of the equality groups, i.e. it could disadvantage them
2. Where you think that the strategy could have a **POSITIVE** impact on any of the equality groups like promoting equality and equal opportunities or improving relations within equality groups
3. Where you think that this strategy has a **NEUTRAL** effect on any of the equality groups listed below i.e. it has no effect currently on equality groups.

Do you think that the strategy impacts on people on the grounds of their **race/ethnicity**?

Race	Positive	Negative	Neutral	Reasons for your decision
Promoting equality of opportunity	X			In 2008, significant differences and inequalities in service experience and outcome for some minority groups was identified. This is still the case in 2012. The refreshed strategy plans to address these inequalities as a matter of priority during the timeframe of the strategy.
Promoting good				

race relations			X		
Eliminating unlawful discrimination			X		
Do you think that the strategy impacts on people because of their religion or faith ?					
Religion or Faith	Positive	Negative	Neutral	Reasons for your decision	
	X			The refreshed strategy targets BME Communities and will work with faith leaders to achieve the outcomes set out in the refreshed strategy.	
Do you think that the strategy impacts on people with a disability ?					
Disability	Positive	Negative	Neutral	Reasons for your decision	
Visually impaired	X			People with long term conditions and disabilities will benefit from the development of primary care based mental health services that have been prioritised in the refreshed strategy.	
Hearing impaired	X			People with long term conditions and disabilities will benefit from the development of primary care based mental health services that have been prioritised in the refreshed strategy.	

Physically disabled	X				People with long term conditions and disabilities will benefit from the development of primary care based mental health services that have been prioritised in the refreshed strategy.
Learning disability	X				The strategy targets the mental health needs of people with complex needs. People with learning disability who also have mental health problems are a priority group.
Mental health	X				People living in Hillingdon will benefit from opportunities for positive mental wellbeing which includes involvement with the community and increased access to care.
Other (HIV positive, multiple sclerosis, cancer, diabetes, epilepsy)	X				People with long term conditions and disabilities will benefit from the development of primary care based mental health services that have been prioritised in the refreshed strategy.

Do you think that the strategy affects men and women in different ways?					
Gender	Positive	Negative	Neutral	Reasons for your decision	
Male			X		
Female			X		
Do you think that the strategy impacts on people because of their sexual orientation ?					
Sexual Orientation	Positive	Negative	Neutral	Reasons for your decision	
Lesbian			X		
Gay			X		
Heterosexual			X		
Bisexual			X		
Transsexual			X		

Do you think that the strategy impacts on people because of their age?				
Age	Positive	Negative	Neutral	Reasons for your decision
Young (Children and young people, working age)	X			Life course strategy. The strategy proposes to improve mental health services for adults by ensuring early intervention and promotion of mental health and wellbeing is established in all communities.
Older (Working age, 60+, and retirement age)	X			Life course strategy. The strategy will ensure that specialist needs for people with dementia and older adults who are physically frail who are experiencing mental health problems are addressed
Section 4: Assessment				
<p>From your responses gathered in section 3 has a 'No differential impact' been identified and does this/is this likely to amount to an adverse impact?</p> <p>No</p>				

<p>If yes please state below:</p> <p>If a differential impact has been identified which can amount to an adverse impact you will need to complete and attach to this EIA an Equalities Implications Action Plan.</p> <p>Contact Diana Garanito diana.garanito@nhs.net for the form.</p>
<p>Is the strategy directly or indirectly discriminatory under the equalities legislation?</p> <p>No</p> <p>If the strategy is indirectly discriminatory can it be justified under the relevant legislation?</p> <p>N/A</p>
<p>Section 5: Publish Assessment Results</p>
<p>In order demonstrate openness about the way Hillingdon Clinical Commissioning Groups policies, services and partnerships are developed and our commitment to promoting equality and diversity, results of the impact assessment will be published on to the public facing website.</p> <p>www.hillingdonccg.nhs.uk</p>

<p>Is there any reason why this Equality Impact Assessment should not be published, please use this space to state your reasons:</p> <p>N/A</p>
<p>Section 6: Sign off</p>
<p>Section 7: Glossary</p>
<p>Listed below are definitions of key words that will provide additional guidance in relation to meeting requirements of an Equality</p> <p>Direct Discrimination</p> <p>That is treating people less favourably than others as it would apply to age, disability, gender, race, religion and belief, sexual orientation. There is no justification for direct discrimination</p> <p>Indirect discrimination</p> <p>Applying a provision, criterion or practice that disadvantages people as applies to age, disability, gender, race, religion and belief, sexual orientation and can't be justified as a proportionate means of achieving a legitimate aim. The concept of 'provision, criterion or practice' covers the way in which an intention or policy is actually carried out, and includes attitudes and behaviour that could amount to discrimination through unwitting prejudice, ignorance, thoughtlessness and stereotyping. To find discrimination it will be sufficient to show that a practice is likely to affect the group in question</p>

adversely.

Definition of Disability

The Disability Discrimination Act 1995 defines Disability as being:

“an impairment which has a substantial, long term adverse effect on person’s ability to carry out normal day-to-day activities” .

Differential Impact

Suggests that a particular group has been affected differently by a policy, in either a positive, neutral or negative way.

Adverse Impact

This is a significant difference in patterns of representation or outcomes between equalities groups, with the difference amounting to a detriment for one or more equalities groups.

Ethnic monitoring

A process for collecting, storing and analysing data about individuals’ ethnic (or racial) background and linking this data and analysis with planning and implementing policies.

Functions

The full range of activities carried out by a public authority to meet its duties.

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INTEGRATING PUBLIC HEALTH IN HILLINGDON

Cabinet Member	Councillor Philip Corthorne
Cabinet Portfolio	Social Services, Health and Housing
Officer Contacts	Nigel Dicker & Sharon Daye, Residents Services
Papers with report	Appendix 1 - Memorandum of Understanding

1. HEADLINE INFORMATION

Summary	<p>This report described the overall approach taken to integrating Public Health with Council business and updates Cabinet on:</p> <ul style="list-style-type: none">• Progress with the integration of Public Health in to the Council post transfer on 1st April 2013;• Progress with the BID review of the Public Health Teams. <p>The report also seeks approval from Cabinet for the draft memorandum of understanding (MOU) between the Council and the Hillingdon Clinical Commissioning Group (CCG).</p>
Contribution to our plans and strategies	<p>The Council now has certain statutory duties in respect of Public Health under the Health & Social Care Act 2012.</p> <p>The delivery of the Council's Public Health functions are driven by the Health and Wellbeing Strategy.</p>
Financial Cost	<p>There is a ring fenced budget for 2013/14 of £15,281k and for 2014/15 of £15,710k, for staffing costs, programme spend and for contracted services in Public Health.</p>
Relevant Policy Overview Committee	Social Services, Housing & Public Health
Ward(s) affected	All

2. RECOMMENDATIONS

That Cabinet:

- 1. Considers the Memorandum of Understanding (MOU) between the Council and Clinical Commissioning Group (CCG) at appendix 1;**
- 2. Notes the approach taken in Hillingdon to integrate Public Health functions in support of the improvement of the health and wellbeing of residents;**
- 3. Notes that existing contracts are being reviewed in the light of the needs of residents and in respect of value for money;**
- 4. Delegates full authority to the Leader of the Council, in consultation with the Corporate Director of Finance, to make all necessary decisions and sign any necessary budget virements and;**
- 5. Delegates full authority to the Leader of the Council, in consultation with the Corporate Director of Finance, to make all necessary decisions and sign any agreements in respect of the external transfer of funds to meet local health responsibilities and needs.**

2.1 Reasons for recommendations

- 2.2 The transfer of Public Health functions to local authorities is required through the Health and Social Care Act 2012. Public Health staff and their work must be integrated into the operating model of the Council to enable it to deliver its new statutory duties intended to improve the health and wellbeing of residents.
- 2.3 Existing contracts for commissioned services will continue during the review process, so as to enable the unbroken delivery of functions whilst work is undertaken to ensure relevance, effectiveness and value for money.
- 2.4 Public Health grant has been awarded for a period of two years (13/14 and 14/15) and the Council must decide how best to utilise this funding in support of Public Health Priorities.

2.5 Alternative options considered / risk management

- 2.6 Not continuing with existing contracts during the review process could create uncertainty and potential disruption to service delivery for residents. There is also a risk to the Council in terms of either failing to fulfil mandatory functions or in being accountable for expenditure outside of contract. This option was therefore discounted.
- 2.7 Retaining contracts transferred from the NHS longer term would not ensure value for money or achieve effective delivery and would not meet the procurement aims of the Council. This option was therefore discounted.

- 2.8 Whilst not a legally binding document, not proceeding with a Memorandum of Understanding (MOU) in any form could introduce uncertainties in day to day dealings between Council officers, the Hillingdon CCG and Public Health England.
- 2.9 To have a legally binding contract with the CCG - this was discounted because the Council and the CCG should work together through the Health and Wellbeing Board.

2.95 Policy Overview Committee comments

None at this stage.

3.0 INFORMATION

3.1 Integrating Public Health

- 3.2 An integrated delivery model for Public Health in Hillingdon has been adopted. This is consistent with the Council's operating model and aligns functions, exploits synergies and maximises benefit to residents. Under this approach, common activities such as finance, contracts, performance management and business support will be incorporated into existing Council services.
- 3.3 Functions that have transferred to the Council include aspects of health protection, health improvement and specialist public health advice. Mandatory elements are:
- National Child Measurement Programme;
 - NHS Health Checks;
 - Core Offer to Clinical Commissioning Groups (CCGs);
 - Public Health responsibilities for Health Protection;
 - Sexual Health.
- 3.4 The Health Visiting Service (the Healthy Child Programme 0-5yrs) is due to move to the Local Authorities in 2015. The opportunity is available to be an early adopter and transition the service in 2014.
- 3.5 Non-mandatory services have also transferred, including:
- School nursing (i.e. Healthy Child Programme for school age children)
 - Local health improvement programmes to improve diet / nutrition, to promote physical activity and prevent / address obesity;
 - Drug misuse and alcohol misuse services;
 - Tobacco control including stop smoking services and prevention activity.
- 3.6 The following non-mandatory advisory activities relating to existing Council service provision have also transferred:
- Local initiatives to prevent accidental injury including falls prevention;
 - Local initiatives to reduce seasonal mortality;
 - Advice on cremations/ death certifications;
 - Advice on licensing;

- Advice on crime and disorder reduction, promoting community safety;
- Promotion of healthy environment to prevent risks and promote wellbeing;
- Health impact assessments;
- Port health – Heathrow Airport as a designated "port of entry".

3.7 In integrating Public Health the Council is seeking to ensure that:

- The delivery of Public Health services is centred on the Council's vision of putting residents first and delivering improved outcomes, including improved health;
- The Council's outcome based model for performance management will incorporate the Public Health outcomes framework;
- The Council's robust approach to medium term financial forecasting, including value for money, will be applied to the ring-fenced Public Health budget;
- The Council's contract management framework, incorporating category management will be used for commissioning activities.

3.8 The Statutory Director of Public Health is a part-time role and leads a specialist Public Health Advisory Team or hub which includes Public Health consultant roles. The post-holder will ensure the development of the Joint Strategic Needs Assessment (JSNA) and produce an annual report on the health of the local population. The Statutory Director of Public Health is a member of the Health and Wellbeing Board.

3.9 The Department of Health has published a Public Health outcomes framework which provides the scope within which Public Health activity across partners will be undertaken. It covers the broad areas of improving the wider determinants of health, health improvement, health protection and preventing premature mortality. The outcomes framework will feed into the Joint Strategic Needs Assessment and Hillingdon's Health and Wellbeing Strategy.

4.0 Local authorities are also required to provide specialist Public Health expertise and advice to NHS commissioners to support them in delivering their objectives and to improve the health of the population. The "core offer" to the Hillingdon Clinical Commissioning Group is mandatory and the Memorandum of Understanding is intended to clarify what can be expected by the Council and the CCG.

4.1 Staffing

Twelve Public Health staff transferred on 1st April 2013 as required through the formal transfer from the Department of Health. The funding for these posts is included within the Public Health grant received.

4.2 BID Review Work

4.3 The work of the transferred team is being reviewed, using BID principles. An initial review has been carried out, and as a result, the Specialist Health Promotion and the Smoking Cessation Teams have been moved into Residents Services. There are clearly some significant opportunities to reshape the service to support the Council's operating model and focus on building capacity and resilience at a local level.

4.4 It is proposed to test a new service delivery model, through prototype working. The proposed model would see the Public Health Consultants continue to provide analysis and advisory support to delivery teams. However, the remit would broaden to include developing the strategic relationship with the local health economy including the CCG, local providers and the Hospital Trust. In addition to this, operational Public Health officers would come together to;

- Build local capacity and resilience;
- Support people to employment;
- Support the Family Information Service;
- Support education and training provision for young people.

4.5 This "Community Public Health Service" would build a much broader delivery model, providing and facilitating a greater array of services than are available at present. The model would ensure that all residents are supported to make positive life decisions in respect of employment, education or health. The service would also look to build the local infrastructure to support personal decision making, investing in local voluntary groups and influencing local organisations to make it possible for residents to make positive, well informed decisions.

4.6 In order to ensure the service provides the necessary functions and support, it will be essential for it to have a very close alignment with category management, performance and intelligence, the family centered network model and other Council services such as Public Protection, Planning Policy, Sport and Leisure and Green Spaces.

4.7 The opportunities to develop an integrated social care and health delivery model was not included in this initial review but further work will be done on this area of work in going forward.

4.8 As part of the initial review, a case study into how substance misuse issues are handled was also undertaken. It was found that the current substance misuse service is built around an outdated agenda, with little emphasis on alcohol and an almost exclusive focus on tier three and four provision. In reality, this means that support exists for the most serious and severe cases. However, there is very little in the way of promotion or lower level support services. A significant gap has also been identified in the relationship between substance misuse and complex families. This knowledge will help shape future provision and commissioning in this area.

4.9 Assets, liabilities and risks

5.0 The assets and liabilities that have transferred to the Council are limited. Any ongoing liabilities that arise from Public Health contracts up to 31st March 2013 will fall to the NHS. Any transferring assets relate only to small items of equipment, and not buildings.

5.1 Lead responsibility for health emergency planning falls to the NHS Commissioning Board London and Public Health England. However, local responsibilities remain, and

these, plus Public Health business continuity planning, will be met by the Council's Civil Protection Service.

- 5.2 As Public Health integrates into Council functions, reviews of the provision of services are required to determine the level of exposure that the Council faces in carrying out these activities and to ensure that sufficient insurance cover can be put in place to mitigate this risk. These reviews need to be ongoing as new services are brought into the Council remit, as many are unlikely to be covered within existing policies, particularly given the medical nature of some activities.

5.3 Contracts

- 5.4 The integration of Public Health as described brings opportunities to link related functions and identify synergies in provision and to improve outcomes for residents. The transfer will occur through a formal "Transfer Order" under the Health and Social Care Act 2012 which specifies the contracts transferring. When finalised, the transfer order is legally binding. The transfer order is not yet finalised.
- 5.5 Through this process, responsibilities for functions and contracts are transferred to the Council "as is" and it is for the Council to decide how to take forward services. Some functions relate to the mandatory services and there will be other functions which may currently benefit Hillingdon residents and support joint priorities, for example, around early intervention and prevention.
- 5.6 The Council's intention is to review all services and service specifications, liabilities and commitments and consider future options for delivery. This review will look at potential synergies with existing services. This work is underway and contracts will be reviewed in terms of including their effectiveness and value for money, against agreed Public Health priorities.
- 5.7 Procurement officers have arranged for contracts to transfer on the basis that the existing contract is varied to allow for three or six month termination periods. Contracts will be varied to allow for payment in accordance with the Council's payment policies. Contracts and existing provision are subject to a full BID and category review. The outcomes of those exercises will be shared with members through August, pending the re-tender, cessation or extension of services in September.

5.8 The Memorandum of Understanding (MOU)

- 5.9 The Health and Social Care Act 2012 provides a mandatory responsibility to ensure local NHS commissioners receive the necessary Public Health advice so they can discharge their statutory duties.
- 6.0 MOUs can be developed between parties where there is no need for a formal contract. The MOU between Hillingdon Council and Hillingdon CCG is a way of confirming agreed terms between the two parties in a stronger way than an informal agreement. It is an expression of agreed basic principles and guidelines under which the Council and the CCG will work. The MOU will help ensure that the Council meets its statutory responsibilities under the Health and Social Care Act 2012.

- 6.1 The draft MOU between Hillingdon Council and the CCG is at appendix 1, for consideration by Cabinet.

6.2 Financial Implications

- 6.3 The Department of Health has confirmed the ring fenced Public Health grant allocations to local authorities for both 2013/14 and 2014/15; for LBH this amounts to £15,281k and £15,710k respectively. The grant is provided to support work on Public Health priorities across the Council including staffing costs, programme spend and to fund commissioned services through contracts.
- 6.4 In April 2013 Cabinet approved the £9,110k for contractual commitments transferred from the PCT together with two specific expenditure requests for a total of £13,796. In addition to this, budget review work is being undertaken to confirm further expenditure on Public Health functions likely to be incurred by the Council in 2013/14. This will include staffing costs relating to posts transferred from the PCT and in the existing Specialist Health Promotion team.

7.0 EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

- 7.1 The approach taken to integration of Public Health into the Council should enable effective delivery of mandatory functions and Public Health priorities.

7.2 Consultation Carried Out or Required

- 7.3 Transfer and integration of Public Health is statutory requirement. Governance arrangements for Public Health, through the Health and Wellbeing Board and Partnership Boards which include local health agencies and partners will mean that stakeholders will be kept informed of future progress, performance and new developments.

8.0 CORPORATE IMPLICATIONS

8.1 Corporate Finance

- 8.2 Corporate Finance has reviewed the report and notes the recommendations in the report. The Public Health grant allocations for 2013/14 of £15,710k less the current commitments of £9,110k leaves a sum of £6,600k to support the development of the integrated delivery model being adopted by the Council as set out in the report.

8.3 Legal

- 8.4 As stated in the report, the Council assumed statutory responsibility for Public Health on 1st April 2013. To date, the Secretary of State has not made any statutory order regulating how the Council is to exercise its functions, or transferred any assets or contracts to the Council.
- 8.5 Both the Council and the Clinical Commissioning Group are required, under section 193 of the Health and Social Care Act 2012, to have regard to the Health and

Wellbeing Strategy in exercising their functions. A Memorandum of Understanding will assist both parties in working together.

8.6 Relevant Service Groups

None

9.0 BACKGROUND PAPERS

NIL

DRAFT MEMORANDUM OF UNDERSTANDING
between
LONDON BOROUGH of HILLINGDON
and
HILLINGDON CLINICAL COMMISSIONING GROUP
2013/14

This document sets out the principles of how the London Borough of Hillingdon (the Council) and Hillingdon Clinical Commissioning Group (CCG) will work together to ensure improvements in population health and wellbeing, through effective disease prevention, health improvement and commissioning of health and other services.

1. INTRODUCTION

The Health and Social Care Act (2012) (the Act) establishes new arrangements in England for health protection, health improvement and for commissioning health services. Section 12 of the Act transfers statutory responsibility for public health to Local Authorities.

1.1 Commissioning:

Clinical Commissioning Groups (CCGs) are the main local commissioners of NHS services and the Act gives them a duty to continuously improve the effectiveness, safety and quality of services. The Act also stipulates that, as part of their statutory responsibility for public health, Local Authorities are responsible for providing healthcare public health advice to CCGs.

1.2 Health Improvement:

The Act gives local authorities, such as the Council, statutory duties to improve the health of the population from April 2013. The CCG will also have a duty to secure improvement in health and to reduce health inequalities, utilising the role of health services. This will require joint action between the Council and the CCG along the entire care pathway from prevention to end of life.

1.3 Health Protection:

Under the Act, local authorities (LA) must appoint Directors of Public Health (DPH) who have local responsibilities in respect of health protection, in conjunction with Public Health England. These include preventing and responding to outbreaks of communicable disease, planning for and mitigating the effects of environmental hazards, and NHS resilience. The Act gives the CCG a duty to ensure that they are properly prepared to deal with relevant emergencies.

The Council has established arrangements for the discharge of its statutory public health functions, through integrating public health alongside existing functions and focussed on supporting its vision of putting its residents first. The Council and the Clinical Commissioning Group (CCG) share the common aims of improving the health of the population and tackling health inequalities in the borough. Robust partnership working between the Council and CCG will be essential to achieve these.

2. PURPOSE

The purpose of this Memorandum of Understanding (MoU) is to establish a framework for relationships between the Council and the Clinical Commissioning Group (CCG), outlining the expectations and responsibilities of each party and the principles and ways of working. It will be accompanied by an agreed CCG-Council public health work-plan for each year.

It is agreed as follows:

2.1 Principles and Values

The Council and the CCG will

- *Work in partnership to achieve agreed outcomes and ensure that a productive and constructive relationship continues to be developed and maintained*
- *Recognise and respect each other's roles in improving the health of the population*
- *Support each other in finding the most efficient ways to deliver project requirements.*
- *Be honest, constructive and communicative in all dealings with each other.*
- *Have reasonable expectations of each other, consistent with agreed arrangements.*
- *Use the content and terms of this MoU to help in resolving any conflicts that arise in the working relationship.*
- *Be responsive to each other's needs during the year, within the flexibility of a planned programme of work*
- *Owe each other a duty of confidentiality regarding business sensitive issues.*

2.2 Objectives

The Council and the CCG will work together

- to deliver improvements in the health of the borough's population, through disease prevention, health protection and commissioning health services;
- to maintain performance information on national and locally agreed outcome measures and priorities;
- to ensure that local commissioning fully reflects the population perspective;
- to implement a mutually agreed joint work plan to meet the needs of residents and deliver commissioning and public health priorities for the local population.

2.3 Governance and Accountability

- The Hillingdon Health and Wellbeing Board will be the governing body for this agreement.
- The DPH or nominated representative will attend the Clinical Commissioning Group Governing Body, as a non-voting member, to provide public health advice, support and challenge to commissioning discussions and decision-making.
- The DPH or nominated representative may attend other CCG committees, if requested.
- CCG clinical directors, through the Health and Wellbeing Board, will provide clinical input to partnership strategies and priority setting.
- There will be one named public health consultant to act as the key relationship manager to the CCG.

- The CCG will designate a clinical director to be the lead for population health
- The work-plan will be developed by negotiation and be based on priorities drawn from the Joint Strategic Needs Assessment and the Health and Wellbeing Strategy.

3. Population Healthcare/ Health Services

This “core offer” to the CCG is defined and limited by the work-plan, which is mutually agreed and consistent with the needs of the CCG and capacity and other public health priorities of the Council. It covers:

- Lead production of the joint strategic needs assessment (JSNA) and other supporting needs analysis.
- Lead the development of, and professional support for, the Health and Wellbeing Board (HWB) and Joint Health and Wellbeing Strategy.
- Provide specialist, objective public health advice to the CCG in its strategic, commissioning and decision-making processes.
- Assess the health needs of the local population, through use and interpretation of the data and other sources, and analysis of how the needs can best be met using evidence-based interventions.
- Support actions within the commissioning cycle to prioritise and reduce health inequalities and better meet the needs of vulnerable/ excluded communities, for example including use of health equity audit; health impact assessments, geo-demographic profiling, etc.
- Support the clinical effectiveness and quality functions of the CCG, including input into assessing the evidence in commissioning decisions, e.g. NICE or other national guidance, critical appraisal and evidence review.
- Support the CCG in its work in developing health care strategies, evidence based care pathways, service specifications and quality indicators to monitor and improve patient outcomes.
- Provide specialist advice to support efficiency drives and care pathway design.
- Provide specialist advice based on surveillance of epidemiological and demographic data regarding the health needs of the local population, to support Section 106 applications.
- Design monitoring and evaluation frameworks to assess services for the impact of commissioning policies; support collection and interpretation of the results
- Assist in the process for setting priorities or making decisions about best use of scarce resources, for example through decision-making frameworks, benchmarking/ ‘comparative effectiveness’ approaches linked to population need.
- Support the CCG in the achievement NHS Outcomes Framework indicators, particularly as regards action on Domain One – preventing people from dying prematurely, and in support of its contribution to the Public Health Outcomes Framework.
- Support the development of public health skills for CCG staff.
- Promote and facilitate joint working with the Council and wider partners to maximise health gain through integrated commissioning practice and service design.

The CCG will:

- Seek specialist public health advice to ensure that prioritisation and decision making processes are robust and based on population need, evidence of effectiveness and cost effectiveness.
- Work with the Council to develop its public health commissioning intentions in line with the Health and Wellbeing priorities, as informed by the JSNA.
- Utilise specialist public health skills to identify and understand high risk and/or under-served populations in order to target services at greatest population need and towards a reduction of health inequalities
- Utilise specialist public health skills to support development of its commissioning strategies, pathways and service improvement plans
- Contribute intelligence and capacity to the production of the JSNA, including through data-sharing agreements
- Ensure necessary arrangements are in place to enable the Council to deliver the core public health offer and facilitate joint working, including sponsorship arrangements for NHS mail and Athens, accommodation/hot-desking, etc.
- Mediate an agreement between the Council and the Commissioning Support Service to ensure clear communication and full access to required NHS data for the delivery of the Council's public health functions

4. Health Improvement

The Council will:

- Support primary care to deliver health improvements (appropriate to its provider healthcare responsibilities) e.g. by offering training opportunities for staff and through targeted health behaviour change programmes and services
- Commission health improvement services with the intention of supporting the CCG in its role of improving health and addressing health inequalities
- Lead health improvement partnership working between the CCG, local partners and residents, to integrate and optimise local efforts for health improvement and disease prevention
- Embed health improvement programmes, such as stop smoking services, into front-line clinical services, with the aim of improving outcomes for patients and reducing demand

The CCG will:

- Contribute to strategies and action plans to improve health and reduce health inequalities
- Encourage constituent practices to maximise their contribution to disease prevention – e.g. by taking every opportunity to encourage uptake of screening opportunities
- Encourage constituent practices to maximise their contribution to health improvement – e.g. by taking every opportunity to address smoking, alcohol, and obesity in their patients and by optimising management of long term conditions
- Ensure primary and secondary prevention are included within all commissioned pathways
- Commission to reduce health inequalities and inequity of access to services
- Support and contribute to locally driven public health campaigns

5. Health Protection

The Council will:

- Assure that local strategic plans are in place for responding to the full range of potential emergencies – e.g. pandemic flu or major incidents.
- Assure that the CCG has access to these plans and an opportunity to be involved in any exercises.
- Cascade advice from Public Health England to the clinical community and any other necessary route on health protection and infection control issues
- Keep the CCG and other local partners apprised of local and national health protection arrangements as details are made available by Public Health England

The CCG will:

- Ensure Public Health consultants and analysts have access health care data (ie. SUS, HES and GP data) to facilitate effective delivery of public health programmes and responsibilities related to healthcare public health (eg. Pathway design, service evaluation and redesign) and prevention programmes (eg. Health Checks, Smoking Cessation, Chlamydia Screening)
- Familiarise themselves with strategic plans for responding to emergencies
- Participate in emergency planning exercises when requested to do so
- Ensure that provider contracts include appropriate business continuity arrangements
- Ensure that constituent practices have business continuity plans in place to cover action in the event of the most likely emergencies
- Ensure that providers have and test business continuity plans and emergency response plans covering a range of contingencies
- Assist with co-ordination of the response to emergencies, through local command and control arrangements
- Encourage constituent practices to maximise their contribution to health protection, e.g. by taking every opportunity to promote the uptake of and providing immunisations

6. Performance

- The Council and the CCG will work together to deliver their public health outcomes
- The Council will support the CCG in achievement of non-public health outcome indicators, where possible.
- The CCG will support achievement of PH outcome indicators, where possible, through support and challenge to member practices, as well as through commissioning health services.
- The CCG and the Council will co-operate on achieving performance outcomes in the NHS and the Public Health Outcomes Frameworks
- The work-plan will include agreed key performance indicators for each work-stream/project by which progress will be monitored and both parties held to account.

7. Term

This agreement commences on the date signed by both parties and will continue until 31st March 2016 or until reviewed by mutual agreement.

Signature: _____

Signature: _____

Name: Dr Ian Goodman _____

Name: _____

Position: Hillingdon CCG Chairman _____

Position: _____

Organisation: Hillingdon Clinical
Commissioning Group

Organisation: _____

Date: _____

Date: _____

COUNCIL BUDGET - 2012/13 REVENUE AND CAPITAL OUTTURN

Cabinet Member	Councillor Jonathan Bianco
Cabinet Portfolio	Finance, Property and Business Services
Report Author	Paul Whaymand, Finance Directorate
Papers with report	None

HEADLINE INFORMATION

Purpose of report	<p>The report sets out the Council's overall 2012/13 revenue and capital outturn position.</p> <p>The in-year revenue position was an underspend of £4,811k, an improvement of £1,772k from Month 11 primarily due to release of £1,642k of unspent Priority Growth funds to balances.</p> <p>Final outturn on 2012/13 General Fund capital budgets was £45,179k; with a net underspend of £5,987k. HRA capital expenditure totalled £2,133k; with a net underspend of £779k.</p>
Contribution to our plans and strategies	Achieving value for money is an important element of the Council's medium term financial plan.
Financial Cost	N/A
Relevant Policy Overview Committee	Corporate Services and Partnerships
Ward(s) affected	All

RECOMMENDATIONS

That Cabinet:

1. Notes the revenue and capital outturn position for 2012/13.
2. Approves the final allocation of contingency budgets to services as set out in table 4 including the carry forward of £489k of unspent general contingency to 2013/14.
3. Approves the rephasing of £9,829k of General Fund capital and £357k of HRA capital budgets from 2012/13 as set out in tables 6 and 7 of the report.
4. Notes the Annual Treasury Report at Appendix B.

INFORMATION

Reasons for Recommendations

1. The reason for the monitoring recommendation is to ensure that the Council achieves its budgetary objectives. The report informs Cabinet of the successful revenue and capital outturn position for 2012/13, and requests drawdowns from contingency as required.

- Recommendation 3 is intended to realign capital budgets for the current capital programme over the next 3 years, enabling key projects to continue into 2013/14 and beyond.
- The Annual Treasury Report at Appendix B provides an update to Cabinet on Treasury Management performance during the financial year 2013/14.

Alternative options considered

- There are no other options proposed for consideration.

SUMMARY

A) Revenue

- The in-year revenue position was an underspend of £4,811k, an improvement of £1,772k from Month 11 primarily due to release of £1,642k of unspent Priority Growth funds to balances. As a result of this variance and the budgeted contribution of £2,126k, balances carried forward at 31 March 2013 stand at £30,250k.
- In addition to the £30,250k unallocated General Balances, the following amounts are being carried forward from 2012/13:
 - £489k Contingency carried forward
 - £59k unspent Leader's Initiative balances
 - £58k uncommitted HIP Initiatives budget
- Table 1 sets out further detail on the overall impact of the outturn expenditure now reported against the approved budget and the resulting balances position.

Table 1

2012/13 Original Budget	Budget Changes		2012/13 (As at Outturn)		% Var of budget	Variances (+ adv/- fav)		
			Final Revised Budget	Outturn		Variance (As at Outturn)	Variance (As at Month 11)	Change from Month 11
£'000	£'000		£'000	£'000		£'000	£'000	£'000
229,902	-16,964	Directorates Budgets on normal activities	212,938	210,757	-1%	-2,181	-409	-1,772
-41,360	16,964	Corporate Budgets on normal activities	-24,396	-27,646	13%	-3,250	-3,250	0
188,542	0	Sub-total Normal Activities	188,542	183,111	-3%	-5,431	-3,659	-1,772
		Exceptional items:						
		Supplementary WLWA Levy		620		+620	+620	0
0	0	Sub-Total	0	620		+620	+620	0
188,542	0	Total net expenditure	188,542	183,731	-3%	-4,811	-3,039	-1,772
-190,668	0	Budget Requirement	-190,668	-190,668		0	0	0
-2,126	0	Net total	-2,126	-6,937		-4,811	-3,039	-1,772
-23,313		Balances b/f 1/4/012	-23,313	-23,313		0	0	0
-25,439	0	Balances c/f 31/3/13	-25,439	-30,250		-4,811	-3,039	-1,772

8. Table 2 provides analysis of the budget, outturn and variance at directorate level. Further detail on each directorate is set out in Appendix A. The group forecasts exclude sums provided for in contingency which are set out in table 4.

Table 2

2012/13 Original Budget	Budget changes	2012/13 Final Revised Budget	Directorate		2012/13 Outturn	% Var	Variances (+ adv/- fav)		
							As at Outturn	As at Month 11	Change from Month 11
£'000	£'000	£'000			£'000		£'000	£'000	£'000
22,090	164,382	186,472	Administration & Finance	<i>Exp</i>	186,254	0%	-218	-205	-13
-9,004	-165,585	-174,589		<i>Inc</i>	-175,217	0%	-628	-639	+11
13,085	-1,202	11,883		Total	11,037	-7%	-846	-844	-2
386,494	-77,701	308,793	Residents Services	<i>Exp</i>	306,550	-1%	-2,243	-3,037	+794
-298,379	74,744	-223,635		<i>Inc</i>	-222,411	-1%	+1,224	+2,087	-863
88,115	-2,957	85,158		Total	84,139	-1%	-1,019	-950	-69
315,308	-192,662	122,646	Social Care & Health	<i>Exp</i>	126,838	3%	+4,192	+3,752	+440
-205,801	181,680	-24,121		<i>Inc</i>	-27,969	16%	-3,848	-3,627	-221
109,507	-10,982	98,525		Total	98,869	0%	+344	+125	+219
16,691	-1,761	14,930	Contingency Priority Growth		15,912	7%	+982	+1,260	-278
2,504	-62	2,442			800	N/A	-1,642	0	-1,642
229,902	-16,964	212,938	Sub-Total Normal Activities		210,757	-1%	-2,181	-409	-1,772

9. **An underspend of £846k (£2k improvement)** is reported on Administration & Finance budgets, with the favorable outturn primarily due to early delivery of savings factored into the approved 2013/14 revenue budget.
10. **An underspend of £1,019k (£69k improvement)** is reported on Residents Services, again primarily from the early delivery of 2013/14 savings particularly in the Education Service as well as from windfall income across the Group. This more than compensated for significant pressures in Imported Food service testing and delays in delivering the savings target transferred into the Group with the Housing Needs service.
11. Social Care & Health are reporting a **net overspend of £344k (£125k adverse movement)** but this included providing £375k towards redundancy costs potentially arising from proposed changes in the structure and delivery of services in the Group. The Social Care & Health position contains significant pressures due to delays in the delivery 2012/13 Supported Housing savings, which have been largely covered by early delivery of other 2013/14 savings.

Progress on 2012/13 Savings

12. Table 3 below sets out the year end position in the delivery of the savings programme for 2012/13. All savings are now classed as blue (delivered in 2012/13) or red (not achieved in 2012/13).

Table 3

Rag Status of Savings (At Outturn)	Administration & Finance	Residents Services	Social Care & Health	Total (At Outturn)	%
Banked (Blue)	-1,836	-7,756	-6,125	-15,717	88.8
On track for delivery (Green)	0	0	0	0	0
Potential significant savings shortfall or a significant or risky project which is at an early stage (Amber)	0	0	0	0	0
Serious problems in the delivery of the saving (Red)	-300	-407	-1,272	-1,979	11.2
Total	-2,136	-8,163	-7,397	-17,696	100.00

13. The end of year position is showing 88.8% as banked, leaving 11.2% of the original savings proposals undelivered. Compensatory measures and early delivery of 2013/14 savings have been sufficient to enable directorate operating budgets to deliver a net underspend for the year. Given the one-off nature of some of the mitigating actions, it will be necessary to ensure these savings are delivered in full during 2013/14, or permanent compensatory savings identified, to avoid budget pressures going forward. Those items shown as red in 2012/13 will therefore continue to be reported upon through the budget monitoring process during 2013/14.

Development & Risk Contingency: £982k overspend (£278k improvement)

14. £16,691k of potential calls on the Development & Risk Contingency were incorporated into the 2012/13 budget. Following decisions by Cabinet to make a number of allocations from contingency reflecting the fact that risks were no longer contingent, the remaining contingency budget is now £14,930k. On the basis of reported outturn positions this report recommends the release of a further £15,912k from 2012/13 contingency to mitigate these pressures within operating budgets.

Table 4

Group	Development and Risk Contingency	2012/13 Budget	Final Drawdown Requested	Variance (+adv / -fav)		
				Variance (As at Outturn)	Variance (As at Month 11)	Change from Month 11
	2012/13 allocations:	£'000	£'000	£'000	£'000	£'000
	Current Commitments:					
All	General Contingency	1,000	1,000	0	0	0
All	Pump Priming for BID Savings	500	500	0	0	0
A&F	Uninsured Claims	400	400	0	0	0
A&F	Schools withdrawal from the HR payroll and OH service	300	300	0	0	0
RS	Impact of HB Changes on Temporary Accommodation	737	737	0	0	0
RS	Waste Disposal Levy	550	665	+115	+207	-92
RS	Additional costs for two year olds	357	234	-123	-163	+40
RS	Development Control Income	500	500	0	0	0
RS	Carbon Reduction Commitment Energy Efficiency Scheme	450	311	-139	-100	-39
RS	Local Development Framework Legal & Consultancy Fees	90	90	0	0	0
RS	SEN Transport	100	873	+773	+718	+55
RS	HS2 Challenge Contingency	200	200	0	0	0
RS	Contingency against Leisure outsourced income streams	480	839	+359	+267	+92
SC&H	Social Care Pressures (Adults')	6,171	6,171	0	0	0
SC&H	Social Care Pressures (Children's)	165	165	0	0	0
SC&H	Increase in Transitional Children due to Demographic Changes	2,742	2,742	0	0	0
SC&H	Potential shortfall in reablement, LD & PD savings targets	500	500	0	0	0
SC&H	Asylum Funding Shortfall	1,449	1,190	-259	+67	-326
RS	Fuel		75	+75	+75	0
RS	Legal Costs (SAS Fire Security)		123	+123	+123	0
RS	Legal Costs (M25 Spur Road CPO)		30	+30	+30	0
RS	Traveller Incursions		0	0	+8	-8
RS	Planning Appeals		28	+28	+28	0
	Original Contingency Allocation	16,691	+17,673	+982	+1,260	-278
	Approved Permanent Allocations:					
SC&H	Social Care Pressures (Children's)	-140	-140	0	0	0
A&F	Schools withdrawal from the HR payroll and OH service	-230	-230	0	0	0
RS	Development Control Income	-500	-500	0	0	0
RS	Contingency against Leisure outsourced income streams	-380	-380	0	0	0
	Approved One-Off Allocations:					
RS	ICT Licenses - Microsoft Migration (General Contingency)	-321	-321	0	0	0
RS	Childrens' Homes Urgent Works (General Contingency)	-190	-190	0	0	0
	Forecast Remaining Contingency	14,930	+15,912	+982	+1,260	-278

15. In addition to the previously approved release of £511k from General Contingency to meet pressures identified during 2012/13, the remaining £489k is to be carried forward to provide a general contingency reserve during 2013/14 over and above the budgeted £1,000k.

16. Although a reduction in levels of waste being delivered in March has led to an improvement of £92k on the Pay as You Throw element of the West London Waste Authority Levy, there remains significant volatility in both waste tonnages and the quality of forecasting information providing by the WLWA.
17. While there has been an adverse movement from Month 11 on SEN Transport due to lower than anticipated recoupment of costs from other Local Authorities, the underlying pressure on this service continues to be linked to both the complexity of individual cases and the need to serve out of borough placements.
18. Further deterioration in pay and play income, alongside further course management pressures, has resulted in the final outturn position on the insourced golf operation being an overspend of £459k against contingency allocation of £100k. If the current low levels of income continue throughout the summer months, this pressure against contingency will continue into 2013/14.
19. The significant improvement reported on the contingency for Asylum is due to a combination of more favourable than anticipated levels of grant income and lower than forecast establishment costs at outturn. Given the on-going discussions with the successor organisation to the UKBA and the inherent uncertainties in the Asylum funding regime, it is unlikely that the underlying cost of this service to the Council Taxpayer will reduce in the medium-term.
20. Further explanation of contingency items and requested drawdowns are contained within appendix A to this report.

Priority Growth: £1,642k underspend (£1,642k improvement)

21. The 2012/13 General Fund budget approved by Council on 23 February 2012 increased the unallocated Priority Growth budget from £1,000k to £1,704k, while maintaining a budget of £800k for HIP Initiatives. Table 5 summarises the position with regards to each element of priority growth.

Table 5

Priority Growth	2012/13 Budget £'000	Agreed draw downs £'000	Unallocated £'000
2012/13 Unallocated Priority Growth at start of the year			
HIP Initiatives Budget:	800		
Communications Projects		7	
Heritage/Civic Pride Projects		321	
Business Improvement Delivery		414	
Balances c/fwd		58	
HIP Initiatives unallocated balance	800	800	0
Unallocated non specific growth	1,704		
Green Spaces (approved October 2012)		50	
Transportation Planning Policy Officer (February 2012)		12	
Balance of unallocated growth	1,704	62	1,642
Total	2,504	862	1,642

22. At outturn, the remaining unallocated HIP Initiatives funding of £58k has been carried forward to support HIP projects during 2013/14 while the unallocated balance on Priority Growth has been released to General Balances and remains available to support future investment.

Corporate Budgets Forecasts: £3,250k underspend (no movement)

23. Table 6 shows budget, forecast and variance reported on corporate budgets as at Month 11.

Table 6

2012/13 Original Budget	Budget Changes	2012/13 Final Revised Budget	Corporate Budgets	2012/13 Outturn	Variances (+ adv/- fav)		
					Variance (As at Outturn)	Variance (As at Month 11)	Change from Month 11
£'000	£'000	£'000		£'000	£'000	£'000	£'000
12,340	-921	11,419	Financing Costs	8,169	-3,250	-3,250	0
950	1,545	2,495	IAS 19 Pension Adjustment	2,495	0	0	0
-35,583	15,373	-20,210	Asset Management A/c	-20,210	0	0	0
10,165	967	11,132	Levies & other corp budgets	11,132	0	0	0
-29,232	0	-29,232	Corporate Govt Grants	-29,232	0	0	0
-41,360	16,964	-24,396	Corporate Budgets	-27,646	-3,250	-3,250	0

24. There has been no movement on Corporate Budgets from the previously reported position, with favourable cash flows and deferral of borrowing in supported on the Primary School Expansion Programme accounting for the underspend of £3,250k on Financing Costs.

B) Capital

Programme Monitoring

25. General Fund capital expenditure for 2012/13 totalled £45,179k from a revised budget of £60,995k, with the variance of £15,816k comprising of £9,829k slippage to be rephased into 2013/14 and £5,987k representing the total net underspend against project budgets. Table 6 below details the financing of this outturn position.

Table 7

2012/13 General Fund Capital Programme	Forecast				Outturn Variance	Rephasing into 2013/14	2012/13 Variance
	Original Budget	Revised Budget	Outturn (Month 11)	Actual Outturn			
Prudential Borrowing	37,838	20,475	12,717	7,713	-12,762	6,775	-5,987
Capital Receipts	13,344	6,551	5,831	6,714	163	-163	0
Total Council Resources	51,182	27,026	18,548	14,427	-12,599	6,612	-5,987
Grants	36,077	26,266	23,203	23,856	-2,410	2,410	0
Other Third Party Contributions	3,316	5,009	4,417	4,202	-807	807	0
Revenue Contributions	0	2,694	1,129	2,694	0	0	0
Grand Total	90,575	60,995	47,297	45,179	-15,816	9,829	-5,987

26. The net underspend of £5,987k consists of pressures of £94k on four minor projects, £22k of unapplied contingency funds and £6,081k of Council Resourced underspends.

27. It is proposed that the remaining £9,829k variance be rephased into 2013/14 as the majority of this relates to timing of on-going major projects, including Primary School Expansion works, purchase of vehicles and major highways structural works. This movement represents the change in forecast on General Fund projects since the major rephasing exercise reported to Cabinet in December 2012, which re-phased an additional £43,511k from 2012/13 budgets.

28. 2012/13 capital receipts available to fund General Fund projects totalled £6,714k, which included £31k of proceeds from the sale two vehicles and the remainder on the sale of 8 individual Council Sites. Following the December rephasing exercise, budgeted capital receipts from the sale of surplus sites were £6,551k, generating a favourable variance of £163k.

Housing Revenue Account Capital Programme

29. 2012/13 expenditure on HRA capital projects totalled £2,133k on a revised budget of £3,900k, with the net underspend £1,767k comprising of pressures of £190k on the New Build Pipeline Sites Phase 1 and underspends of £1,957k (works to stock £1,214k and new builds £743k). It is proposed that the underspend on new builds of £357k is re-phased into 2013/14 when these projects are now expected to complete.

Table 8

2012/13 HRA Capital Programme	Forecast				Outturn Variance	Rephasing into 2013/14	2012/13 Variance
	Original Budget	Revised Budget	Outturn (Month 11)	Actual Outturn			
Prudential Borrowing	12,639	665	644	0	-665	357	-308
Capital Receipts	2,064	0	0	743	743	0	743
Total Council Resources	14,703	665	644	743	78	357	435
Grants	820	751	465	120	-631	631	0
Other Third Party Contributions	0	0	0	0	0	0	0
Revenue Contributions	2,400	2,484	1,243	1,270	-1,214	0	-1,214
Grand Total	17,923	3,900	2,352	2,133	-1,767	988	-779

CORPORATE CONSULTATIONS CARRIED OUT

Financial Implications

30. The financial implications are contained in the body of the report.

CORPORATE IMPLICATIONS

Corporate Finance

31. This is a Corporate Finance report.

Legal

32. There are no legal implications arising from this report.

BACKGROUND PAPERS

33. Previous Budget monitoring reports to Cabinet

Appendix A – Detailed Group Forecasts

Administration & Finance £846k underspend (£2k improvement)

- Overall for Administration and Finance, the outturn position is an underspend of £847k, which represents an improvement of £2k from month 11.

Services	2012/13 (As at Outturn)		% Var of budget	Variances (+ adv/- fav)		
	Revised Final Budget £'000	Outturn £'000		Variance (As at Outturn) £'000	Variance (As at Month 11) £'000	Change from Month 11 £'000
Administration	6,953	6,290	10%	-663	-626	-37
Finance	4,932	4,747	4%	-185	-220	35
Total	11,883	11,037	0	-846	-844	-2

Administration - £663k underspend (£37k improvement)

Services		2012/13 (As at Outturn)		% Var of budget	Variances (+ adv/- fav)		
		Revised Final Budget £'000	Outturn £'000		Variance (As at Outturn) £'000	Variance (As at Month 11) £'000	Change from Month 11 £'000
Administration Directorate	Exp	656	604	-8%	-52	-51	-1
	Inc	-71	-71	0%	0	0	0
	Rechgs	55	55	0%	0	0	0
	Total	640	588	0%	-52	-51	-1
Corporate Communications	Exp	875	804	-8%	-71	-67	-4
	Inc	-103	-107	4%	-4	-1	-3
	Rechgs	-848	-848	0%	0	0	0
	Total	-76	-151	0%	-75	-68	-7
Democratic Services	Exp	3,285	3,252	-1%	-33	-29	-4
	Inc	-805	-880	9%	-75	-80	5
	Rechgs	592	592	0%	0	0	0
	Total	3,072	2,964	0%	-108	-109	1
Human Resources	Exp	3,425	3,308	-3%	-117	-96	-21
	Inc	-785	-791	1%	-6	-9	3
	Rechgs	-2,903	-2,903	0%	0	0	0
	Total	-263	-386	0%	-123	-105	-18
Legal Services	Exp	1,930	1,926	0%	-4	-5	1
	Inc	-557	-572	3%	-15	-10	-5
	Rechgs	-1,789	-1,789	0%	0	0	0
	Total	-416	-435	0%	-19	-15	-4
Policy & Performance	Exp	4,324	4,061	-6%	-263	-256	-7
	Inc	-576	-599	4%	-23	-22	-1
	Rechgs	248	248	0%	0	0	0
	Total	3,996	3,710	0%	-286	-278	-8
Total Expenditure		14,495	13,955	-4%	-540	-504	-36
Total Income		-2,897	-3,020	4%	-123	-122	-1
Total Recharges		-4,645	-4,645	0%	0	0	0
Total		6,953	6,290	10%	-663	-626	-37

Administration Directorate £52k favourable (£1k improvement)

1. The underspend in the service relates exclusively to salaries as a result of changes to the top tier structure of the Council and also the retirement of a PA.

Corporate Communications: £75k favourable (£7k improvement)

2. The overall underspend on the department is mostly as a result of a number of full and part year vacancies throughout the year, which have also covered the cost of one agency member of staff working on the BID programme. Slight improvements on advertising income from Hillingdon People and non salaries costs not incurred have led to the improved position this month.

Democratic Services: £107k favourable (£2k adverse movement)

3. The majority of the underspend this year relates to an overachievement of income within the Registrars service, this was identified earlier in the year and targets have been increased as part of the MTFF 2013/14. The movement this month is a result of slight shortfall in the previously forecast amount of income received.

Human Resources: £123k favourable (£18k improvement)

4. The overall underspend is as a result of the implementation of the Senior tier restructure and the Business partner model, the full year effect of savings from which have been taken through the 13/14 MTFF process. The movement this month relates to underspends within the Learning and Development budgets.

Legal Services: £20k favourable (£5k improvement)

5. Overachievement of income has resulted in the underspend position for the year. Underspends on salaries, including maternity posts not being covered through agency have enabled for an Managed Vacancy Factor of £67k to be covered.

Policy, Performance and Partnerships: £286k favourable (£8k improvement)

6. There is an underspend on salaries due to the in-year effect of the BSU restructure that has resulted in 2 vacant posts and the part year effect of various vacant posts in the Performance and Intelligence team, for which recruitment is in progress. Recharges to other departments agreed this month for employees working on BID and Housing areas have led to the slight improvement this month.

Finance - £185k underspend (£35k adverse movement)

Services		2012/13 (As at Outturn)		% Var of budget	Variances (+ adv/- fav)		
		Revised Final Budget	Outturn		Variance (As at Outturn)	Variance (As at Month 11)	Change from Month 11
		£'000	£'000		£'000	£'000	£'000
Audit & Corporate Fraud	<i>Exp</i>	1,238	1,312	6%	74	76	-2
	<i>Inc</i>	0	-14	0%	-14	-13	-1
	<i>Rechgs</i>	-1,238	-1,238	0%	0	0	0
	Total	0	60	0%	60	63	-3
Finance	<i>Exp</i>	9,087	9,375	3%	288	282	6
	<i>Inc</i>	-2,977	-3,175	7%	-198	-203	5
	<i>Rechgs</i>	-3,778	-3,778	0%	0	0	0
	Total	2,332	2,422	0%	90	79	11
Procurement	<i>Exp</i>	760	846	11%	86	83	3
	<i>Inc</i>	-45	-47	3%	-2	-2	0
	<i>Rechgs</i>	-771	-771	0%	0	0	0
	Total	-56	28	0%	84	81	3
Commissioning	<i>Exp</i>	1,415	1,344	-5%	-71	-67	-4
	<i>Inc</i>	-299	-314	5%	-15	-15	0
	<i>Rechgs</i>	-1,190	-1,190	0%	0	0	0
	Total	-74	-160	0%	-86	-82	-4
Housing Benefit	<i>Exp</i>	169,756	169,700	0%	-56	-76	20
	<i>Inc</i>	-168,442	-168,719	0%	-277	-285	8
	<i>Rechgs</i>	1,416	1,416	0%	0	0	0
	Total	2,730	2,397	0%	-333	-361	28
Total Expenditure		182,256	182,577	0%	321	298	23
Total Income		-171,763	-172,269	0%	-506	-518	12
Total Recharges		-5,561	-5,561	0%	0	0	0
Finance Total		4,932	4,747	4%	-185	-220	35

Audit and Corporate Fraud: £60k pressure (£3k improvement)

1. The staffing changes within the team have led to the overspend position this year as interim agency costs and redundancy costs have been incurred.

Finance: £90k pressure (£11k adverse movement)

2. This overspend is as a result of additional staffing resources required in the Revenues team for the implementation of Council Tax localisation and provision for redundancy costs as a result of the Finance and Revenues restructures.

Procurement: £84k pressure (£3k adverse movement)

3. The overspend within the service relates primarily to the costs of consultancy and agency staff who are covering posts while the new structure of the department is being implemented. This structure will be implemented in Q1 of 2013/14 and these costs will then reduce as permanent staff are recruited.

Commissioning: £86k underspend (£4k improvement)

4. The underspend is made up of vacant posts being held open within the service, underspends on consultancy budgets and unbudgeted income from the London Strategic Health Authority.

Housing Benefit: £333k favourable (£361k improvement)

5. The bulk of the underspend relates to the in year release of provision relating to the Housing Benefit subsidy grant, which has been sufficient to off-set in 2012/13 non-delivery of the £300k savings target originally intended to be delivered through subsidy budgets. The majority of costs of the Housing Benefit Reception refurbishment have been covered from existing underspends, allowing grants to be carried forward to pay for the increased costs expected as a result of the implementation of changes to the Benefit system.

Residents Services

Revenue: £1,019k underspend (£69k improvement)

- The Group had an outturn position of a £1,019k underspend, excluding pressure areas that have identified contingency provisions.

Services		2012/13 (Outturn)		% Var of budget	Variances (+ adv/- fav)		
		Final Budget £'000	Actual Outturn £'000		Outturn Variance £'000	Variance (As at Month 11) £'000	Change from Month 11 £'000
Corporate Property & Construction	<i>Exp</i>	3,703	4,541	23%	838	171	667
	<i>Rech</i>	-894	-894	0%	0	0	0
	<i>Inc</i>	-2,313	-2,854	23%	-541	15	-556
	Total	497	794	60%	297	186	111
Education	<i>Exp</i>	193,351	192,593	0%	-758	-1,234	476
	<i>Rech</i>	-351	-351	0%	0	0	0
	<i>Inc</i>	-170,106	-170,673	0%	-567	-26	-541
	Total	22,894	21,569	-6%	-1,325	-1,260	-65
Housing (General Fund)	<i>Exp</i>	17,043	15,131	-11%	-1,912	-1,947	35
	<i>Rech</i>	-499	-499	0%	0	0	0
	<i>Inc</i>	-10,531	-8,318	-21%	2,213	2,239	-26
	Total	6,012	6,313	5%	301	292	9
ICT Highways & Business Services	<i>Exp</i>	50,597	50,337	-1%	-260	32	-292
	<i>Rech</i>	-19,759	-19,759	0%	0	0	0
	<i>Inc</i>	-12,173	-12,127	0%	46	-35	81
	Total	18,665	18,451	-1%	-214	-3	-211
Planning Sport & Green Spaces	<i>Exp</i>	13,786	14,467	14%	681	131	550
	<i>Rech</i>	-185	-185	0%	0	0	0
	<i>Inc</i>	-4,651	-5,372	42%	-721	-236	-485
	Total	8,950	8,910	0%	-40	-105	65
Public Safety & Environment	<i>Exp</i>	51,504	50,750	-2%	-754	-140	-614
	<i>Rech</i>	-3,596	-3,596	0%	0	0	0
	<i>Inc</i>	-19,376	-18,595	-6%	781	130	651
	Total	28,531	28,558	0%	27	-10	37
Transportation Planning Policy & Community Engagement	<i>Exp</i>	4,093	4,015	-2%	-78	-50	-28
	<i>Rech</i>	0	0	0%	0	0	0
	<i>Inc</i>	-4,485	-4,472	0%	13	0	13
	Total	-392	-457	17%	-65	-50	-15
Total Expenditure		334,077	331,834	0%	-2,243	-3,037	794
Total Recharges		-25,284	-25,284	0%	0	0	0
Total Income		-223,635	-222,411	0%	1224	2,087	-863
Residents Services Total		85,158	84,139	-1%	-1,019	-950	-69

Contingency Items: Gross Pressure £3,825k (£48k adverse)

- The Council's 2012/13 contingency budget contained provision for areas of expenditure or income for which there is a greater degree of uncertainty. The net position after the application of the contingency is shown in the table below.

Contingency Item	Gross Pressure Outturn (£000s)	Gross Pressure Month 11 (£000s)	Change from Month 11 (£000s)	Contingency Allocation (£000s)	Net Pressure (£000s)
Impact of Housing Benefit Changes on Temporary Accommodation	737	737	0	737	0
Waste Disposal Levy	665	757	-92	550	+115
Carbon Reduction Commitment	311	350	-39	450	-139
Additional Costs for 2 Year Olds	234	194	+40	357	-123
HS2 Challenge Contingency	200	200	0	200	0
Contingency Against Leisure Outsourced Income Streams	459	367	+92	100	+359
SEN Transport	873	818	+55	100	+773
Local Development Framework	90	90	0	90	0
Fuel	75	75	0	0	+75
Traveller Incursions	0	8	-8	0	0
Planning Appeals	28	28	0	0	+28
Legal Costs (SAS Fire Security)	123	123	0	0	+123
Legal Costs (M25 Spur Road CPO)	30	30	0	0	+30
Residents Services – Total	3,825	3,777	48	2,584	1,241

3. The contingency to cover the impact of changes in Housing Benefit on temporary accommodation was required in full. This contingency relates to the impact of the migration of temporary accommodation leases to rates linked to the Local Housing Allowance, and is not directly linked to the increase in demands on the Housing Needs service that has also lead to pressures in the current year.
4. The final tonnage data on the 'pay as you throw' (PAYT) waste disposal levy from the West London Waste Authority (WLWA) confirmed that the £550k budgeted contingency provision was not sufficient. After a significant adverse movement in the WLWA financial position emerged earlier this year, WLWA eventually served a supplementary levy on the constituent Boroughs for which Hillingdon's share was £620k. This has been treated as an exceptional item; however there is a further pressure on the PAYT tonnages. For Hillingdon this relates to an increasing proportion of tonnage being sent to landfill than assumed when the levy was set, as WLWA diversion schemes have either been cancelled or not met original expectations. This has been exacerbated by an underlying increase in tonnages, errors in the WLWA PAYT rates, and erroneous seasonal profiling of the monthly PAYT payments by WLWA. The outturn variance on the contingency was £115k, an improvement of £92k compared to Month 11 due to the level of tonnages delivered in March being at the more favourable end of the range of possible outcomes.
5. The Carbon Reduction Commitment contingency is for the estimated costs for the requirement to purchase allowances for each tonne of carbon produced by the Council, the overall required allowances of £311k included the reduction in actual allowances purchased for 2011/12 reported to Cabinet in September 2012, and a further reduced provision for allowances applicable to 2012/13. It also includes the £250k budget for allowances for schools that has been provided for in the schools budget.
6. The outturn call on contingency to cover increased provision of childcare to disadvantaged two year olds under the free entitlement, which is funded from the increased allocation within

the Early Intervention Grant, was £234k, an adverse movement of £40k compared to Month 11.

7. The HS2 contingency is part of a joint fighting fund with 18 other authorities. The actual expenditure against this contingency was £71k, with the balance of £129k being carried forward as an earmarked reserve.
8. In December 2011 the Council took over the operation of three golf courses, where these have been re-possessed from the previous golf operator that had incurred significant rent arrears. An interim operational budget has been established for the service that assumes that a small surplus of £20k before overheads and capital charges is delivered, representing a saving against the contingency held for leisure.
9. The outturn position against this operational budget reflects a significant shortfall against the interim income targets. This reflects a number of variations. Due to the exceptionally wet weather during April to July playing conditions were not ideal and this has impacted upon income levels. The pay and play and associated income was £360k below target, and there was a shortfall against membership income of £35k. There was also a pressure on course management and maintenance budgets of £227k, reflecting short-term hire costs of equipment, utilities and course renovation works, an adverse movement of £53k compared to Month 11. This was offset by the staffing costs being £102k under budget, and an ongoing saving on the business rates liability of £41k as a result of a successful appeal by the former operator. The final outturn position on Golf was an adverse variance of £479k.
10. The £459k deficit on the in-house operation described above is the only call on the remaining leisure contingency of £100k, an adverse movement of £92k compared to Month 11.
11. Special Educational Needs (SEN) Transport is an area that has seen significant pressure in the last financial year. The outturn pressure on this budget was £873k, an adverse movement of £55k compared to Month 11, due mainly to a reduction in recoupment income compared to previous forecasts. The overall pressure mainly reflects the increased costs of delivering home to school transport for out-of-borough placements and children with more complex needs. There has been a net increase in contracted routes operated of 23 routes (10.7% increase) compared to April 2012. However, the cost of delivering the current route requirements also increased by around 16% since the beginning of the autumn term. This reflects the increased need to provide transport to out-of-borough placements requiring greater distances travelled, as well as an increased number of children requiring individual transport due to more complex needs.
12. The outturn position on the fuel budget was a pressure of £75k at the bulk purchase price of £1.15 per litre.
13. Across the group £8k had been spent on actions to prevent traveller incursions, however this was funded from the HIP Initiatives Budget and is not therefore a contingency call at year end.
14. Planning appeals costs of £24k were incurred on the appeal hearings for the Gutteridge Farm application, plus £4k of legal costs relating to other appeals.
15. The Council took a long-running trading standards case to court, for which legal costs in terms of Counsel's fees and disbursements were £123k.
16. The Head of Legal Services incurred costs of £30k to pursue claims relating to the compulsory purchase of land used for the M25 spur road to Heathrow Terminal 5.

Corporate Property & Construction: £297k overspend (£111k adverse)

17. A zero based budgeting exercise has been performed on business rates budgets across the group, resulting in a £74k underspend, as a result of the inclusion of rates underspends on commercial property due to lower than forecast vacant properties.
18. There was an outturn shortfall in the capitalisation of Corporate Construction staff of £191k, an adverse movement of £111k compared to Month 11, due to the impact of long-term sickness costs and work undertaken where the project management element was not capitalised. The overall staffing costs were £713k greater than budgeted, largely reflecting additional project management and surveying resources engaged to deliver Phase 2 of the Primary Schools Capital Programme, with corresponding favourable variations on the income budgets to reflect the recharging of these costs to capital projects.
19. The costs of meeting an interim wants of repair schedule served by the head landlord of Warnford Industrial Estate resulted in an outturn pressure of £62k, after having successfully challenged part of the landlord's original assessment. This was offset by an underspend of £76k in corporate property, £60k of which reflected the early delivery of savings from the review of discretionary budgets included in the 2013/14 budget.
20. The service also managed the financial risk over the recovery of costs associated with the disposal of assets that generated capital receipts. This reflects the outturn level of capital receipts in the capital programme monitoring section of the report, and there was a shortfall on costs of £26k, an improvement of £129k compared to Month 11, due to disposals that completed on last working day of the financial year.

Education: £1,325k underspend (£65k improvement)

Schools: variance not applicable

21. The Schools Budget is ringfenced and funded from the Dedicated Schools Grant (DSG), and covers a range of services directly linked to schools. The majority of the DSG is delegated to schools (£126.7 million), with the remainder (£23.2 million) being retained by the Council. The rules applying to the DSG allow for any surplus and deficit balances to be carried forward into the next financial year, for both schools delegated budgets and the centrally retained DSG element (decisions on how this is used lie with the Schools Forum). It should be noted that the Schools Budget is completely separate to the General Fund and no interaction between these two funds is allowable.
22. The outturn movement on the DSG central reserve carried forward for 2012/13 is summarised in the following table:

Schools Retained Budget Movements	Final Budget (£000s)	Outturn Variance (£000s)	Forecast Variance Month 11 (£000s)	Change from Month 11 (£000s)
Opening Balance 1 April 2012	-	-226	-226	0
DSG Income	-149,876	+69	+495	-426
Delegated to Schools	126,685	+494	-1,180	+1,674
Centrally Retained	23,191	-1,046	+538	-1,584
In-Year Movement	0	-483	-147	-336
Closing Balance 31 March 2013	-	-709	-373	-336

23. There was an overall outturn underspend of £483k against the DSG central reserve, an improvement of £336k compared to Month 11. Within this there was a net underspend of £1,046k against the centrally retained budget due to an outturn pressure on Special Educational Needs (SEN) spend at independent special schools of £1,451k, where there have been increased numbers of children being placed from September 2012, offset by underspends across a range of other budgets. These include the release of unspent contingencies (£1,600k), within which is an underspend of £1,170k due to the impact of the closure of Guru Nank primary school as a maintained school, SEN support (£194k), education out of school (£428k), increased recoupment income (£200k), and other underspends of £75k across a range of headings.
24. There was an overspend of £494k on schools delegated budgets, where the actual funded pupil numbers differ from the projected pupil numbers used to set the budget primarily due to the exclusion of the primary and nursery pupil numbers at Rosedale College from the final DSG calculation. In addition, there was an income shortfall of £69k due to backdated payments from the 16-19 Teachers Pay Grant.

General Fund: £1,325k underspend (£65k improvement)

25. The Education service identified measures to fully deliver the 2012/13 £800k saving target set on the basis that reduced responsibilities remain with the Council following the transfer of schools to Academy status, plus £305k towards the further savings required for 2013/14, an improvement of £55k compared to Month 11.
26. In addition, there were outturn underspends arising from vacant posts in parts of the service, the major variations being in the educational psychology, parent support service and the youth service, and in overall terms representing an improvement of £65k compared to Month 11. In addition to the impact of staff turnover, posts were held vacant in some areas given the need to identify further savings for the 2013/14 budget and whilst BID reviews were undertaken.
27. A review of discretionary expenditure budgets across the service identified underspends of £219k. In addition, there is an outturn underspend on schools redundancy costs of £103k, and additional buy-back of services from schools of £42k.
28. There was an outturn underspend of £270k on Children's Centres due to the service being yet to reach full operational capacity, resulting in reduced staffing and running costs.
29. There was an outturn pressure on staffing budgets in the Adult Education service, due to greater than budgeted provision of subsidised courses, so that there was an overspend on sessional tutors of £85k. This was offset by additional income of £100k relating to the 2011/12 academic year grant.

Housing: £301k overspend (£9k adverse)

Housing (General Fund): £301k overspend (£9k adverse)

30. There was an outturn overspend of £301k on Housing (General Fund) budgets. The Housing budget includes an MTF savings item from bringing the outlying HRA offices into the Civic Centre. For 2012/13 there was a shortfall on the £500k savings target of £240k.
31. As previously reported, an increase in the number of homelessness approaches to the Council as a result of welfare reform and the economic climate is now being seen. This additional workload is having an impact on bed and breakfast costs, where there was a pressure of £121k, an adverse movement of £51k compared to Month 11. This was partly offset by one-off energy credits for private sector leasing schemes of £18k, an improvement in the bad debt provision for homelessness of £36k, and a salaries underspend of £6k, reducing

the pressure on the Housing Needs budget overall to £61k. The increase in demand is expected to continue in 2013/14 given the anticipated impact of welfare reforms. Mitigating the potential pressure, especially in bed and breakfast, will at least in part depend on the ability to procure temporary accommodation properties.

Housing Revenue Account: £5,127k underspend (£1,598k adverse)

32. The Housing Revenue Account (HRA) had an in-year outturn underspend of £5,127k as shown in the table below. Despite a headline adverse movement of £1,598k compared to Month 11, the underlying position improved by £1,902k. However this has been offset by an additional contribution towards debt repayment of £3.5m, which effectively reduces the overall HRA debt by this same amount. The service delivered an MTF saving of £229k. These savings reflect changes in the delivery of the service consistent with the BID programme enabling the service to deliver to the same level of quality as before.

Services		Final Budget (£000s)	Actual Outturn (£000s)	% Var of budget	Outturn Variance (£000s)	Variance (As at Month 11) (£000s)	Change from Month 11 (£000s)
Housing Maintenance	Exp	27,639	22,836	-17%	-4,803	-3,990	-813
Housing Management	Exp	34,543	35,583	3%	1,040	-1,639	+2,679
Rent & Other Income	Inc	-63,855	-65,219	-2%	-1,364	-1,096	-268
In Year (Surplus) / Deficit	Total	-1,673	-6,800		-5,127	-6,725	+1,598

33. There was an outturn underspend on the housing maintenance budget of £4,803k, a favourable movement of £813k compared to Month 11. The main items for the overall underspend related to slippage on several of the works to stock programmes, including the window replacement programme, adaptations on Council properties and the lift programme. This slippage has arisen mainly as a result of a major procurement review within this area to ensure that contracts provide maximum value to the Council.

34. The outturn position for the housing management budget has been affected by the contribution towards debt repayment, offsetting an underlying favourable position to show a net adverse variance of £1,040k. The debt contribution will have long-term favourable impacts through reducing overall debt, which both improves the overall HRA borrowing capacity by the same amount, and reduces the ongoing debt costs. The overall underspend reflect savings from closure of outlying HRA offices, reduced insurance costs, and improvement in bad debt provisions.

35. The income budget has an overall favourable outturn variance of £1,364k, an improvement of £268k compared to Month 11. Within the context of an overall income budget of £63.8 million this overall variance amounts to just over 2%.

ICT Highways & Business Services: £214k underspend (£211k improvement)

36. There is an outturn pressure of £345k on maintenance budgets for day to day repairs for both the Civic Centre and outstations around the borough, an adverse movement of £195k compared to Month 11 reflecting continued maintenance requirements across the Council estate and that these works were not part of the capital programme.

37. A restructure of the Facilities Management service delivered a £41k saving this financial year, which has a full year effect feeding into the budgeted savings for 2013/14.

38. There was an outturn underspend of £29k on postage costs, reflecting work across the Council to reduce the use of external mail services.

39. The significant risks around the outdoor advertising income target meant that it was flagged as 'red' in the savings tracker, with a pressure against the overall target of £100k, no change compared to Month 11.
40. The fleet management service was in a transitional position as the vehicle replacement programme took effect. The outturn position was a net overspend of £39k, an improvement of £67k compared to Month 11. The service has actively been managing down maintenance costs as older vehicles are replaced. However in this interim period there were pressures on contract hire and leased vehicles due to short-term arrangements being put in place while replacement vehicles were procured
41. There is an underspend on salaries budgets across the division of £79k, due to posts being held vacant pending further restructures, as part of the ongoing BID work.
42. There was also an underspend of £45k on Ordnance Survey mapping charges which have been covered this financial year directly by the Government, an improvement of £5k compared to Month 11.
43. In the highways and street scene services, income from the London Common Permit Scheme exceeded the target set by £369k, an improvement of £234k compared to Month 11 due to a reduction in the level of income that should be carried forward. There was an outturn underspend of £25k on winter maintenance and £69k on street lighting. The latter mainly due to energy credits received during the year. There was also reduced turnover of £306k on signage and contractual items recharged to capital projects and externally funded schemes due to the rephasing of these programmes.

Planning Sport & Green Spaces: £40k underspend (£65k adverse)

44. The outturn position for Development Control income was an excess over the income target of £198k. The position this year was significantly boosted by one-off Council-led applications for school expansions through the Primary Schools Capital Programme.
45. Pre-application advice income from developers showed an outturn pressure of £43k, reflecting continuing weak demand for major applications other than for very large sites where the trend is towards funding this advice through planning performance agreements (gift funding). £168k of gift funding was used during the year, and was fully committed to the additional temporary staff engaged by the service to deliver these agreements.
46. The outturn pressure on building control was £80k, driven by the budgeted over-recovery of fee income compared to the costs of processing building control applications under the cost recovery model, which is ringfenced to the service.
47. There was an outturn underspend of £45k on centrally held leisure budgets for consultancy and clothing. These were included in the budgeted savings for 2013/14 arising from the review of discretionary budgets.
48. There was an outturn overspend of £80k on green spaces, reflecting contract costs during the interim period up to the establishment of the in-house grounds maintenance service from January 2013.

Public Safety & Environment: £27k overspend (£37k adverse)

49. There was an outturn shortfall of £177k on off-street parking income which is attributable to Cedars and Grainges multi-storey car parks in Uxbridge town centre.
50. The Parking Revenue Account had an in-year overspend of £28k, due to pressures on income from Penalty Charges Notices, an improvement of £117k compared to Month 11, due to the continuing impact of tight controls over expenditure.
51. There was a staffing underspend of £165k in Technical Administration and Business Support, an improvement of £75k compared to Month 11, as the impact of restructuring in these support services took effect. In addition, there was an underspend across the division of £67k on training, printing and stationery costs that are also included in budgeted savings for 2013/14.
52. Waste Services had an £80k net outturn underspend. There was a pressure of £47k on the New Years Green Lane Civic Amenity site as a result of the refurbishment works, whilst Trade Waste and Graffiti services returned underspends of £98k and £29k respectively to offset this pressure.
53. Within the Public Protection service there was a staffing pressure of £46k reflecting delays in delivering the savings from the risk-based assessment project. There was a net pressure of £144k on the imported food service. Income targets for this service were exceeded by £77k, mainly due to strong imports of seasonal fruit and vegetables, however the costs of testing these products was overspent by £221k, with a significant acceleration of costs towards the end of the financial year due to changes in the sampling requirements specified by the European Union for these products. If this continues into the new year there could be continuing challenges in meeting the financial targets set for the service. Elsewhere in the service Licensing income exceeded the income targets set by £33k and during the year responsibility for the Health Control Unit was passed to the Health Protection Agency resulting in reduced externally funded expenditure of £1,695k.
54. There was a net shortfall of income compared to expenditure of £34k on the environmental enforcement pilot project, mainly due to contractual issues, offset by a £29k underspend on staffing budgets within the Community Safety service.

Transportation Planning Policy and Community Engagement: £65k underspend (£15k improvement)

55. The service had a £60k favourable outturn position due to the impact of vacant posts across the service. This included the part-year effect of the restructure of the town centres and community engagement teams into a single team.

Social Care and Health Services

Revenue: £344k overspend (£125k adverse)

1. Social Care & Health are reporting a net overspend of £344k (£125k adverse movement) after drawdown from contingency, which includes provision of £375k towards redundancy costs potentially arising from changes in the structure and delivery of services. The position contains significant pressures due to delays in the Supported Housing build programme, which have been covered during the current year by early delivery of 2013/14 savings.
2. The net pressure in Adult services of £1,388k (prior to £500k of contingency being applied) is primarily due to slippage in the Supported Housing programme which has been estimated at £1,500k and resulted in clients not being able to move from Residential placements to supported living placements. This has been offset by strong management controls across the whole service.

Services		2012/13 (As at Outturn)		% Var of budget	Variances (+ adv/- fav)		
		Final Revised Budget £'000	Forecast £'000		Variance (As at Outturn) £'000	Variance (As at Month 11) £000	Change from Month 11 £000
Children & Families Services	<i>Exp</i>	+30,938	+30,584	-1%	-354	-351	-3
	<i>Inc</i>	-3,381	-3,254	-4%	+127	+275	-149
	Total	+27,557	+27,330	-1%	-227	-76	-151
Asylum Services	<i>Exp</i>	+8,061	+8,061	0%	-0	+0	-0
	<i>Inc</i>	-6,715	-6,715	0%	+0	+0	+0
	Total	+1,345	+1,345	0%	+0	+0	-0
Older Peoples Services	<i>Exp</i>	+33,589	+35,317	5%	+1,728	+1,613	+115
	<i>Inc</i>	-7,677	-9,193	20%	-1,516	-1,426	-91
	Total	+25,913	+26,124	1%	+212	+188	+24
Physical & Sensory Disability Services	<i>Exp</i>	+8,475	+9,125	8%	+649	+679	-29
	<i>Inc</i>	-587	-812	38%	-225	-225	+0
	Total	+7,888	+8,313	5%	+425	+454	-29
Learning Disability Services	<i>Exp</i>	+27,946	+28,900	3%	+954	+842	+112
	<i>Inc</i>	-4,036	-4,165	3%	-130	-98	-31
	Total	+23,910	+24,734	3%	+824	+743	+81
Mental Health Services	<i>Exp</i>	+5,860	+5,468	-7%	-391	-303	-88
	<i>Inc</i>	-394	-364	-8%	+30	-25	+55
	Total	+5,466	+5,105	-7%	-361	-328	-33
SCH&H Other Services	<i>Exp</i>	+7,778	+9,008	16%	+1,230	+1,273	-42
	<i>Inc</i>	-1,332	-3,466	160%	-2,133	-2,129	-5
	Total	+6,446	+5,542	-14%	-903	-856	-47
Total Expenditure		+122,646	+126,462	24%	+3,816	+3,752	+64
Total Income		-24,121	-27,969	210%	-3,847	-3,627	-221
SC&H Sub Total		+98,525	+98,494	-12%	-31	+125	-157
Redundancy Provision		0	+375	n/a	+375	0	+375
SC&H Total		+98,525	+98,869	0%	+344	+125	+218

3. The draft outturn assumes the draw down of contingency as shown in the table immediately below.

Division of Service	Gross Pressure Outturn	Contingency	Net Pressure
Current Commitments:			
Asylum Funding Shortfall	+1,190	+1,449	-259
Social Care Pressures (Children's)	+165	+165	0
Social Care Pressures (Adults)	+6,171	+6,171	0
Increase in Transitional Children due to Demographic Changes	+2,742	+2,742	0
Potential shortfall in reablement, LD & PD savings targets	+500	+500	0
Original Contingency Allocation	+10,768	+11,027	-259
Approved Allocations:			
Social Care Pressures (Children's)		-140	
Remaining Contingency Allocation		+10,887	

4. The call down on contingency is £326k less than the previous forecast of £67k due to a favourable movement in the provision for Asylum; the reasons for which are reported below.

MTFF Savings

5. The group has delivered savings of £6,125k (83%) against the target of £7,397k. The shortfall of £1,272k results from the BID children's services business support review (£255k), review of LD Day Services (£311k), and Supported Housing (referred to below). With these exceptions the remainder of the programme has been delivered representing major changes in service delivery for the group.
6. The Supported Housing capital programme has for a number of reasons slipped from its original timetable; the revenue impact of this slippage in 2012/13 has been estimated at £1.5m (£803k 2011/12 savings and £706k 2012/13 savings). The MTFF did allow for £0.5m contingency for Social Care demographics and this has been allocated to Learning Disability where the pressure is greatest.

Children Services: £227k favourable (£151k favourable)

7. The favourable outturn position of £227k on a gross budget for this service of £30.9m is due primarily to the difficulties the service is currently experiencing with recruitment to Children services. Although the staffing budget was underspent by £485k this has been offset primarily by additional legal costs (£124k) and pressures relating to looked after children (£65k). The favourable movement from the Month 11 position is due to a favourable movement in the staffing forecast of £160k due to a reduction in agency staff coupled with start dates for permanent staff being later than originally forecast.
8. The service includes an MTFF saving target of £1,968k which has been delivered; the £1,673k placements saving being the most significant. The MTFF savings strategy from April 2011 is to retain, recruit and increase the number of in-house Foster placements thereby reducing reliance on the independent foster agencies (IFA). This has been very successful to date resulting in the proportion of IFA's reducing from 63% to 49%. Since this strategy started there has been a net increase in the number of in-house foster families from 74 to 81 enabling the proportion of placements with in-house foster parents to also increase from 37% to 51%. It is this successful approach which has enabled the service to reduce the spend on IFA's from £6,713k in 2010/11 to £4,508k in 2012/13, thus contributing towards £1,988k saving target.

Asylum: Nil Variance (no change)

9. An adverse pressure on contingency had been flagged in previous Cabinet reports of £67k based on analysis of the Q1 and Q2 claims to UKBA which showed a higher rate of rejection than experienced previously. The forecast assumed this would be repeated for Q3 and Q4. In the event these two claims were more favourable than anticipated and resulted in additional UKBA grant income of £140k over that previously forecast. In line with mainstream children services the staffing forecast has reduced by £115k as the service has also experienced difficulties in recruitment. There has also been a £70k favourable movement in accommodation costs.
10. The Department is in ongoing discussion with UKBA on specific LBH matters with regard to the funding shortfall. As a result representations have been made to the UKBA regarding the ongoing financial support LBH receive from the 'Gateway' grant. In addition the council has been engaging with the three other most affected councils to lobby the UKBA on areas of joint interest. As a result Officers from the four most affected councils have met with UKBA officials regarding a replacement 'Gateway' agreement; the current agreement finishes on 31st March 2014.

Older People Services: £212k adverse (£24k adverse)

11. There has been no material movement from the Month 11 forecast on a gross budget for this service of £33.6m which has delivered the MTFF saving of £1,985k. The gross budget for placements and community support services is £26.4m.
12. The adverse outturn position of £212k is primarily due to a £277k pressure in community services which support people to live in their own homes.
13. There continues to be robust management scrutiny of residential and nursing placement requests and full application of the benefits of the TeleCareLine service and Reablement. These actions have been instrumental in enabling the total number of new placements in 2012/13 reducing to 310 compared with 505 in the previous year. As a result the number of Older People Care placements at the end of March is 490 compared with 639 at April 2011.

Physical Disabilities: £425k adverse (£29k favourable)

14. There has been no material movement from the Month 11 forecast on a gross budget for this service of £8.5m which has delivered an MTFF saving of £442k against the target of £517k. The £75k slippage is due to the reasons outlined under MTFF Savings above. The gross budget for placements and community support services is £7,128k. The forecast for the remainder of this service is currently on budget.
15. The adverse outturn position of £425k is due to the increase in demand for services for people with complex long term conditions and unavailability of supported accommodation. The 2012/13 budget was based on an estimated need to provide 2,094 placement weeks but due to the build programme slippage the service needed to provide for 3,275 placement weeks. This additional pressure was offset by an underspend on community services resulting in a net pressure of £389k across this part of the service.

Learning Disability: £824k adverse (£81k adverse)

16. The adverse outturn position of £824k on a gross budget for this service of £27.9m assumes that £500k can be drawn down from the Contingency held for this purpose mitigating the pressure from £1,324k to £824k as reported.

17. This adverse outturn is due to the delays in the Supported Housing programme (£942k) for the reasons outlined under MTFF Savings above, coupled with delays in re-providing day service provision (£475k) due to the Judicial Review challenge which has now been successfully resolved. The gross budget for placements and community support services is £24,696k. The 2012/13 budget was based on an estimated need to provide 10,454 placement weeks but due to the slippage the service needed to provide for 11,984 placement weeks. This additional pressure was offset by an underspend on community services resulting in a net pressure of £630k across this part of the service.

18. There has been a £81k adverse movement from the Month 11 forecast due to a number of small movements across various budgets.

Mental Health: £361k favourable (£33k favourable)

19. The favourable outturn position of £361k on a gross budget for this service of £5.9m is due to the successful partnership work with the Central & North West London Trust (CNWL). Through this partnership approach and within a joint placements efficiency project the service has delivered £339k savings in 2012/13; the full year effect of £370k has been factored into revenue budgets from 2013/14.

20. There has been no material movement from the Month 11 forecast on a gross budget for this service of £5.9m which has delivered the MTFF saving of £500k. The gross budget for placements and community support services is £3,038k.

SC&H Other Services: £903k favourable (£47k favourable)

21. The favourable outturn position of £903k on a gross budget of £7.8m is primarily due to successful renegotiation of contracts relating to the delivery of housing related support (£720k). TeleCareLine service has fully delivered its objectives and satisfied all assessed need the outcome has resulted in less equipment (£182k) being required than was expected.

22. There has been no material movement from the Month 11 forecast on a gross budget for this service of £7.8m which has delivered the MTFF saving of £1,465k.

1. Summary

This report summaries the Council's treasury management activities during 2012/13 and presents details of capital financing, borrowing, debt management and investment transactions alongside an outturn position.

During the year the imbalance between the rates paid on investments and borrowing remained, leading to a continued cost of carry for any funds borrowed but not drawn upon. As a result the Council maintained a policy of utilising internal balances and no new borrowing was taken to fund capital expenditure. The Council's loan portfolio has one of the lowest average rates in London at 3.0%, whilst the sustained downward pressure on gilt yields made the premature repayment of debt cost prohibitive. The portfolio was reduced by £10.3m with debt that matured naturally leaving a balance at year end of £346.5m. (General Fund £93.4m, HRA £253.1m). With interest rates remaining low the strategy of holding a proportion of variable rate debt proved successful as a hedge against the fixed element. The total interest paid over the year totalled £10.5m (GF £3.1m, HRA £7.4m)

Economic growth continued to prove illusive leading the Bank of England to hold base rate fast at 0.5%. Further government stimulus packages such as the Funding for Lending Scheme were introduced to increase liquidity but also a contributory cause for short term money market rates remaining very low. This subdued investment income with returns for the year yielding just 0.66% (0.85% 2011/12). However, by incorporating a mix of short and longer term deposits, interest income totalled £774k (£815k in 2011/12). This favourable outturn was largely due to maintaining high balances as a result of rephasing within the Capital Programme and higher than expected capital receipts.

At the start of the financial year there were unpaid deposits with Icelandic banks; Heritable (£4.8m) and Landsbanki (£3.5m). The administrators of Heritable issued dividends during the year totalling £1.4m leaving a balance of £3.4m. Total dividends received for Heritable now equate to 77% of the claim value. The administrators of Landsbanki issued a dividend this year totalling £0.9m, which is 18% of the claim value, leaving a balance outstanding of £2.6m at the end of March.

Careful treasury and cashflow management resulted in no breaches of Prudential Indicators during the period. The Council also complied with the balanced budget requirement set before the start of the year.

2. The Borrowing Requirement and Debt Management

	Balance on 31/3/2012 £m	New Borrowing £m	Debt Maturing £m	Debt Prematurely Repaid £m	Balance on 31/3/2013 £m	Average Rate %
CFR	417.96				408.00	
GF Loans						
PWLB Fixed Rate Maturity	54.60	-	3.00	-	51.60	3.66
PWLB Fixed Rate EIP	18.61	-	2.28		16.33	3.10
Market Fixed Rate	15.00	-	-	-	15.00	4.28
PWLB Variable Rate EIP	12.00	-	1.50	-	10.50	0.75
Temporary Borrowing	0.00	-	-	-	0.00	0.00
Total GF Loans	100.21	0.00	6.78	0.00	93.43	3.28
HRA Loans						
PWLB Fixed Rate Maturity	98.57	-	-	-	98.57	3.56
PWLB Fixed Rate EIP	85.00	-	3.50	-	81.50	2.75
Market Fixed Rate	33.00	-	-	-	33.00	4.03
PWLB Variable Rate Maturity	40.00	-	-	-	40.00	0.62
PWLB Variable Rate EIP	0.00	-	-	-	0.00	0.00
Temporary Borrowing	0.00	-	-	-	0.00	0.00
Total HRA Loans	256.57	0.00	3.50	0.00	253.07	2.89
Total Loans	356.78	0.00	10.28	0.00	346.50	3.00
Other Long Term Liabilities	3.12		0.49		2.63	
Total External Debt	359.90		10.77		349.13	

The Council's underlying need to borrow is measured by the Capital Financing Requirement (CFR) which, as at 31/3/2013, was £408m (31/3/2012 £417m). The Council's borrowing requirement (the difference between the CFR and total physical borrowing) was £58.5m. This amount represents the level of internal borrowing, primarily supported by the Council's own reserves.

Following the introduction of the Localism Act 2011 the London Borough of Hillingdon was required to borrow £191.6m to finance the HRA Housing Reform Settlement in March 2012. A broad portfolio containing both Maturity and EIP loans were taken with variable and fixed rates and with varying maturities. The average rate payable on this tranche of borrowing in 2012/13 was 2.47% with £40m of variable rate loans at a rate between 0.54% and 0.62%. In addition, £3.5m of principal was repaid with another £7.7m set aside for future principal repayment or towards financing future capital schemes.

This, coupled with unusually low capital spend in 2012/13 within the HRA resulted in its CFR falling by £10.8m. Under the current borrowing cap regime this amount represents additional available headroom for potential borrowing. The borrowing capacity of the HRA is now £57m before the cap is breached.

The Council has £48m of market loans, which are LOBO loans (Lender's Options Borrower's Option) of which £8m of loans were in their option state in 2012/13. During the year the lenders of these loans did not exercise any call options and therefore the loans remain outstanding on the same terms.

By using internal resources in lieu of borrowing, loan interest costs for the year totalled £10.5m, avoiding interest costs of £1.755m that would have been incurred otherwise.

3. Investment Activity

The table below shows investment balances on 31st March 2013, which historically tends to be the lowest level of balances during the financial year due to lower Council Tax and NNDR receipts during March.

Investments	Balance on 31/3/2012 £m	Balance on 31/03/2013 £m
Call Accounts	0.00	30.70
Money Market Funds	26.20	30.10
Short Term Investments	45.00	25.60
Long Term Investments	0.00	0.00
Investment Default	8.50	6.00
Total Investments	79.70	92.40
Average Rate	0.85%	0.66%

Security of capital remained the Council's chief investment objective. This was maintained by following the Council's counterparty policy as set out in its Treasury Management Strategy Statement for 2012/13. Investments during the year included deposits with the Debt Management Office, Local Authorities, investments in AAA-rated Constant Net Asset Value Money Market Funds and deposits, both instant access and fixed term with Banks and Building Societies systematically important to the UK banking system.

Credit Risk: Counterparty credit quality was assessed and monitored with reference to credit ratings (Council's minimum long-term counterparty rating of A- across all three rating agencies, Fitch, Standard & Poor's and Moody's). However reliance does not rest solely with these agencies and are supplemented by use of market/economic information, media updates and intelligence from the Council's Treasury Advisors.

Liquidity: In keeping with CLG's Guidance on Investments, the Council maintained a sufficient level of liquidity through the use of Money Market Funds, overnight deposits and the use of call accounts.

Yield: The Council sought to optimise returns commensurate with its objectives of security and liquidity. The UK Bank Rate was maintained at 0.5% through the year with short term money market rates also remaining at very low levels. Most short-term money was placed in instant access accounts as these were achieving higher rates of interest than those offered on short fixed term deposits of up to three months. A small proportion of longer dated deposits were placed to enhance income in a low interest rate environment. The two approaches resulted in an average return on Investments of 0.66%

All investments made during the year complied with the Council's agreed Treasury Management Strategy, Prudential Indicators, Treasury Management Practices and prescribed limits. Maturing investments were repaid to the Council in full and in a timely manner.

Update on deposits with Icelandic Banks

At the beginning of 2012/13 the Council had unpaid deposits of £4.8m with Heritable Bank and £3.5m with Landsbanki Islands. During the year three dividends were received from the administrators of Heritable; 3.79% in April, 2.85% in July, 2.72% in January, totalling £1.4m. Total dividends received for Heritable at the end of March equated to 77% of the claim value and predictions of an 88% recovery rate still remain the best estimate, although there are significant prospects of this figure being revised upwards.

For Landsbanki, creditors lost their appeal and the Icelandic courts have upheld the original decision to award priority status to Local Authorities and the expected recovery rate for Local Authorities is now 100%. During the year Landsbanki issued dividends totalling £0.91m, representing 18% of the claim value. In addition to this first distribution 6,962k of Icelandic Krona (ISK) is being held in an Icelandic escrow account. As there are currently controls on the distribution of ISK, the funds will remain in this account until the winding up board has obtained permission from the Central Bank of Iceland (CBI) to pay the money to Creditors. The Local Authorities' Steering Committee and Bevan Britten are negotiating with CBI to release funds.

4. Compliance with the Prudential Code and Prudential Indicators

The Local Government Act 2003 gave freedoms to Local Authorities to borrow subject to macro economic considerations however, only on condition that compliance with the Prudential Code is observed. The code developed a series of 'prudential indicators' (Appendix 1) that were designed to provide greater information to the council tax payer and the rent payer on the impact of any borrowing decisions taken.

The main objectives of the prudential code are to demonstrate affordability of the authority's capital expenditure plans and ensure prudent external borrowing levels, which are sustainable in the future. It also verifies that treasury management decisions are taken in accordance with best professional practice.

The Council can confirm that it has complied with its Prudential Indicators for 2012/13, set in February 2012 as part of the Council's Treasury Management Strategy Statement. The levels of debt were measured on an ongoing basis during the year for compliance with the Authorised Limit of £492m and the Operational Boundary of £462m, the former being somewhat higher to allow for fluctuations in cash-flow. The Council maintained its total external borrowing and other long-term liabilities within both limits; at its peak this figure was £356.78m.

Upper Limits for Interest Rate Exposure:

	Estimated %	Actual %
Upper Limit for Fixed Rate exposure	100	100.00
Upper Limit for Variable Rate exposure	50	(55.47)

The negative variable rate exposure shown above is the result of a having more variable rate investments compared to variable rate loans.

Maturity Structure of Fixed Rate borrowing:

	Upper limit %	Lower limit %	Actual Borrowing as at 31/3/2013 (£m)	Percentage of total as at 31/3/2013
under 12 months	25	0	10.28	2.97%
12 months and within 24 months	25	0	9.28	2.68%
24 months and within 5 years	50	0	36.83	10.63%
5 years and within 10 years	75	0	105.44	30.43%
10 years and within 20 years	100	0	54.00	15.58%
20 years and within 30 years	100	0	54.07	15.60%
30 years and within 40 years	100	0	0.0	0.0%
40 years and within 50 years	100	0	28.60	8.25%
50 years and above	100	0	48.00	13.86%

For 2012/13 the total principal sums invested for periods longer than 364 days was set at £50m and during the year there were no fixed term deposits placed for >364 days.

Non-treasury related Prudential Indicators are included in Appendix 1.

5. Balanced Budget

The Council complied with the Balanced Budget requirement.

6. Training

As part of the Council's continuous performance and development programmes, officers received treasury management training by attending workshops and seminars provided by CIPFA and the Council's treasury advisers Arlingclose.

Non Treasury Prudential Indicators 2012/13

1 Estimated and Actual Capital Expenditure

Prudential Indicator	2012/13	2012/13
Capital Expenditure	Estimated £m	Outturn £m
Non-HRA	87.3	43.7
HRA	17.9	5.2
Total	105.2	48.9

2 Estimated and Actual Ratio of Financing Costs to Net Revenue Stream

Prudential Indicator	2012/13	2012/13
Ratio of Financing Costs to Net Revenue Stream	Estimated %	Outturn %
Non-HRA	4.00%	3.66%
HRA	15.23%	26.08%
Total	9.07%	8.34%

3 Capital Financing Requirement

Prudential Indicator	Estimated (£m)	Outturn (£m)
CFR	31/03/12	31/03/12
Non-HRA	191.2	163.1
HRA	268.0	245.3
Total	429.7	408.4

The Council had no difficulty meeting its CFR in 2012/13. On both General Fund & Housing Revenue Account there has been significant rephasing of projects to be funded from borrowing into 2013/14, accounting for the reduction in capital expenditure & CFR for 2012/13.

4 Actual External Debt

Actual External Debt as at 31/03/2013	£m
Borrowing	346.50
Other Long-term Liabilities	2.63
Total	349.13

5 Incremental Impact of Capital Investment Decisions

Incremental Impact of Capital Investment Decisions	2012/13 (£)
Increase in Band D Council tax	9.35
Increase in average weekly housing rents	0.00

Capital investment decisions do not impact on the weekly housing rents as the Council sets its housing rents in line with the policy laid down by CLG. Any increases in borrowing costs will be contained within existing HRA budgets.

There was no increase in Hillingdon's Council Tax for 2012/13, with any additional borrowing costs being supported through savings and efficiencies.

COUNCIL BUDGET - MONTH 2 2013/14 REVENUE AND CAPITAL MONITORING

Cabinet Member	Councillor Jonathan Bianco
Cabinet Portfolio	Finance, Property and Business Services
Report Author	Paul Whaymand, Corporate Director of Finance
Papers with report	None

HEADLINE INFORMATION

Purpose of report	<p>This report provides an update to Cabinet on the Council's latest financial position and performance against the 2013/14 revenue budget and current capital programme, as forecast at the end of May 2013 (Month 2).</p> <p>An underspend of £24k is forecast against 2013/14 General Fund revenue budgets.</p> <p>The latest position on other funds and the capital programme is detailed within the body of this report.</p>
Contribution to our plans and strategies	Achieving value for money is an important element of the Council's medium term financial plan.
Financial Cost	N/A
Relevant Policy Overview Committee	Corporate Services and Partnerships
Ward(s) affected	All

RECOMMENDATIONS

That Cabinet:

1. Note the forecast management budget position for revenue and capital as at Month 2.
2. Note the treasury management update for Month 2 at Appendix E.
3. Approves funding of the following from capital contingency budget:
 - Hayes Civic Hall Car Park scheme (£53k), and
 - Libraries Refurbishment scheme (£99k).
4. Continue the delegated authority up until the 26 September 2013 Cabinet meeting to the Chief Executive to approve any consultancy and agency assignments over £50k, with final sign-off of any assignments made by the Leader of the Council. Cabinet are also asked to note those consultancy and agency assignments over £50k approved under delegated authority between the 25 April and 25 July 2013 Cabinet meetings, detailed at Appendix F.

5. Approve the allocation of £25k of High Street Innovation Fund grant to Residents Services revenue budget in 2013/14 to continue an existing project to support independent retailers up to March 2014.
6. Approve the allocation of £787k of Weekly Collection Support Scheme grant to Residents Services revenue budget in 2013/14 to introduce a food waste collection service from October 2013.
7. Note that the Council has with partners secured £450k of funding from Mayor's Air Quality Fund, and approves the Council's participation in the development of detailed proposals for the use of this funding.
8. Approve the allocation of £25k of Getting Young People Working grant to Children's & Young People Services revenue budget in 2013/14 to continue work with young unemployed people with behavioural difficulties to help them into work.
9. Approve the submission of a funding bid into the Greater London Authority Pocket Parks programme.
10. Approve the submission of a funding bid into the Sport England Community Sport Activation Fund, and delegate the final details of the bid to the Corporate Director of Residents Services to agree in consultation with the Cabinet Member for Community, Commerce and Regeneration.
11. Approve the allocation of £56k of Food Standards Agency grant to Residents Services revenue budget in 2013/14 to undertake additional sampling of imported food products.
12. Approve the allocation of £856k Adoption Reform Grant to the Children's Social Care revenue budget 2013/14 to increase the number of Looked After Children adopted. Delegate the final decision over the allocation of the £856k to the Director of Children and Young People's Services, in consultation with the Leader of the Council and the Cabinet Member for Education and Children's Services.
13. Approve the allocation of £100k of Social Housing Fraud Grant to Residents Services (HRA) revenue budget in 2013/14 to continue the existing work to reduce fraudulent use of Council Housing.
14. Note that the Council has made a bid for Department of Communities and Local Government funding to tackle use of bed and breakfast accommodation to house homeless families.
15. Ratify emergency contract and financial decisions made by the Chief Executive and Leader of the Council on 30 May 2013 in relation to the Ruislip Lido Enhancement Programme and Northwood Bowls Club refurbishment.
16. Ratify an emergency contract decision made by the Chief Executive and Leader of the Council on 2 July 2013 in relation to the refurbishment works at Harlington Library.
17. Authorise the Leader of the Council and Cabinet Member for Finance, Property and Business Services, in consultation with the relevant Corporate Director, to make all necessary decisions in respect of the utilisation of Priority Growth capital and revenue funds as required between Cabinet meetings. Such decisions to be reported to the next Cabinet meeting.
18. Agree that during the intervening period between the 2013 July and September Cabinet meetings, to delegate full authority to the Leader of the Council, in conjunction with the relevant Cabinet Member(s) and Corporate Director(s), to make any policy, contractual or financial decision that would otherwise be reserved constitutionally to the Cabinet, if a delay would prejudice Council projects or service delivery. Such decisions to be reported to the next Cabinet meeting.

INFORMATION

Reasons for Recommendations

1. The reason for the monitoring recommendation is to ensure that the Council achieves its budgetary objectives, providing Cabinet with an update on performance to date against budgets approved by Council on 14 February 2013 and management actions to deliver outturn within that approved budget.
2. The treasury management update provides an update to Cabinet on Treasury Management performance during the previous month.
3. **Recommendation 3 - Hayes Civic Hall Car Park** – contingency funding is required to fund a projected overspend of £53k due to an area of defective concrete slab which required repairing being significantly larger than originally tendered for. **Libraries refurbishment** – an additional £158k is required for asbestos work and roof repairs at Oak Farm library. The unallocated libraries refurbishment budget will fund £59k towards this, however the remaining £99k is a cost pressure which requires funding from the corporate contingency
4. **Recommendation 5** - An existing project to fund support to independent retailers to maximise the visual impact of shop frontages in three town centres, funded from the Greater London Authority Outer London Fund and from LAA Reward Grant is currently contracted up to November 2013. It is recommended to extend this contract to provide further support up to March 2014, funded from High Street Innovation Fund grant received in 2011/12.
5. **Recommendation 6** - In 2012/13 the Council has made a successful bid for DCLG funding from the Weekly Collection Support Scheme to introduce a weekly food waste collection service. The proposal is to introduce this service in October 2013.
6. **Recommendation 7** - The Council has made successful bids into the Mayor of London's Air Quality Fund for two projects promoting the use of electric vehicles and to monitor air quality along strategic transport corridors. This is followed by a more detailed proposal stage at which point the final details of the actual award will be confirmed with Transport for London, which is due to be completed in the autumn of 2013.
7. **Recommendation 8** - The Council has successfully applied for Greater London Authority Getting Young People Working grant to assist young people with behavioural difficulties not in education employment or training (NEET) to progress into further learning or apprenticeship opportunities, where these young people are outside the remit for support from existing programmes.
8. **Recommendation 9** - The Greater London Authority Pocket Parks programme will be open for bids in July 2013, and it is recommended that the Council bid for funding following up on proposed projects developed for earlier funding rounds.
9. **Recommendation 10** - It is recommended that the Council makes a grant application for £240k over three years to Sport England's Community Sport Activation Fund. If successful the grant will provide additional revenue funding that will further extend the

range of sports activities available to adult residents for the next 2 or 3 years including extending the existing Back to Sport programme.

10. **Recommendation 11**- The Council has successfully applied for funding from the Food Standards Agency to undertake additional sampling as part of the national co-ordinated risk-based food sampling programme 2013/14.
11. **Recommendation 12** - The grant will be used to reduce the delay for children waiting to be adopted by improving the number and range of adopters recruited and improve support to adopters on a ongoing basis.
12. **Recommendation 13** – The Council has made a successful bid for DCLG Social Housing Fraud grant to continue existing work and build on the results achieved so far in identifying unlawful sub-letting and recovery of Council housing for use by people with genuine housing needs.
13. **Recommendation 14** – On 28 June 2013 the Council submitted an application for £300k of funding support to support and develop innovative and sustainable solutions to the problems that are driving the use of bed and breakfast accommodation to house homeless families. The funding seeks to halt the rapid rise in the number of families in Hillingdon in bed and breakfast accommodation, and then reduce the numbers as quickly as possible.
14. **Recommendations 15 and 16** formally ratify recent emergency decisions taken as per the Constitution, due the absence of a Cabinet meeting.
15. **Recommendations 17 and 18** provide for continuity of top-level decision-making during the summer period, as required between Cabinet meetings, to make any necessary Cabinet level decisions in respect of the Council's finances, service or projects. Any decisions made under this delegation will be reported to the next Cabinet meeting.

Alternative options considered

16. There are no other options proposed for consideration.

SUMMARY

A) Revenue

17. As at Month 2, the in year revenue monitoring position shows that forecast next expenditure for the year 2013/14 is £24k less than the budget. The variance relating to Group budgets is an overspend of £2,476k which consists of an overspend in ASC of £675k, primarily relating to delays in the delivery of savings in Learning Disabilities following the Judicial Review of the closure of day centres and a pressure on Home Care services; an overspend in Residents Services of £1,032k reflecting the high demand led pressures being experienced on Housing Needs, partially offset by an underspend on Education budgets; an overspend in Childrens & Families of £998k due to an increase in the number of looked after children; and an underspend in Administration & Finance of £229k, primarily from significant salary underspends in both Groups. The overall adverse position is offset by an underspend of £2,500k in capital

financing costs, set aside for the Primary Capital Programme, which will now not be required until the next financial year.

18. Although a significant overspend on directorate operating budgets is currently forecast, all Groups are working up plans to ensure that they deliver an outturn within budget this year and do not rely on the capital financing underspend.
19. The month 2 position also assumes that the £1,000k unallocated priority growth budget and the £800k HIP budget will be fully spent by the year end. Projected balances carried forward in the month 2 report are £30,274k an improvement of £24k on the figure of £30,250k included in the February 2013 budget report to Cabinet and Council.
20. The reported position takes into account the delivery of £17,111k savings included in the 2013/14 budget of which 53% are banked or on track for delivery. There are also savings brought forward from 2012/13 to be permanently identified of £1,979k of which 54% are banked or on track for delivery.

B) Capital

21. Forecast outturn on the 2013/14 General Fund Capital is £116,988k a variance of £267k on a revised budget of £116,722k after transferring £152k from the contingency budget to the main capital programme.
22. Over the three-year period 2013 to 2016, an underspend of £4,108k is now reported on the General Fund Capital Programme made up of £4,375k relating to the corporate contingency budget offset by £267k on project overspends.
23. General Fund capital receipts to be generated for 2013/14 are projected to be £8,801k as at month 2 of which £15k has been realised year to date. This is £3,135k lower than the budget for 2013/14 but it is due to 2 receipts being delivered at the end of 2012/13 rather than early in 2013/14. An overall adverse variance of £3,667k for capital receipts is forecast over the next four years of the capital programme, 2013/14 to 2016/17.
24. A net pressure of £777k is reported on the HRA capital programme over the period of 2013 to 2016, which relates to variances on New Build projects.
25. Full details of the Capital Programme are provided in Appendix D.

FURTHER INFORMATION

A) General Fund Revenue Budget

26. As at month 2, General Fund revenue expenditure is forecasting a slight underspend of £24k. Directorate operating budgets are forecasting a £2,476k pressure which is offset by an underspend on corporate operating budgets. The budget for development and risk contingency contains an additional £489k carried forward from 2012/13 and the unallocated contingency provision should be sufficient to cover emerging in year pressures. At this stage Priority growth is forecast to be required in full. As a result balances as at 31 March 2014 are projected to be £30,274k.

Table 1: General Fund Overview

Original Budget	Budget Changes		Month 2		% Var	Variance (+ adv / - fav)		
			Revised Budget	Forecast Outturn		Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000		£'000	£'000		£'000	£'000	£'000
165,738	(156)	Directorate Operating Budgets	165,582	168,058	1%	2,476	0	2,476
20,738	156	Corporate Operating Budgets	20,894	18,394	12%	(2,500)	0	(2,500)
22,883	489	Development & Risk Contingency	23,372	23,372	0%	0	0	0
1,800	0	Priority Growth	1,800	1,800	0%	0	0	0
211,159	489	Sub-total Normal Activities	211,648	211,624	0%	(24)	0	(24)
		<u>Exceptional items:</u>						
211,159	0	Total Net Expenditure	211,648	211,135	0%	(24)	0	(24)
(211,159)	(489)	Budget Requirement	(211,648)	(211,159)		0	0	0
0	0	Net Total	0	(24)		(24)	0	(24)
(30,250)	0	Balances b/fwd 01/04/13	(30,250)	(30,250)		0	0	0
(30,250)	0	Balances c/fwd 01/14/13	(30,250)	(30,274)		(24)	0	(24)

27. At this early stage of the year there are significant pressures emerging within service budgets and an overview of these are given in the following paragraphs whilst the detailed explanations are contained within Appendix A. There are particular pressures temporary accommodation, in Looked after Children and in special educational needs, both for places and transport. Close scrutiny of all these issues is being undertaken to analyse possible links with welfare reforms, as well as work on mitigating strategies.

Directorate Operating Budgets (£2,476k pressure)

28. Table 2 below provides an overview of forecast outturn on directorate operating budgets, excluding those items managed through contingency. Further detail on group positions is set out in Appendix A to this report.

Table 2: Directorate Operating Budgets

Original Budget	Budget Changes	Directorate		Month 2		% Var	Variance (+ adv / - fav)		
				Revised Budget	Forecast Outturn		Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000			£'000	£'000		£'000	£'000	£'000
197,598	265	Admin. & Finance	Expenditure	197,863	197,622	0%	(241)	0	(241)
(174,923)	(275)		Income	(175,198)	(175,186)	0%	12	0	12
22,675	(10)		Sub-Total	22,665	22,436	-1%	(229)	0	(229)
136,323	145	Residents Services	Expenditure	136,468	139,686	2%	3,218	0	3,218
(71,997)	(237)		Income	(72,234)	(74,420)	3%	(2,186)	0	(2,186)
64,326	(92)		Sub-Total	64,234	65,266	2%	1,032	0	1,032
31,099	0	Children's Social Care	Expenditure	31,099	32,677	5%	1,578	0	1,578
(7,855)	0		Income	(7,855)	(8,435)	7%	(580)	0	(580)
23,244	0		Sub-Total	23,244	24,242	4%	998	0	998
72,393	(54)	Adult Social Care	Expenditure	72,339	73,932	2%	1,593	0	1,593
(16,900)	0		Income	(16,900)	(17,818)	5%	(918)	0	(918)
55,493	(54)		Sub-Total	55,439	56,114	1%	675	0	675
165,738	(156)	Total Directorate Operating Budgets		165,582	168,058	1%	2,476	0	2,476

29. An underspend of £229k is forecast on Administration and Finance primarily due to significant salary underspends as a result of vacant posts in both Groups following restructures in several services.

30. A pressure of £1,032k is forecast for Residents Services, primarily as a result of exceptional demand-led pressures being experienced at present on Housing Needs. In addition, demographic pressures on special needs transports budgets are impacting on the corporate contingency budgets and special needs placements are impacting on the schools budget.

31. A pressure of £998k is forecast in Children Social Care Service is primarily due to an increase in demand for Looked after Children placements above the numbers forecast for the approved budget 2013/14.

32. A pressure of £675k in Adults Social Care Services primarily results the delays in implementation of the Day Centre reconfiguration as a result of the Judicial Review and from an increase in demand on Learning Disability services.

Progress on Savings

33. An update on the 2013/14 savings programme is set out in table 3 below. In cases where slippage is reported in delivery of savings, the impact upon directorate budgets has been included in the forecast outturn position in table 2.

Table 3: Month 2 RAG Status for 2013/14 Savings

	Admin. & Finance £'000	Residents Services £'000	Children & Families £'000	Social Care £'000	Cross Cutting £'000	Total 2013/14 Savings	
						£'000	%
Banked	(953)	(3,475)	(293)	(1,179)	0	(5,900)	35%
On track for delivery	(98)	(2,118)	(255)	(673)	0	(3,144)	18%
Potential significant savings shortfall or a significant or risky project which is at an early stage;	0	(509)	(1,396)	(3,162)	(3,000)	(8,067)	47%
Serious problems in the delivery of the saving	0	0	0	0	0	0	0%
Total 2013/14 Savings	(1,051)	(6,102)	(1,944)	(5,014)	(3,000)	(17,111)	100%

34. As at month 2, 53% of the savings are classified as either banked or on track for delivery. There are no savings classified as red, but there are 47% classified as amber highlighting the large programme of more complex savings currently being implemented. A large proportion of these amber savings is expected to ultimately be delivered, but will require a close focus throughout the year. The £3,000k cross cutting Social care BID savings will be split into respective Groups once the restructures from the pathway projects are finalised and the technical admin review which has been extended to cover a wider range of services is fully scoped and costed. £1,500k of the £3,000k cross cutting BID saving target is covered by contingency provision.

35. As part of the 2013/14 monitoring we are also tracking progress on the delivery of the £2m savings from 2012/13 that, although covered by alternative savings during 2012/13, did not have permanent budget solutions in place for delivery in the current financial year. At this stage of the year, 54% of those savings have now been classed as banked or on track for delivery whilst of the remaining 46%, 33% are classified as amber. The red saving in Residents services relates to the proposed saving in Housing from the move of the area office staff into the Civic centre. Further work on recharges to the HRA is being undertaken to see if there is capacity to deliver this remaining savings target through other routes.

Table 4: Month 2 RAG Status for b/fwd 2012/13 Savings

	Admin. & Finance £'000	Residents Services £'000	Children & Families £'000	Social Care £'000	Total B/fwd Savings	
					£'000	%
Banked	(145)	(77)	0	0	(222)	11%
On track for delivery	(90)	(50)	0	(706)	(846)	43%
Potential significant savings shortfall or a significant or risky project which is at an early stage;	(65)	(30)	(255)	(311)	(661)	33%
Serious problems in the delivery of the saving	0	(250)	0		(250)	13%
Total B/fwd Savings	(300)	(407)	(255)	(1,017)	(1,979)	100%

Corporate Operating Budgets (£2,500k underspend)

36. Table 5 below provides an overview of forecast outturn on corporately managed budgets as at Month 2. These budgets include the externally set levies and central government grants, over which the Council has limited control.

Table 5: Corporate Operating Budgets

Original Budget	Budget Changes		Month 2		% Var	Variance (+ adv / - fav)		
			Revised Budget	Forecast Outturn		Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000		£'000	£'000		£'000	£'000	£'000
11,456	0	Interest & Investment Income	11,456	9,456	-22%	(2,500)		(2,500)
9,282	156	Levies & Other Corporate Budgets	9,438	9,438	0%	0		0
20,738	156	Total Corporate Operating Budgets	20,894	18,894	-12%	(2,500)	0	(2,500)

37. An underspend of £2,500k on financing costs has been forecast due to the deferral of borrowing on the primary School Expansion Programme for 2013/14. However this sum is expected to be required in 2014/15 as the Council continues to provide additional school places within the borough.

38. There are no reported variances on levies or other budgets at this stage.

Development & Risk Contingency

39. The Council has set aside £23,372k to manage volatile and uncertain budgets within the Development & Risk Contingency, which included £21,883k for specific risks and £1,489k as General Contingency. £489k was carried forward from an underspend on unallocated contingency in 2012/13. Table 6 below sets out the latest forecast call on these contingency budgets, with further detailed provided at a directorate level in Appendix A to this report. At this stage it is expected that all increases to specific contingency provisions will be contained with the unallocated contingency provision.

Table 6: Development and Risk Contingency

Original Budget	Budget Changes	Current Commitments		Revised Budget	Forecast as Needed	Variance (+ adv / - fav)		
						Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000			£'000	£'000	£'000	£'000	£'000
1,000	489	Corporate	General Contingency	1,489	875	(614)	0	(614)
500	0		BID Pump Priming Fund	500	500	0	0	0
660	0		Pensions Auto-enrolment	660	660	0	0	0
400	0	A&F	Uninsured Claims	400	400	0	0	0
402	0	Residents Services	Carbon Reduction Commitment	402	365	(37)	0	(37)
217	0		Outsourced Leisure Income Streams	217	386	169	0	169
200	0		HS2 Challenge	200	200	0	0	0
200	0		Heathrow Expansion Challenge	200	200	0	0	0
737	0		Impact of Welfare Reform on Homelessness	737	737	0	0	0
30	0		Hillingdon Local Plan	30	30	0	0	0
760	0		SEN Transport	760	1,338	578	0	578
2,010	0		Waste Disposal Levy	2,010	2,409	399	0	399
1,995	0	CSC	Reduction in UKBA Asylum Funding	1,995	1,500	(495)	0	(495)
781	0		Looked After Children (Demographic)	781	781	0	0	0
3,814	0	Adult Social Care	Transitional Children (Demographic)	3,814	3,814	0	0	0
1,500	0		BID Staffing Structure Review	1,500	1,500	0	0	0
3,997	0		Older People's Services (Demographic)	3,997	4,492	495	0	495
1,226	0		Physical Disability (Demographic)	1,226	1,059	(167)	0	(167)
896	0		Learning Disability Service (Demographic)	896	692	(204)	0	(204)
1,558	0		Mental Health Service (Demographic)	1,558	1,434	(124)	0	(124)
22,883	489	Total Development & Risk Contingency		23,372	23,372	0	0	0

40. A number of adverse movements have been forecast on the Development and Risk contingency for 2013/14. The major movements include the council's share of the increase in the fixed cost levy from West London Waste Authority due to the correction of a base budget adjustment; a significant pressure on SEN transport; also continuing pressure on income from outsourced leisure services; and forecast pressures in Older

People placements. The overall pressure is partially mitigated by reduced pressures for other Social Care clients and in relation to Asylum funding.

Priority Growth

41. The 2013/14 General Fund Revenue Budget approved by Council on 14 February 2013 set aside £1,000k within the unallocated Priority Growth budget, in addition to £800k in the HIP Initiatives budget. Table 6 summarises the position with regard to each of these elements.

Table 6: Priority Growth

	Budget £'000	Approved Allocations £'000	Unallocated Growth £'000
<u>HIP Initiatives Budget:</u>			
Original Budget	800	297	503
Sub-Total HIP Initiatives Budget	800	297	503
<u>Non-Specific Priority Growth</u>			
Original Budget	1,000		1,000
Sub-Total Non-Specific Priority Growth Budget	1,000	0	1,000
Total Priority Growth	1,800	297	1,503

42. As at Month 2 HIP steering group has approved £297k from the HIP initiatives budget leaving £503k to fund further initiatives in the current year. In addition no allocations have been made from Priority Growth. The General Fund forecast assumes the remaining unallocated budgets for both HIP initiatives and Priority Growth will be committed in full.

Schools Budget, Parking Revenue Account and Collection Fund

43. Details of the Schools Budget and the Parking Revenue Account have now been included in the monitoring report and while these budgets do not directly impact on the General Fund this will enable any interaction with the General Fund to be noted. At month 2, the Schools Budget is forecasting an overspend of £294k primarily due to an increase in demand for SEN placements. The Parking Revenue Account is forecasting an in-year deficit from a forecast shortfall in income. Details of these funds are explained in Appendix B.

44. In addition, information on the Collection Fund is now being included in this report as with the changes to local government funding and the retention of business rates, the implications on the Council's finances are significant. The latest Collection Fund position is forecasting the release of £2,895k into the general Fund in 2014/15, arising from a forecast in year surplus and from a carried forward surplus from 2012/13 due to a reduction in the bad debt provision. Details of the Collection Fund are contained within Appendix B.

Housing Revenue Account Budget

45. The Housing Revenue Account (HRA) is currently forecasting an underspend of £542k. Whilst there is a forecast slight pressure income, this is offset by underspends on staffing and on overheads. Further details are explained in Appendix C.

Appendix A – Detailed Group Forecasts (General Fund)

ADMINISTRATION & FINANCE (£229k underspend)

1. The combined position for the Administration and Finance Groups at month 2 is an underspend of £229k. Underspends as a result of vacant posts have been netted down by the cost of agency staff, employed to ensure the smooth implementation of current restructures and also cover the potential pressure on income from schools for the purchase of training.

Table 1: Administration & Finance Summary

Original Budget	Budget Changes			Month 2		% Var	Variance (+ adv / - fav)		
				Revised Budget	Forecast Outturn		Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000			£'000	£'000		£'000	£'000	£'000
8,749	42	Admin. Directorate	Salaries	8,791	8,703	-1%	(88)	0	(88)
5,052	0		Non-Sal Exp	5,052	4,990	-1%	(62)	0	(62)
(2,744)	0		Income	(2,744)	(2,734)	0%	10	0	10
11,057	42		Sub-Total	11,099	10,959	-1%	(140)	0	(140)
11,558	350	Finance Directorate	Salaries	11,908	11,822	-1%	(86)	0	(86)
172,239	(127)		Non-Sal Exp	172,112	172,107	0%	(5)	0	(5)
(172,179)	(275)		Income	(172,454)	(172,452)	0%	2	0	2
11,618	(52)		Sub-Total	11,566	11,477	-1%	(89)	0	(89)
20,307	392		Salaries	20,699	20,525	-1%	(174)	0	(174)
177,291	(127)		Non-Sal Exp	177,164	177,097	0%	(67)	0	(67)
(174,923)	(275)		Income	(175,198)	(175,186)	0%	12	0	12
22,675	(10)		Total	22,665	22,436	-1%	(229)	0	(229)

2. As a result of part year vacant posts across the Administration Group, particularly in Performance, Occupational Health and Legal Services teams, not providing cover for maternity leave and employees in full time posts returning to work part time after maternity leave, there are significant salaries underspends in Administration in Month 2
3. Through price negotiations, a reduction of £17k in the contract spend for Hillingdon People has been secured, without affecting the service provision. Additionally, post entry training qualifications coming to an end this summer and reviews of subscriptions and ICT spend within service areas have contributed £25k towards the projected underspend on Non salaries expenditure within the Group.
4. As a result of high demand and more efficient operation with regard to appointment scheduling, income within the Registration of Births, Deaths and Marriages is projected to overachieve by £20k this year. This includes delivering an increased target as a result of an MTFF 13/14 proposal for £30k, which has now been affected in budgets. Conversely, a £32k pressure is projected on schools income for training services provided by Human Resources as a result of lower take up of both SLA and 'pay as you go' services.

Table 2: Administration Operating Budgets

Original Budget	Budget Changes	Service		Month 2		% Var	Variance (+ adv / - fav)		
				Revised Budget	Forecast Outturn		Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
				£'000	£'000		£'000	£'000	£'000
442	2	Directorate	Salaries	444	432	-3%	(12)		(12)
6	0		Non-Sal Exp	6	6	0%	0		0
(56)	0		Income	(56)	(56)	0%	0		0
392	2		Sub-Total	394	382	-3%	(12)	0	(12)
676	4	Corporate Comms	Salaries	680	735	8%	55		55
187	0		Non-Sal Exp	187	169	(10%)	(18)		(18)
(103)	0		Income	(103)	(103)	0%	0		0
760	4		Sub-Total	764	801	5%	37	0	37
1,425	7	Democr. Services	Salaries	1,432	1,469	3%	37		37
1,895	0		Non-Sal Exp	1,895	1,885	-1%	(10)		(10)
(849)	0		Income	(849)	(869)	2%	(20)		(20)
2,471	7		Sub-Total	2,478	2,485	0%	7	0	7
2,347	12	Human Resources	Salaries	2,359	2,341	-1%	(18)		(18)
467	0		Non-Sal Exp	467	455	-3%	(12)		(12)
(591)	0		Income	(591)	(561)	-5%	30		30
2,223	12		Sub-Total	2,235	2,235	0%	0	0	0
1,924	8	Legal Services	Salaries	1,932	1,885	-2%	(47)		(47)
98	0		Non-Sal Exp	98	99	1%	1		1
(575)	0		Income	(575)	(575)	0%	0		0
1,447	8		Sub-Total	1,455	1,409	-3%	(46)	0	(46)
1,935	9	Policy & Perf.	Salaries	1,944	1,841	-5%	(103)		(103)
2,399	0		Non-Sal Exp	2,399	2,376	-1%	(23)		(23)
(570)	0		Income	(570)	(570)	0%	0		0
3,764	9		Sub-Total	3,773	3,647	-3%	(126)	0	(126)
8,749	42	Admin. Directorate	Salaries	8,791	8,703	-1%	(88)	0	(88)
5,052	0		Non-Sal Exp	5,052	4,990	-1%	(62)	0	(62)
(2,744)	0		Income	(2,744)	(2,734)	0%	10	0	10
11,057	42		Total	11,099	10,959	-1%	(140)	0	(140)

5. Within the Finance Directorate, vacant posts as a result of ongoing restructures within have added to the salaries underspend in month 2. Recruitment is underway in Procurement & Commissioning with posts expected to be filled by September. To effect a smooth transition and to embed the Category Management approach, agency staff have been employed while the implementation of the new structure is ongoing.
6. In April 2013 Council Tax Benefit was abolished and replaced with a local Council Tax Reduction Scheme and administration funding for the scheme was reduced. Workload increased as a result of the changes and from having numerous vacant posts and so the contract with Liberata to use their capacity grid to deal with queries received has been extended.
7. The funding for discretionary housing payments (DHP) increased this year to £1,245k. Whilst claims for DHP have risen significantly, payments made this year have followed the strict criteria put in place and are less that would be expected at this point in the

year. However, it is likely that forthcoming Benefit Cap introduction will affect around 600 households in Hillingdon and so the demand on DHP is likely to increase.

Table 3: Finance Operating Budgets

Original Budget	Budget Changes	Service		Month 2		% Var	Variance (+ adv / - fav)		
				Revised Budget	Forecast Outturn		Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000			£'000	£'000		£'000	£'000	£'000
547	3	Internal Audit	Salaries	550	552	0%	2		2
50	0		Non-Sal Exp	50	53	6%	3		3
0	0		Income	0	0	0	0		0
597	3		Sub-Total	600	605	1%	5	0	5
3,549	8	Operational Finance	Salaries	3,557	3,580	1%	23		23
688	98		Non-Sal Exp	786	766	-3%	(20)		(20)
(984)	0		Income	(984)	(963)	-2%	21		21
3,253	106		Sub-Total	3,359	3,383	1%	24	0	24
2,115	360	Procurement	Salaries	2,475	2,467	0%	(8)		(8)
188	0		Non-Sal Exp	188	188	0%	0		0
(344)	(275)		Income	(619)	(618)	0%	1		1
1,959	85		Sub-Total	2,044	2,037	0%	(7)	0	(7)
4,350	(79)	Revenues & Benefits	Salaries	4,271	4,195	-2%	(76)		(76)
170,659	(225)		Non-Sal Exp	170,434	170,428	0%	(6)		(6)
(170,727)	0		Income	(170,727)	(170,726)	0%	1		1
4,282	(304)		Sub-Total	3,978	3,897	-2%	(81)	0	(81)
997	58	Strategic Finance	Salaries	1,055	1,028	-3%	(27)		(27)
654	0		Non-Sal Exp	654	672	3%	18		18
(124)	0		Income	(124)	(145)	17%	(21)		(21)
1,527	58		Sub-Total	1,585	1,555	-2%	(30)	0	(30)
11,558	350	Finance Directorate	Salaries	11,908	11,822	-1%	(86)	0	(86)
172,239	(127)		Non-Sal Exp	172,112	172,107	0%	(5)	0	(5)
(172,179)	(275)		Income	(172,454)	(172,452)	0%	2	0	2
11,618	(52)		Total	11,566	11,477	-1%	(89)	0	(89)

RESIDENTS SERVICES (£1,032k pressure)

8. Residents Services has a projected outturn position of an £1,032k overspend, excluding pressure areas that have identified contingency provisions. This reflects the exceptional demand-led pressures being experienced at present on housing needs, demographic pressures on special needs transport budgets impacting on the corporate contingency and special needs placements impacting on the schools budget.

Table 1: Residents Services Operating Budgets

Original Budget	Budget Changes	Service		Month 2		% Var	Variance (+ adv / - fav)		
				Revised Budget	Forecast Outturn		Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000			£'000	£'000		£'000	£'000	£'000
1,381	0	Corporate Property & Construction	Salaries	1,381	1,381	0%	0		0
838	288		Non-Sal Exp	1,126	1,126	0%	0		0
(2,142)	(302)		Income	(2,444)	(2,444)	0%	0		0
77	(14)		Sub-Total	63	63	0%	0	0	0
9,849	(81)	Education (GF)	Salaries	9,768	9,248	-5%	(520)		(520)
12,133	32		Non-Sal Exp	12,165	11,755	-3%	(410)		(410)
(10,421)	65		Income	(10,356)	(10,386)	0%	(30)		(30)
11,561	16		Sub-Total	11,577	10,617	-8%	(960)	0	(960)
3,852	(93)	Housing (GF)	Salaries	3,759	3,820	2%	61		61
11,098	0		Non-Sal Exp	11,098	14,976	35%	3,878		3,878
(11,123)	0		Income	(11,123)	(13,177)	18%	(2,054)		(2,054)
3,827	(93)		Sub-Total	3,734	5,619	50%	1,885	0	1,885
13,294	5	ICT Highways & Bus. Serv.	Salaries	13,299	13,299	0%	0		0
25,058	(468)		Non-Sal Exp	24,590	24,790	1%	200		200
(12,031)	0		Income	(12,031)	(12,231)	2%	(200)		(200)
26,321	(463)		Sub-Total	25,858	25,858	0%	0	0	0
4,026	0	Planning Sport & Green Spaces	Salaries	4,026	4,019	0%	(7)		(7)
4,541	(33)		Non-Sal Exp	4,508	4,508	0%	0		0
(4,733)	0		Income	(4,733)	(4,728)	0%	5		5
3,834	(33)		Sub-Total	3,801	3,799	0%	(2)	0	(2)
17,662	(5)	Public Safety & Environment	Salaries	17,657	17,537	-1%	(120)		(120)
14,755	500		Non-Sal Exp	15,255	15,412	1%	157		157
(10,020)	16		Income	(10,004)	(9,899)	-1%	105		105
22,397	511		Sub-Total	22,908	23,050	1%	142	0	142
1,544	0	TPP&CE	Salaries	1,544	1,523	-1%	(21)		(21)
1,011	0		Non-Sal Exp	1,011	1,011	0%	0		0
(6,246)	(16)		Income	(6,262)	(6,274)	0%	(12)		(12)
(3,691)	(16)		Sub-Total	(3,707)	(3,740)	1%	(33)	0	(33)
439	0	Public Health	Salaries	439	325	(26%)	(114)		(114)
14,842	0		Non-Sal Exp	14,842	14,956	1%	114		114
(15,281)	0		Income	(15,281)	(15,281)	0%	0		0
0	0		Sub-Total	0	0	0	0	0	0
52,047	(174)	Residents Services	Salaries	51,873	51,152	-1%	(607)	0	(607)
84,276	319		Non-Sal Exp	84,595	88,534	5%	3,825	0	3,825
(71,997)	(237)		Income	(72,234)	(74,420)	3%	(2,186)	0	(2,186)
64,326	(92)		Total	64,234	65,266	2%	1,032	0	1,032

9. The Council's 2013/14 contingency budget contains provision for areas of expenditure or income within Residents Services for which there is a greater degree of uncertainty. The position against these contingency items is shown in Table 2 below.

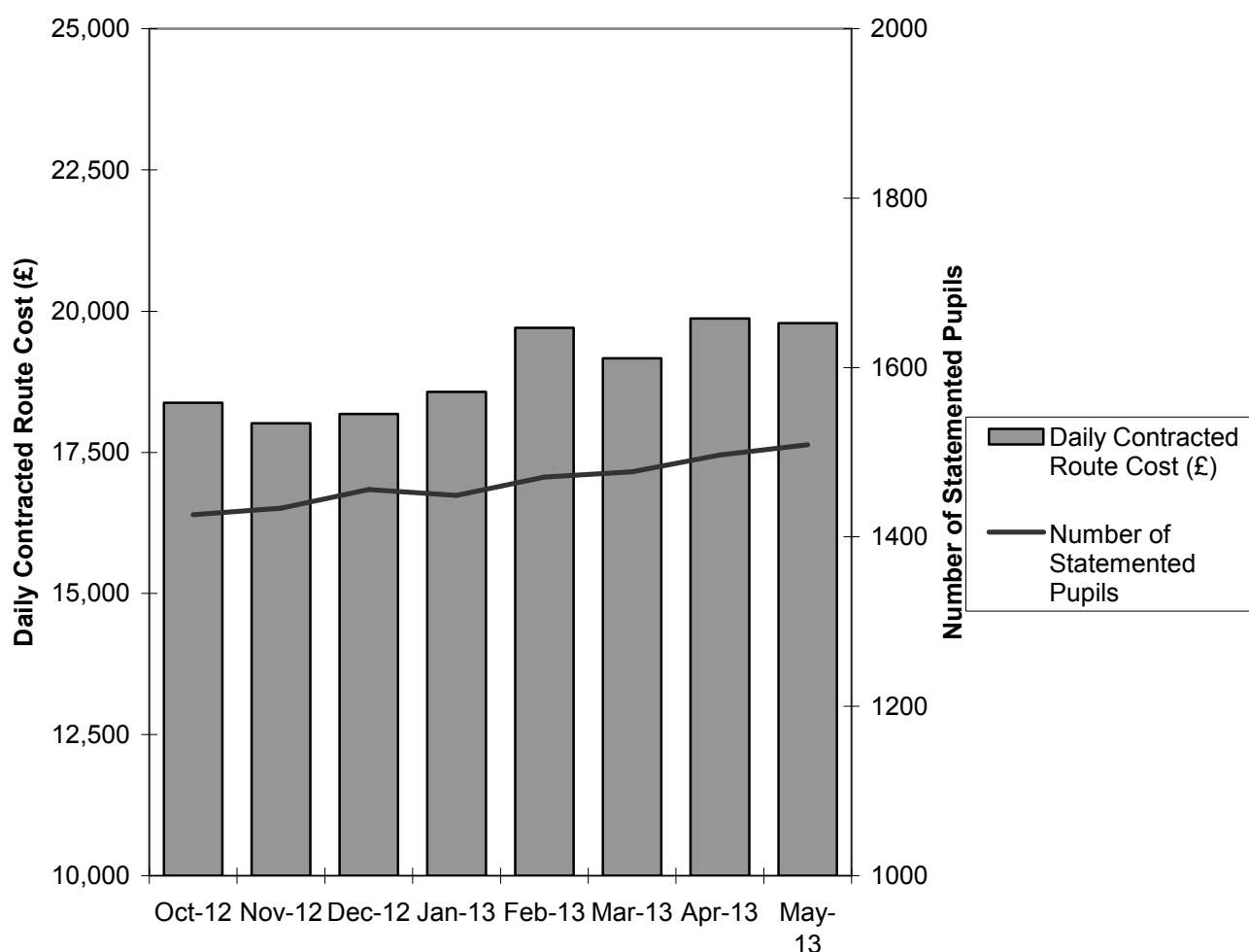
Table 2: Residents Services Contingency Items

Original Budget	Budget Changes	Current Commitments	Revised Budget	Forecast as Needed	Variance (+ adv / - fav)
£'000	£'000	£'000	£'000	£'000	Variance (As at Month 2) £'000
2,010	0	Waste Disposal Levy (Demand-led Tonnage Increases)	2,010	2,409	(399)
760	0	SEN Transport	760	1,338	578
737	0	Impact of Welfare Reform on Homelessness	737	737	0
402	0	Carbon Reduction Commitment	402	365	(37)
217	0	Outsourced Leisure Income Streams	217	386	169
200	0	HS2 Challenge Contingency	200	200	0
200	0	Heathrow Expansion Challenge Contingency	200	200	0
30	0	Hillingdon Local Plan	30	30	0
4,556	0		4,556	5,665	1,109

10. The contingency allocation reflects the budgeted projection set by the West London Waste Authority (WLWA) for the impact of the 'Pay as You Throw' (PAYT) scheme. After two months the increase in tonnages is lower than assumed when the levy was set, producing a forecast underspend against the full contingency of £56k. In addition, Hillingdon's share of the portion of the increase in the Fixed Cost Levy from WLWA due to a correcting base budget adjustment by WLWA of £2.6 million is £455k.
11. Special Educational Needs (SEN) Transport is an area that has seen significant pressure in the last financial year. The forecast pressure on this budget is now £1,338k, which exceeds the budgeted contingency allocation of £760k by £578k. The overall pressure mainly reflects the increased costs of delivering home to school transport for out-of-borough placements and children with more complex needs. There has been a net increase in contracted routes operated of 15 routes (7% increase) compared to April 2012. However, the cost of delivering the current route requirements increased by over 20% since the beginning of the autumn term. This reflects the increased need to provide transport on 19 new routes to out-of-borough placements requiring greater distances travelled, as well as an increased number of children requiring individual transport due to more complex needs, that could not appropriately be provided on existing routes.
12. The pressure beyond the budgeted contingency allocation of £578k reflects that mitigating actions through policy changes and controls that in the budget were assumed to reduce overall costs by £250k are serving mainly to slow the overall rate of growth in the demographic pressure. There are also additional costs that reflect the transport needs of statemented children that commenced between budget setting and the start of the

financial year with a full year effect of £354k. This is offset by a one-off underspend on inter-authority recoupment of £26k due to lower than average recoupment activity.

13. Chart 1 below illustrates the recent trends in SEN transport contracted route costs compared to the overall numbers of statemented pupils that Hillingdon supports. The increase in the number of statemented pupils is also impacting on the Schools Budget in Appendix B where an overspend of £871k is forecast on independent special needs school placements.



14. The contingency to cover the impact of changes in Housing Benefit on temporary accommodation is forecast to be required in full. This contingency relates to the impact of the migration of temporary accommodation leases to rates linked to the Local Housing Allowance, and is not directly linked to the increase in demands on the Housing Needs service that is also leading to pressures in the current year.
15. The Carbon Reduction Commitment contingency is for the estimated costs for the requirement to purchase allowances for each tonne of carbon produced by the Council. The requirement to purchase allowances under the Carbon Reduction Commitment energy efficiency scheme for 2012/13 was reported to Cabinet in June 2013. An underspend against the contingency of £37k is expected due to the exemption for unmetered supplies continuing in 2013/14. The contingency requirement also includes the £250k budget for allowances for schools that has been provided for in the schools budget.

16. There was an outturn deficit on the in-house management of golf courses in 2012/13 of £459k. As the service is entering its second full season there is an improvement in this position. Membership charges were reduced and membership income is reduced by £40k compared to last year. However, pay and play and associated income is showing a forecast improvement of £143k compared to last year. Staffing costs are £50k higher than last year due to the impact of recruitment activity, offset by the falling out of one-off costs for course improvements and consultancy last year of £120k. Hence the overall pressure is forecast at £286k, an improvement of £173k compared to last year's outturn.
17. There is a pressure of £100k due to the loss of rental income from the Minet gym. The current operator has exercised their break clause with effect from August, and a procurement exercise has been undertaken to identify an alternative operator, however it is unlikely that the current income stream will be replaced.
18. The HS2 and Heathrow expansion challenge contingencies provide resources to enable the Council to respond flexibly and effectively to the continuing threat that these infrastructure projects pose to residents, and it is expected that they will be fully utilised.
19. The examination in public of Part 2 of the Hillingdon Local Plan is on track to take place in spring 2014, and it is therefore expected that this contingency will be fully utilised.

Corporate Property & Construction (nil variance)

20. The service is managing financial risks around the achievement of capital receipts and the delivery of the capital programme, particularly the Primary School Capital Programme and it is currently forecast that these risks can be contained within budgets.

Education (£960k underspend)

21. The education service has savings items totalling £1,369k included in the 2013/14 budget, including savings from the children's pathway project, and the further management restructure of the service which has yet to reach the implementation stage.
22. The service continues to experience high staff turnover and vacancies resulting in forecast staffing underspends in the youth service (£170k), the school improvement service (£175k), education welfare (£40k), parent support (£30k), educational psychology (£70k) and the early years' team (£35k). Many of these posts have been held vacant pending the full implementation of the children's pathway.
23. There is a forecast underspend of £260k on Children's Centres due to the combined impact a more corporate approach to commissioning services from the centres, and continued underspends on running costs identified in the previous financial year; a forecast underspend of £150k on training for early years providers, continuing the position identified last year; and an over-achievement of £30k on income due to additional buy back from schools.

Housing (£1,885k pressure)

24. During this financial year, the Housing Needs budget is under considerable pressure as a result of the supply of Private Sector Leasing (PSL) and other private rented sector accommodation being taken by either private tenants or other local authorities. Consequently, the Council has had to put people in much more expensive bed and

breakfast (B&B) accommodation. As a result the Housing Needs budget is projecting an overspend of £1,635k.

25. Bed and Breakfast accounts for the vast majority of this overspend, showing a forecast overspend of £1,180k. In addition, increased incentive payments to procure prevention properties accounts for £420k of the overall pressure. The B&B pressure is due to the number of households reaching 194 at the end of May, compared with 61 at the end of December 2012 and 102 at the end of March 2013. The Month 2 figure of 194 has more than trebled since December and continued the sharp increase since the end of March increasing by 92 households. In addition, the average net cost for the Council for the B&B accommodation has also increased - the full year average cost of £4,300 in 2012/13 rising to a current level of £5,800.
26. The Month 2 projection assumes the B&B numbers will only increase to 240 by the end of the year. This is based on 200 additional properties being available from initiatives to contain the pressure such as making use of other Council accommodation and making use of partnership funding for procuring properties. If these and other similar initiatives fail to deliver the properties then there is a risk that the pressure will rise to over £3 million. There is also likely to be some pressure from welfare reforms and specifically from the Benefit Cap. However, this will depend on whether the Cap is implemented at the planned date of August 2012 or is delayed. Mitigation measures to reduce the impact include the use of Discretionary Housing Payments (DHP), helping people into work, and as a last resort, out-of-borough procurement. In addition any additional new build properties will help to free up larger Council housing properties to alleviate the impact of the Cap for a small number of families who might not be able to cover rents from Housing Benefit income if they have to pay the higher levels of private sector rents.
27. There is also a pressure of £250k due to the shortfall in savings from targeted recharges to the HRA arising from returning staff in outlying offices to the Civic Centre, which is shown as 'red – shortfall' in the savings tracker. Further work is continuing to identify mitigating opportunities within the overall impact of recharges to the HRA across Residents Services.

ICT Highways & Business Services (nil variance)

28. There is a forecast pressure of £280k on maintenance budgets for day to day repairs for both the Civic Centre and outstations around the borough, reflecting a continuation of last year's outturn position.
29. The fleet management service has been in a transitional position as the vehicle replacement programme takes effect, and the benefits of this programme are now feeding through. A net underspend of £40k is now reported, as the service is actively managing down maintenance costs as older vehicles are replaced, producing an underspend of £185k. However in this interim period there are remain pressures on contract hire and leases of £145k due to short-term arrangements being put in place while replacement vehicles are procured. The service is also closely monitoring insurance claims, where there is a greater risk around accidental damage under self-insurance arrangements.
30. There is also an underspend of £40k on Ordnance Survey mapping charges which are being covered again this financial year directly by the Government.

31. Income from the London Common Permit Scheme is forecast to exceed the target set by £200k. The outturn variance for 2012/13 was £369k, however a cautious approach has been taken as there is no guarantee that this income stream will be sustained at the current level throughout the year.

Planning Sport & Green Spaces (£2k underspend)

32. The forecast pressure on building control is £90k, driven by the budgeted over-recovery of fee income compared to the costs of processing building control applications under the cost recovery model, which is ringfenced to the service.
33. The management agreement with the operator of the Hillingdon Sports & Leisure Centre has now been completed, releasing an ongoing annual contribution for contract monitoring of £30k which is additional income to the service, of which £20k can be released the current year.
34. There is additional income of £55k due to the impact of the rent escalator for Stockley Park golf course, £10k from other leisure rents, and a minor staffing underspend of £7k due to a vacant post in the Events team.

Public Health (nil variance)

35. The responsibility for Public Health was transferred into Residents Services in May 2013, and since then an exercise has been undertaken linked to a BID project to review all of the budget assumptions underpinning the allocation of the ringfenced Public Health grant. This is reported in detail in a separate report on this agenda. Within this there are two vacant posts in the Specialist Health Promotion, producing the staffing underspend of £114k, and increasing the grant available for allocation by the same amount.

Public Safety & Environment (£142k pressure)

36. There is a projected shortfall of £150k on off-street parking income, which is attributable to Cedars and Grainges multi-storey car parks in Uxbridge town centre, reflecting the continuation of pressures reported last financial year.
37. There is a forecast pressure of £180k on the imported food service. Income targets for this service are on track to be delivered, mainly due to continued strong imports of seasonal fruit and vegetables, however the costs of testing these products has increased significantly due to changes in the sampling requirements specified by the European Union for these products. This position assumes there are no further changes to the list of 'high risk' products and their sampling frequencies, which are re-issued quarterly, over the remainder of the financial year.
38. There is a forecast staffing underspend of £120k in Technical Administration and Business Support, due to the impact of vacant posts that have been held open during the restructuring process for this service. This service area is also delivering a savings target of £169k included in the 2013/14 budget.
39. Waste Services is currently forecast at a £68k underspend. This is due to a forecast underspend on graffiti removal of £23k and additional recycling income of £45k.

Transportation Planning Policy & Community Engagement (£33k underspend)

40. The forecast underspend results from the impact of a vacant post within the planning policy team (£21k), and the final allocation of the New Homes Bonus adjustment grant for 2013/14 being £12k greater than assumed at the time of budget setting.

CHILDREN SOCIAL CARE SERVICES (£998k pressure)

41. The month 2 revenue budget forecast for 2013/14 shows an adverse movement of £998k against budget as shown in the table 1 below. The adverse movement from budget is primarily due to an increase in Looked after Children higher than originally forecast in the budget for 2013/14.

Table 1: Children Social Care Operating Budget

Original Budget	Budget Changes	Service		Month 2		% Var	Variance (+ adv / - fav)		
				Revised Budget	Forecast Outturn		Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000			£'000	£'000		£'000	£'000	£'000
13,067	0	Children & Families	Salaries	13,067	13,317	2%	250		250
12,822	0		Non-Sal Exp	12,822	13,771	7%	949		949
(2,645)	0		Income	(2,645)	(2,846)	8%	(201)		(201)
23,244	0		Sub-Total	23,244	24,242	4%	998	0	998
2,768	0	Asylum	Salaries	2,768	3,094	12%	326		326
2,442	0		Non-Sal Exp	2,442	2,495	2%	53		53
(5,210)	0		Income	(5,210)	(5,589)	7%	(379)		(379)
0	0		Sub-Total	0	0	0	0	0	0
15,835	0	Children's Social Care	Salaries	15,835	16,411	4%	576	0	576
15,264	0		Non-Sal Exp	15,264	16,266	7%	1,002	0	1,002
(7,855)	0		Income	(7,855)	(8,435)	7%	(580)	0	(580)
23,244	0		Total	23,244	24,242	4%	998	0	998

42. The Children services forecast assumes the full use of the £781k contingency available to the service but for Asylum services the position is more favourable and a reduced use of contingency is now forecast, see table 2 below.

Table 2: Children Social Care Development and Risk Contingency

Original Budget	Budget Changes	Current Commitments	Revised Budget	Forecast as Needed	Variance (+ adv / - fav)		
					Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
781	0	Social Care Pressures	781	781	0	0	0
1,995	0	Asylum Funding shortfall	1,995	1,500	(495)	0	495
2,776	0		2,776	2,281	(495)	0	495

Children and Families Service: £998k adverse

43. Budget forecast at month 2 indicates a pressure of £950k in looked after children due to an additional 18 FTE placements in excess of the forecast built into the 2013/14 budget for 2013/14. This cost pressure for the Children and Families service is mainly driven by the number of Looked after Children (LAC) which is at risk of increasing due to an increase in children moving into the Borough. To minimise any potential impact of these increased numbers management are addressing preventative measures to mitigate

against a like for like increase. For example the estimated average cost of a LAC is some £50k over the course of their 'stay'.

44. A recent report produced by the London Councils Safeguarding Board on the numbers of LAC in inner London Boroughs showed a significant reduction against an increase nationally and more importantly against outer London boroughs. It maybe that inner London are more effective with their prevention services but one could also take the view it because there is a movement of families away from inner London effected by welfare capping. It is too early to be confident about the impact of these changes for Hillingdon but increasing pressure from numbers of intentionally homeless families with no access to public funds is likely to continue to place significant demands on the resources of Children Services.
45. There has also been a sharp increase recently in the need for C&F services (under s17 of the Children Act) to fund homeless families (e.g. with children) who have been evicted. At this stage it is not clear whether this is a one-off 'spike' or the beginning of a 'cost shunt' resulting from impending Welfare Benefit changes. However, the spend from January to May 2013 totals £47k and if this continued there could be an increase of £120k over last years costs. Whilst this is not included in the budget forecast at this stage the position will be carefully monitored over the next few months.

Asylum Service

46. A renegotiation of the UKBA Gateway agreement is currently in progress in conjunction with the three other most affected councils. The four councils met with UKBA in May 2013 and these discussions were encouraging with broad agreement reached on several issues albeit subject to formalised agreements. In respect of other issues raised by the councils the UKBA haven't shut the door but have asked for evidence and further information to substantiate the council's argument.
47. The financial forecast does though indicate that the call on contingency for 2013/14 will be £495k less than that provided for in the Risk and Development Contingency due to grant income being higher than the budget for 2013/14.

ADULT SOCIAL CARE (£675K pressure)

48. The adverse movement from budget set out in Table 1 below is primarily due to slippage resulting from the Judicial Review challenge of Day Centres reconfiguration (£350k) which delayed these changes into 2013/14. The balance relates to the placements budget, being £300k higher than built into the Budget for 2013/14.

Table 1: Adult Social Care Operating Budgets

Original Budget	Budget Changes	Service		Month 2		% Var	Variance (+ adv / - fav)		
				Revised Budget	Forecast Outturn		Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000			£'000	£'000		£'000	£'000	£'000
6,431	0	Older People	Salaries	6,431	6,301	-2%	(130)		(130)
23,572	17		Non-Sal Exp	23,589	24,518	4%	929		929
(8,977)	0		Income	(8,977)	(9,621)	7%	(644)		(644)
21,026	17		Sub-Total	21,043	21,198	1%	155	0	155
1,612	0	Physical & Sensory Disability	Salaries	1,612	1,480	-8%	(132)		(132)
6,726	0		Non-Sal Exp	6,726	6,767	1%	41		41
(592)	0		Income	(592)	(647)	9%	(55)		(55)
7,746	0		Sub-Total	7,746	7,600	-2%	(146)	0	(146)
5,882	0	Learning Disability	Salaries	5,882	5,360	-9%	(522)		(522)
21,157	0		Non-Sal Exp	21,157	22,498	6%	1,341		1,341
(6,281)	0		Income	(6,281)	(6,518)	4%	(237)		(237)
20,758	0		Sub-Total	20,758	21,340	3%	582	0	582
1,526	0	Mental Health	Salaries	1,526	1,449	-5%	(77)		(77)
4,889	0		Non-Sal Exp	4,889	5,003	2%	114		114
(400)	0		Income	(400)	(382)	-5%	18		18
6,015	0		Sub-Total	6,015	6,070	1%	55	0	55
2,322	(71)	Social Care Directorate	Salaries	2,251	2,280	1%	29		29
(1,724)	0		Non-Sal Exp	(1,724)	(1,724)	0%	0		0
(650)	0		Income	(650)	(650)	0%	0		0
(52)	(71)		Sub-Total	(123)	(94)	0%	29	0	29
17,773	(71)	Adult Social Care	Salaries	17,702	16,870	-5%	(832)	0	(832)
54,620	17		Non-Sal Exp	54,637	57,062	4%	2,425	0	2,425
(16,900)	0		Income	(16,900)	(17,818)	5%	(918)	0	(918)
55,493	(54)		Total	55,439	56,114	1%	675	0	675

49. The contingency for Adult Social Care clients has been disaggregated this year to provide a more transparent view of the demographic pressures on different client groups. The Month 2 forecast for each client group shows a number of variances from the budgeted contingency, however the net effect is that the forecast assumes the full use of contingency available to the department as shown in table 2 below

Table 2: Adult Social Care Contingency

Original Budget	Budget Changes	Current Commitments	Revised Budget	Forecast as Needed	Variance (+ adv / - fav)		
					Variance (As at Month 2)	Variance (As at Month 1)	Movement from Month 1
£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
3,814	0	Transitional Children (Demographic)	3,814	3,814	0		0
1,500	0	BID Staffing Structure Review	1,500	1,500	0		0
3,997	0	Older People's Services (Demographic)	3,997	4,492	495		495
1,226	0	Physical Disability (Demographic)	1,226	1,059	(167)		(167)
896	0	Learning Disability Service (Demographic)	896	692	(204)		(204)
1,558	0	Mental Health Service (Demographic)	1,558	1,434	(124)		(124)
12,991	0		12,991	12,991	0	0	0

50. The delay resulting from the Judicial Review challenge to the council's decision to close Day Centres at Parkview and Woodside enabling the delivery of £350k savings from both the closure and associated client transport costs, has caused a budget pressure in 2013/14 of £90k for Older People Services and £260k in Learning Disabilities.

51. The remaining £65k pressure for Older People Services is made up of an increase in homecare costs of £168k offset by additional client income and underspends on staffing costs; and the remaining pressure on Learning Disabilities of £321k relates to the forecast number of placements being 5 fte clients higher than originally budgeted for in 2013/14.

52. The expenditure forecast for Physical Disabilities is an underspend of £146k due to forecast placements there being 3 fte clients less than included in the 2013/14 budget.

53. There is also an adverse pressure on Mental Health budgets due to an increase in the amount of community support provided to clients, which includes home care and personal budgets of £55k.

54. Following on from the restructure of the Social Care and Health group into separate Adults and Children Groups, the former Social Care Directorate Budgets need to be disaggregated and this should be completed shortly with the appointment of the new Director of Adults. The current forecast shows an adverse position of £29k due to the increased salary costs arising from the restructure and use of agency staff to cover vacancies.

Appendix B – Other Funds

Schools Budget

1. The Schools Budget is ringfenced and funded from the Dedicated Schools Grant (DSG), and covers a range of services directly linked to schools. The majority of the DSG is delegated to maintained schools (£118.4m), with the remainder (£31.7m) being retained by the Council. The rules applying to the DSG allow for any surplus and deficit balances to be carried forward into the next financial year, for both schools delegated budgets and the centrally retained DSG element (decisions on how this is used lie with the Schools Forum). It should be noted that the Schools Budget is completely separate to the General Fund and no interaction between these two funds is allowable.
2. The forecast movement on the DSG central reserve carried forward for 2012/13 is summarised in the following table:

Original Budget £'000	Budget Changes £'000		Month 2		Variance (+ adv / - fav)		
			Revised Budget £'000	Forecast Outturn £'000	Variance (As at Month 2) £'000	Variance (As at Month 1) £'000	Movement from Month 1 £'000
(150,058)	0	DSG Income	(150,058)	(150,058)	0		0
118,379	0	Delegated to Schools	118,379	118,379	0		0
4,826	0	Early Years	4,826	4,826	0		0
4,906	0	Schools (Retained)	4,906	4,222	(684)		(684)
21,947	0	SEN	21,947	22,925	978		978
0	0	Total Schools Budget	0	294	294	0	294
(709)	0	Balances b/fwd 01/04/13	(709)	(709)	0	0	0
(709)	0	Balances c/fwd 01/14/13	(709)	(415)	294	0	294

3. The overspend of £294k is due primarily to an overspend of £871k on independent special needs school placements for pre- and post-16 pupils, which assumes that more pupils are placed in these establishments as local provision is at full capacity. Statemended pupil numbers are expected to reach a total of nearly 1,600 placements by the end of the financial year, continuing the trend set out in Chart 2 above. This is netted down by an underspend on joint funded placements, where action taken by the Council to place children nearer to home has resulted in a significant decrease in the numbers placed in residential placements, where to date there are only 8 pupils being funded.
4. The expanding schools contingency is also forecast to overspend by £248k reflecting the full impact of places delivered through the Primary Schools Capital Programme for September 2013.
5. At this stage it is too early in the year to forecast with certainty the year end budget impact for the 2 year old free entitlement, the 2 year old capacity building fund, and the impact of the transfer of responsibility for post-16 pupils. It is expected that these items will be contained within existing budgets.
6. In year over or underspends are allowed to be carried forward within the DSG central reserve. At the end of the 2012/13 financial year, the DSG central reserve had a surplus

balance of £709k. This is forecast to be reduced by the in-year overspend of £294k, to a projected reserve level of £415k as at 31 March 2014.

Parking Revenue Account

7. The Parking Revenue Account is established to govern the use of income from Penalty Charges Notices (PCNs), together with other on-street parking income streams, in accordance with Section 55 of the Road Traffic Regulation Act 1984.

Original Budget £'000	Budget Changes £'000		Month 2		Variance (+ adv / - fav)		
			Revised Budget £'000	Forecast Outturn £'000	Variance (As at Month 2) £'000	Variance (As at Month 1) £'000	Movement from Month 1 £'000
(4,387)	0	Income	(4,387)	(4,032)	355	0	355
4,295	0	Expenditure	4,295	4,072	(223)	0	(223)
(92)	0	In year Surplus /Deficit	(92)	40	132	0	132
(67)	0	Unallocated Balances b/fwd 01/04/13	(67)	(67)	0	0	0
(159)	0	Unallocated Balances c/fwd 01/14/13	(159)	(27)	132	0	132

8. An in-year deficit of £40k is forecast for the 2013/14 financial year. There is a total forecast shortfall of income of £355k, reflecting the continued lower level of Penalty Charge Notice (PCN) income relative to the historic income target. This level of shortfall assumes that the new parking enforcement contractor in place from August 2013 will be able to immediately maintain PCN income at current levels. The income pressure is offset by compensating savings totalling £315k, from the enforcement contract (£180k), and various non-pay budgets (£43k), as well as the budgeted surplus of £92k.

Collection Fund

9. The collection of local taxes is managed through the Council's Collection Fund, in order to avoid short-term volatility in income impacting on provision of services. As such any surplus or deficit will be factored into budget setting for 2014/15, with current forecasts indicating that £2,895k can be released to the General Fund.

Original Budget £'000	Budget Changes £'000		Month 2		Variance (+ adv / - fav)		
			Revised Budget £'000	Forecast Outturn £'000	Variance (As at Month 2) £'000	Variance (As at Month 1) £'000	Movement from Month 1 £'000
(112,926)	0	Gross Council Tax Income	(112,926)	(113,426)	(485)	0	(485)
15,605	0	Council Tax Reduction Scheme	15,605	15,605	0	0	0
(480)	0	Balance b/fwd	(480)	(2,890)	(2,410)	0	(2,410)
(97,801)	0	Net Council Tax Income	(97,801)	(100,711)	(2,895)	0	(2,895)
(99,398)	0	Gross NNDR Income	(99,398)	(99,398)	0	0	0
58,027	0	Less: Tariff	58,027	58,027	0	0	0
(60)	0	Less: Levy	(60)	(60)	0	0	0
(41,431)	0	Net NNDR Income	(41,431)	(41,431)	0	0	0

10. Current forecasts for 2013/14 Council Tax revenues indicate an in-year surplus of £485k, however there may be scope for further improvement in this position as additional properties come on stream in the coming months. To date there has been no material movement in uptake of the Council Tax Reduction Scheme however the potential impact of upcoming wider benefit reforms may result in adverse movement in this position as the year progresses.
11. In addition to this in-year surplus, a surplus of £2,410k was reported for 2012/13 due to limited volatility around exemptions during the fourth quarter of the year and lower than anticipated requirement for bad debt provision. This sum can be added to the in-year position to release £2,895k to the General Fund in 2014/15.
12. Latest NNDR forecasts show no material movement to date on rateable value, however there has been an adverse movement on empty properties expected to reduce income by £3,000k in 2013/14. The impact of this variance on Hillingdon's General Fund would be approximately £900k in 2014/15 however there remains significant provision for decline in rateable value which could potentially absorb this pressure. Were rateable value to remain constant for the remainder of 2013/14 a surplus of £500k would be expected. In light of the balance of probabilities a breakeven position is reported at Month 2.

Appendix C – HOUSING REVENUE ACCOUNT

1. The Housing Revenue Account (HRA) is showing an in-year underspend of £542k as shown in the following table.

Table 1: HRA Overview 2013/14

Original Budget	Budget Changes		Month 2		% Var	Variance (+ adv / - fav)
			Revised Budget	Forecast Outturn		Variance (As at Month 2)
£'000	£'000		£'000	£'000		£'000
10,537	0	Housing Management	10,537	10,075	-4%	(462)
12,341	0	Repairs & Maintenance	12,341	12,341	0%	0
17,838	0	Major Works	17,838	17,838	0%	0
1,357	0	Development & Risk Contingency	1,357	1,080	-20%	(277)
15,307	0	Interest & Investment Income	15,307	15,307	0%	0
57,380	0	Sub-total Normal Activities	57,380	56,641	-1%	(739)
	0	<u>Exceptional items:</u>				0
57,380	0	Total Net Expenditure	57,380	56,641	-1%	(739)
(57,428)	0	Rental Income	(57,428)	(57,231)		197
(48)	0	Net Total	(48)	(590)		(542)
(20,213)	0	Balances b/fwd 01/04/13	(20,213)	(20,213)		0
(20,261)	0	Balances c/fwd 31/03/14	(20,261)	(20,803)		(542)

2. The Housing Management budget is showing an underspend of £462k. This is mainly due to staffing savings of £110k due to vacant posts pending restructuring proposals, and £243k from savings on the costs of the Hayes Area Office.
3. At this stage both Repairs and Maintenance and Major Works budgets are projected to spend to budget. A process for authorisation and release of Major Works projects is being finalised and this will ensure that the budget is spent in line with the approved plan.
4. There is a forecast £277k underspend on the HRA contingency due to projections for bad debt movements. At this stage it unlikely that the full provision will be needed in the current year that was assumed for the impact of welfare reforms.
5. The rental income is showing a small overspend of £197k against a target of £57.4 million, due to a higher reduction in number of properties through the right-to-buy (RTB) scheme, both at the end of last year and then expected for this year.

Appendix D – CAPITAL PROGRAMME

Capital Programme Monitoring

6. The current forecast outturn on current General Fund capital projects is detailed in table 1 below. Forecasts for future years include live capital projects and programmes of works as included in the draft programmes for 2013/14 to 2015/16 reported to Cabinet and Council in February 2013.
7. General Fund Capital Expenditure currently totals £1,179k, representing 1% of forecast outturn. The majority of projects are forecasting to fully spend to annual budget. Capital expenditure in 2013/14 is expected to be considerably higher than in 2012/13 as a significant proportion of the capital programme is for school expansions and many of the schools are now entering the construction stage and will therefore result in significant expenditure.

Table 1 – General Fund Capital Programme

	2013/14	2014/15	2015/16	Total Month 02
	£'000	£'000	£'000	£'000
Original Budget	130,779	63,141	17,803	211,723
Revised Budget	116,722	84,488	16,303	217,513
Forecast Outturn	116,988	84,488	16,303	217,779
Council Resourced Variance – see table 8	267	0	0	267
External Grants Variance	0	0	0	0
Other Resourced Variance	0	0	0	0
Programme Variance	267	0	0	267

8. The main internally funded programme shows a net adverse variance of £267k comprising pressures of £273k and under spends of £6k as set out in Table 8 below. This assumes that the recommendations to fund the cost pressures of £152k from general contingency will be approved.
9. Although not reported as a variance in the above table, phase 2 of the schools expansion programme could have a potential surplus against budget of up to £9.8 million. This is due to the contract awards indicating lower costs than anticipated during the feasibility and design stage of the projects. However, as the construction phase is just beginning it would be imprudent not to report an underspend at this stage. There may be unforeseen issues that could reduce this favourable position moving forward. Furthermore as phase 2 develops a favourable position is more likely to emerge in next year with regards to budget phasing, in line with the completion of the projects.

Table 2

Council Resourced Variance	2013/14 £'000	2014/15 £'000	2015/16 £'000	Total (Mth 02) £'000
Pressures:				
Hillingdon Sports & Leisure Centre	73	0	0	73
Primary School Expansions - Phase 2A Temporary	200	0	0	200
Total Council Resourced Pressures:	273	0	0	273
Underspends:				
Manor Farm Stables Development	-6	0	0	-6
Total Council Underspends:	-6	0	0	-6
Projected Rephasing	0	0	0	0
Main Programme Variance	267	0	0	267
General Contingency	-1,375	-1,500	-1,500	-4,375
Unallocated Priority Growth	0	0	0	0
Council Resourced Variance	-1,108	-1,500	-1,500	-4,108

Council Resourced Variances

10. Negotiations are ongoing with the contractor over the completion of remedial works at Hillingdon Sports & Leisure Centre. Consultants have been appointed to assess the scope of the additional works required. These issues are resulting in a forecast over spend of £73k.
11. Primary Schools Expansions – Phase 2A temporary - due to the poor performance of the contractor on these projects, the contract was terminated and new contractors employed. The likely over spend is estimated to be £200k; however it now seems likely that the final position may reduce further as negotiations have progressed.
12. General Contingency – funds totalling £4,527k are reserved to deal with cost pressures arising on projects in the main capital programme over the next three years to 2015/16 and currently are reported as under spent by £4,375k.

External Grants Variance

13. Abbotsfield Sixth Form Refurbishment - final accounts have been agreed resulting in an under spend of £69k which will be returned to the urgent building schools conditions unallocated budget.

Capital Financing

Table 3

Capital Receipts	2013/14 £'000	2014/15 £'000	2015/16 £'000	2016/17- 2017/18 £'000	Total Month (02) £'000
Budget Approved February 2013	11,936	17,057	9,173	5,464	43,630
Revised Budget	9,024	17,057	9,173	5,464	40,718
Forecast Capital Receipts from Disposals	8,801	14,087	10,764	3,399	37,050

Variance	223	2,970	-1,591	2,065	3,667
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14. Capital receipts for 2013/14 are forecast to be £8,801k. This represents a £223k reduction from the revised budget level. Over the next four years, the forecast accumulated disposal receipts is £37,050k. There is an element of risk around the certainty of these receipts being fully realised which has been reflected in the disposals forecast. This is £3,667k lower than the budgeted level which will have the effect of increasing borrowing levels. However overall borrowing levels are offset by a reduction £4,081k from under spends on council resourced schemes.

Table 4

Prudential Borrowing Forecast	2013/14	2014/15	2015/16	2016/17- 2017/18	Total Month (02)
	£'000	£'000	£'000	£'000	£'000
Revised Budget	75,513	26,634	563	3,772	106,481
Council Resourced Variance	-1,081	-1,500	-1,500	0	-4,081
Capital Receipts Variance	223	2,970	-1,591	2,065	3,667
Forecast Borrowing	74,655	28,104	-2,528	5,837	106,067

Housing Revenue Account Capital Programme

16. Table 11 sets out the latest forecast outturn for the HRA capital programme.

Table 5

Housing Revenue Account Capital Programme	2013/14	2014/15	2015/16	Total Month (02)
	£'000	£'000	£'000	£'000
Original Budget	3,352	3,485	3,485	10,322
Revised Budget	3,709	3,485	3,485	10,679
Forecast Outturn	4,486	3,485	3,485	11,456
HRA Resourced Variance – see table 12	777	0	0	777
External Grants Variance	0	0	0	0
Other Resources Variance	0	0	0	0
Programme Variance	777	0	0	777

17. HRA capital expenditure to the end of May 2013 was £76k representing 2% of the forecast outturn. Over spends forecast for 2013/14 amount to £777k.

Table 6

HRA Resourced Variance	2013/14	2014/15	2015/16	Total Month 02
	£'000	£'000	£'000	£'000
Pressures:				
New Build - Extra Care Sites Phase 1	535	0	0	535
New Build - HRA Pipeline Sites Phase 1	5	0	0	5
New Build - Learning Disability Sites Phase 1	121	0	0	121
New Build - HRA Pipeline Sites Phase 2	116	0	0	116
Total HRA Resourced Pressures:	777	0	0	777

Projected Rephasing	0	0	0	0
HRA Resourced Variance	777	0	0	777

18. New Build HRA Extra Care Sites Phase 1: Triscott House – contractual issues (change in design briefs) leading to a forecast over spend of £535k have yet to be resolved with the main contractor. The over spend will depend on the outcome of final assessment of cost and could range from £416k to £892k. The forecast represents a median case scenario representing approximately 10% of the total budget. The Council is in litigation with the contractor and this significantly extends the time frame to resolve these issues.
19. The New Build HRA Learning Disability Sites scheme is currently expected to overspend by £121k. Whilst the project is now complete, there are additional costs to be incurred on final account around external landscaping and flooring costs at Horton Road and drainage and utility connection works at Ascott Court.
20. New Build HRA Pipeline Sites Phase 2 is forecasting an overspend of £116k on final account for the Gilbert Road site due to extra demolition costs, pre-construction fees and additional highways works.
21. The HRA Works to Stock is currently forecasting to spend to budget £3,352k although once works have commenced and progressed further during the financial year this forecast will be revised.

Appendix E- Treasury Management Report

Outstanding Deposits - Average Rate of Return on Deposits: 0.50%

	Actual £m	Actual %	Bench-mark %
Up to 1 Month	89.1	59.36	60.00
1-2 Months	13.0	8.66	15.00
2-3 Months	15.0	9.99	10.00
3-6 Months	24.0	15.99	10.00
6-9 Months	3.0	2.00	5.00
9-12 Months	0.0	0.00	0.00
12-18 Months	0.0	0.00	0.00
Subtotal	144.1	96.00	100.00
Unpaid Maturities	6.0	4.00	0.00
Total	150.1	100.00	100.00

1. With the exception of the unpaid Icelandic investments, our deposits are held with UK institutions, which hold at a minimum, a Fitch or lowest equivalent of A- long-term credit rating.
2. Deposits are currently held with the following institutions; BlackRock MMF, Deutsche MMF, Fidelity MMF, Goldman Sachs MMF, Ignis MMF, HSBC MMF, PSDF MMF, Royal Bank of Scotland, HSBC, Lloyds TSB, Bank of Scotland, Barclays and Kinston-upon-Hull City Council.
3. During May fixed-term deposits continued to mature in line with cashflow requirements. Any surplus funds were either placed in instant access accounts or fixed term deposits of up to six months in order to meet near term cash flow requirements.

Outstanding Debt - Average Interest Rate on Debt: 2.98%

	Actual £m	Actual %
General Fund		
PWLB	75.04	21.87
Long-Term Market	15.00	4.37
HRA		
PWLB	220.07	64.14
Long-Term Market	33.00	9.62
Total	343.11	100.00

4. There were no early debt repayment opportunities or rescheduling activities and no breaches of the prudential indicators during May.

Ongoing Strategy

5. In order to maintain liquidity for day-to-day business operations, short-term balances will be placed in short term deposits of up to three months, as these are generally yielding a higher rate of interest than instant access accounts. When cash flow allows, long term deposits will be placed to help increase the average rate of return achieved.
6. During May outstanding PWLB loans still carried large premiums and therefore made rescheduling of debt unfeasible. Early redemption opportunities will continue to be monitored.

Appendix F – Consultancy and agency assignments over £50k approved under delegated authority

The following Agency staff costing over £50k have been approved under delegated powers by the Chief Executive in consultation with the Leader and are reported here for information.

Post Title	Start Date	Proposed End Date	2011/12 Spend (or earlier) £'000s	2012/13 Spend £'000s	Current Request £'000s	Total Spend £'000s
Administration & Finance						
Commercial Manager - ASC/Children's	08-Nov-11	06-Dec-13	0	39	73	112
Commercial Manager - Public Health	09-Nov-12	23-Jun-13	0	27	23	50
Commercial Manager	06-Nov-12	05-Sep-13	0	34	29	63
Procurement Manager	20-Feb-12	13-Dec-13	8	104	53	165
Procurement Manager – Construction	18-Jun-12	05-Sep-13	0	100	48	148
Senior Lawyer ECS & Social Care	01-Apr-12	30-Jun-13	0	49	18	67
Senior Lawyer – HRA	01-Apr-10	31- Mar-14	47	57	58	162
Property Lawyer	01-Jun-12	30-Sep-13	0	45	26	71
Property Lawyer	16-Jul-12	30-Sep-13	0	36	26	62
Head of Internal Audit	15-May-13	14-Aug-13	0	38	41	79
Principal Accountant Capital	13-May-13	23-Jun-13	0	81	13	94
Residents Services						
Clerk of Works (outside establishment)	01-Feb-13	30-Sep-14	0	0	120	120
Senior Delivery Manager	03-Mar-11	27-Sep-13	89	95	50	234

Post Title	Start Date	Proposed End Date	2011/12 Spend (or earlier) £'000s	2012/13 Spend £'000s	Current Request £'000s	Total Spend £'000s
Senior Delivery Manager (outside establishment)	05-Nov-12	27-Sep-13	0	49	61	110
Delivery Manager (outside establishment)	26-Apr-12	27-Sep-13	0	65	55	120
Delivery Manager (outside establishment)	13-Aug-12	27-Sep-13	0	48	38	86
Delivery Manager (outside establishment)	07-Jan-13	27-Sep-13	0	23	41	64
Principal Quantity Surveyor (outside establishment)	04-Apr-11	27-Sep-13	53	57	42	152
Quantity Surveyor	13-Mar-11	27-Sep-13	56	51	29	136
Quantity Surveyor (outside establishment)	19-Nov-12	27-Sep-13	0	26	33	59
Quantity Surveyor (outside establishment)	12-Nov-12	27-Sep-13	0	23	34	57
Quantity Surveyor (outside establishment)	11-Jul-12	27-Sep-13	0	41	29	70
Project Manager (outside establishment)	08-Oct-12	27-Sep-13	0	40	43	83
Delivery Manager (outside establishment)	15-Oct-12	27-Sep-13	0	41	56	97
Development Surveyor	19-Jul-11	29-Nov-13	31	64	50	145
Project Manager (outside establishment)	09-Jul-12	12-Jul-13	0	55	21	76
Early Years Practitioner	01-Jan-11	01-Jun-13	25	20	5	50
Early Years Practitioner	01-Jan-11	01-Jun-13	25	20	5	50

Post Title	Start Date	Proposed End Date	2011/12 Spend (or earlier) £'000s	2012/13 Spend £'000s	Current Request £'000s	Total Spend £'000s
Electrical Engineer	04-Oct-10	30-Aug-13	68	42	19	129
Highways Engineer (outside establishment)	30-Jul-12	02-Aug-13	0	38	19	57
Building Control Surveyor	02-Jul-12	19-Jul-13	0	49	21	70
Interim Chief Education Officer	01-Jul-12	26-Jul-13	0	92	128	220
Interim Corporate Transformation Manager (outside establishment)	01-Aug-10	30-Sep-13	240	172	273	685
Early Years Practitioner	01-Jul-13	31-Mar-14	0	37	21	58
Programme Co-Ordinator, General Construction	12-Nov-12	10-Jan-14	0	22	49	71
Development Surveyor	19-Jul-11	29-Nov-13	31	64	50	145
Architect	15-Apr-11	04-Oct-13	35	49	27	111
Architect	23-May-11	27-Sep-13	29	65	27	121
Schools Building Surveyor	25-Jun-12	27-Sep-13	0	39	34	73
Planning Enforcement Lawyer	13-Sep-12	27-Sep-13	0	27	33	60
Social Care and Health						
Children's Homes Residential Care Worker	01-Apr-10	28-Jul-13	42	18	2	62
Merrifield Team Residential Care Worker	01-Apr-10	28-Jul-13	61	29	11	101
Merrifield Team Residential Care Worker	01-Jan-11	28-Jul-13	40	23	10	73
Children's Homes Residential Care Worker	01-Apr-10	28-Jul-13	42	19	5	66
Children's Homes Residential Care Worker	01-Apr-12	28-Jul-13	0	53	12	65

Post Title	Start Date	Proposed End Date	2011/12 Spend (or earlier) £'000s	2012/13 Spend £'000s	Current Request £'000s	Total Spend £'000s
ASC Disabilities Day Centre Off.	01-Apr-10	28-Jul-13	41	25	3	69
C&F -Merrifield Team Residential Care Worker	01-Sep-11	28-Jul-13	14	26	10	50
C&F -Merrifield Team Residential Care Worker	01-Apr-11	28-Jul-13	33	29	11	73
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	57	21	9	87
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	57	21	9	87
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	57	21	9	87
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	57	21	9	87
ASC Disabilities Residential Team Leader	01-Apr-10	28-Jul-13	45	17	6	68
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	46	26	7	79
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	46	26	9	81
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	46	26	9	81
ASC Disabilities Residential Team Leader	01-Apr-10	28-Jul-13	48	33	11	92
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	46	26	6	78
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	46	26	6	78
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	46	26	12	84
ASC Disabilities Night Care Worker	01-Apr-10	28-Jul-13	39	22	6	67

Post Title	Start Date	Proposed End Date	2011/12 Spend (or earlier) £'000s	2012/13 Spend £'000s	Current Request £'000s	Total Spend £'000s
ASC Disabilities Residential Care Worker	01-Apr-10	28-Jul-13	36	26	6	68
ASC Disabilities Residential Team Leader	01-Apr-10	28-Jul-13	57	19	11	87
ASC Disabilities Senior Support Worker	01-Apr-10	28-Jul-13	37	15	6	58
ASC Disabilities Day Centre Officer	01-Apr-10	28-Jul-13	25	33	8	66
ASC Disabilities Day Centre Officer	01-Apr-10	28-Jul-13	40	25	8	73
ASC Disabilities Day Centre Officer	01-Apr-10	28-Jul-13	41	25	8	74
ASC Disabilities Day Centre Officer	01-Apr-10	28-Jul-13	41	25	8	74
ASC Deputy Director	24-Apr-12	28-Jul-13	0	175	63	238
ASC Access and Assessment Team Manager	23-Jul-12	28-Jul-13	0	58	27	85
ASC Access and Assessment AMHP	02-Aug-10	28-Jul-13	58	61	21	140
ASC Technical Admin Team Project Manager	17-Jun-10	28-Jul-13	153	70	32	255
C&F Triage Social Worker	19-Feb-12	28-Jul-13	20	53	14	87
C&F-Tech Admin Officer	01-Apr-10	30-Jun-13	44	21	2	67
C&F Safeguarding Disabled Children's Strategy	01-Apr-10	28-Jul-13	78	36	5	119
C&F Triage Social Worker	01-May-12	28-Jul-13	0	57	18	75
C&F CIN Team Social Worker	01-Apr-10	28-Jul-13	94	49	16	159

Post Title	Start Date	Proposed End Date	2011/12 Spend (or earlier) £'000s	2012/13 Spend £'000s	Current Request £'000s	Total Spend £'000s
C&F Referral & Assessment Team Manager	01-Apr-12	28-Jul-13	0	48	25	73
C&F Referral & Assessment Team Archiver	01-Apr-10	28-Jul-13	40	22	4	66
C&F Asylum Deputy Team Manager	17-Oct-11	28-Jul-13	12	73	24	109
C&F-Referral & Assessment Team Social Worker	01-Aug-11	28-Jul-13	33	45	32	110
C&F-Tech Admin Assistant	01-Apr-10	28-Jul-13	48	22	5	75
C&F Asylum Social Worker	12-Sep-11	28-Jul-13	26	47	16	89
C&F Asylum Social Worker	07-Nov-11	28-Jul-13	30	49	16	95
C&F CIN Team Senior Social Worker	01-Apr-12	28-Jul-13	0	51	14	65
C&F Referral & Assessment Team Social Worker	01-Mar-12	28-Jul-13	6	50	23	79
C&F Referral & Assessment Team Social Worker	01-Apr-12	28-Jul-13	0	57	21	78
ASC - Mental Health AMHP	20-Aug-12	28-Jul-13	0	33	17	50
ASC Disabilities O/T Care Manager	18-Jun-12	28-Jul-13	0	41	20	61
ASC Mental Health Service Manager	10-Oct-12	28-Jul-13	0	47	18	65
ASC Reablement Project Manager	01-Aug-12	28-Jul-13	0	40	21	61
C&F Asylum Social Worker	15-Aug-11	28-Jul-13	28	48	17	93
C&F Asylum Support Worker	01-Apr-12	28-Jul-13	0	41	14	55

Post Title	Start Date	Proposed End Date	2011/12 Spend (or earlier) £'000s	2012/13 Spend £'000s	Current Request £'000s	Total Spend £'000s
C&F CIN Team Senior Social Worker	01-Apr-12	28-Jul-13	0	49	22	71
C&F CIN Team Senior Social Worker	01-Apr-12	28-Jul-13	0	46	19	65
C&F CIN Team Senior Social Worker	01-Apr-12	28-Jul-13	0	46	19	65
C&F Triage Deputy Team Manager	15-Jul-12	28-Jul-13	0	49	23	72
C&F CIN Team Senior Social Worker	01-Apr-12	28-Jul-13	0	50	19	69
C&F -Technical Admin Team Admin Assistant	01-Apr-11	28-Jul-13	21	23	7	51
C&F-Tech Admin Officer	01-Feb-11	28-Jul-13	26	23	7	56
Telecare & Reablement Project Manager	01-Apr-13	31-Jul-13	0	40	46	86
C&F Social Worker	01-Jan-12	30-Jun-13	14	58	6	78
C&F Social Worker	01-Jan-12	30-Jun-13	6	43	5	54
C&F Social Worker	01-Jan-12	30-Jun-13	14	51	5	70
C&F Service Manager	01-Aug-12	30-Jun-13	0	102	12	114
C&F Assessment & Intervention Social Worker	01-May-12	30-Jun-13	0	49	4	53
Social Worker (Asylum Team)	01-May-13	30-Jun-13	0	49	4	53
Service Support Manager ASC	06-May-13	30-Jun-13	153	70	25	248

SCHOOL PLACES PLANNING UPDATE (2013-2022)

Cabinet Member(s)	Councillor David Simmonds
Cabinet Portfolio(s)	Deputy Leader of the Council Education and Children's Services
Officer Contact(s)	Julien Kramer, Residents Services Dan Kennedy, Administration Directorate
Papers with report	None

HEADLINE INFORMATION

Summary	The local authority has a statutory responsibility to secure sufficient early years and school places for children resident in Hillingdon. The demand for early years and school places in Hillingdon is rising and is forecast to continue to grow. This is in line with national and London-wide predictions. This report builds on the previous updates to Cabinet in February and April 2013 which set out the future forecast needs. This update report presents steps taken and action planned to address future needs for schools places to make best use of the education resources in Hillingdon.
Contribution to our plans and strategies	Effective early years and school places planning is a key element of the Council-led Children's Pathway Programme to put 'families first' in Hillingdon.
Financial Cost	There are no direct costs arising from the recommendations of this report. However there are significant potential resource implications arising from the analysis of the increase in school places requirement.
Relevant Policy Overview Committee	Education and Children's Services
Ward(s) affected	All wards in Hillingdon

2. RECOMMENDATIONS

That the Cabinet:

- 1) Note the progress to date to ensure the sufficient provision of early years child care places for disadvantaged two year olds and the rising demand for primary and secondary school places and special education needs and;**
- 2) Agree proposals for meeting forecast needs are reported to a future meeting of the Cabinet for approval.**

Reasons for recommendation

As part of the strategic education function of the local authority, Hillingdon Council has a statutory responsibility to secure sufficient early years and school places to meet the needs of children resident in the Borough. From September 2013 this includes the provision of child care places for disadvantaged two year olds. The demand for primary school places in Hillingdon has been rising for the last six years and is forecast to continue to grow and will continue into secondary school education. This is in line with national and London-wide predictions for school places. Demand for school places from children with special educational needs is also increasing. Given the forecast rising demand for school places across the education system in Hillingdon there is therefore an opportunity to make best use of all education resources and partner resources available in Hillingdon by delivering a co-ordinated school places plan over the next ten years for children of all age groups, educational and special needs.

Alternative options considered / risk management

The ten year school places plan for children and young people positions the local authority to continue to successfully meet its statutory duty working with provider partners and those who have an interest in education to secure sufficient and high quality early years and school places for children.

Policy Overview Committee comments

None at this stage.

3. INFORMATION

Supporting Information

Summary

- 3.1 An outline plan for Hillingdon's early years child care and school places was agreed at February 2013 Cabinet to cover all age ranges and educational needs for children and young people. This joined-up approach ensures effective planning and commissioning of education services to make best use of existing resources to meet forecast needs in flexible and creative ways. This report provides an update of progress made to successfully increase the provision of high quality school places in the right place at the right time for children. For primary school places the report highlights those parts of the Borough where there is a remaining pressure over the next five years and what action is being taken to prepare proposals to address the predicted need. For children of secondary school age, the pressure is predicted in 2016/17 and officers have been working with Head Teachers to explore options for increasing the provision of secondary school places in the Borough. Options to develop the provision of school places to meet the needs of children with additional and complex needs is also progressing and will be presented to a future Cabinet meeting.
- 3.2 The increasing demand for early years and school places in Hillingdon is attributable to a number of factors:
 - A growing population in Hillingdon – particularly concentrated in the south/south-east of the Borough

- An increase in premature babies survival rates with a commensurate increase in the number of children with severe and complex needs
- Inward migration and reduced outward migration, including a growing number of children with complex needs moving into Hillingdon

Early Years – Child Care Places for Disadvantaged Two Year Olds

- 3.3 From September 2013 the offer of early education extends to 20% of the most disadvantaged two year olds and then 40% of disadvantaged two year olds from September 2014. The Department for Education (DfE) have estimated that in Hillingdon these percentages equate to 757 places for disadvantaged two years olds by September 2013 and at least an additional 800 places by September 2014.
- 3.4 Officers have been actively progressing action to ensure a sufficient supply of early years places for two year olds including:
- Targeting existing providers to make sufficient child care places available for disadvantaged two year olds. Officers have been targeting the south and south east of the Borough as an area experiencing higher birth rates and therefore higher potential demand for child care places
 - Working with existing providers to make best use of their existing buildings and to re-configure their day care timetable to maximise the number of places available
 - Supporting new child care providers to enter the market-place
 - Increasing the awareness of parents of the offer for two year olds
 - Improving parents' perception of the benefits of early years child care and the provision of child minder services in their area
 - Flexible use of temporary accommodation as it becomes available in the capital build programme
- 3.5 Good progress has been made towards meeting the target for September 2013 of providing an early learning place for the 20% most disadvantaged two year olds (target of 757 places). Work has taken place with existing private, voluntary and independent childcare settings to make full use of existing capacity and currently there are 680 places available for disadvantaged two year olds. A further 43 childminders are being considered for approval to offer funded places which is expected to deliver the remaining child care places by September 2013.
- 3.6 Encouraging take up of the 'two year old offer' by the most disadvantaged families is a challenge and to help with this, a marketing and communications campaign is underway to raise awareness of the child care support available and to support eligible families to access the scheme.
- 3.7 By September 2014, 40% of two year olds nationally will be eligible to receive a funded place. In Hillingdon this is likely to mean 1,500 places will need to be available. This is a significant increase in places and it is anticipated that these additional places can only be met by providers opening new child care places in Hillingdon. Planning is taking place to meet this target by looking at premises that can be used to offer childcare provision e.g. local authority premises that are either empty or not being used fully and also through the use of temporary classroom units no longer needed for the school expansion programme.

Primary School Places

- 3.8 As reported to Cabinet in February and April 2013 there is a need to secure an additional 3,150 primary school places over the next ten years over and above the existing successful schools expansion programme. The growth in pupil numbers is concentrated in the south/south-east of the Borough.
- 3.9 The delivery of the council-led schools expansion programme has successfully kept pace with the the rising demand for primary school places and at £149m is one of the largest expansion programmes in London. The programme has ensured sufficient provision of high quality school places in the right place at the right time.
- 3.10 The council has successfully secured approval for two new primary schools in those areas of the Borough experiencing high demand for school places (a new three form entry primary school in the Uxbridge area and a new three-form entry primary school in the Hayes / Wood End area). These two new purpose-built schools will open for September 2014 and will provide a total of 1,260 places for children.
- 3.11 Hillingdon Council has also been working in partnership with local education providers and the Education Funding Agency to support the provision of high quality free school places in those areas of highest need. This includes a new one-form entry primary school in the Hayes area of the Borough and a new-four form of entry primary school in the Hayes / Wood End area of the Borough. These schools are expected to provide a total of 150 additional reception school places from September 2013 onwards.
- 3.12 The significant expansion programme of existing schools and the provision of new schools in the Borough has mitigated the presenting demand pressures for school places in Hillingdon. The demand for primary school places continues to grow and there are now four 'hotspots' remaining in the Borough over the next five years where officers are actively progressing proposals to address the predicted need. The remaining areas of the Borough where pressure for places is predicted over the next five years includes the following (set out below). Officers are keeping under close review the numbers of children who need a primary school place to ensure that the provision of school places is responsive to fluctuations in demand. Officers will present options to the Leader of the Council, the Cabinet Member for Education and Children's Services and the Cabinet Member for Finance, Property and Business Services before the end of July for consideration in the first instance.
- North Ruislip Area (Pupil Place Planning Area 3) – the forecast indicates a need for one additional form of entry required for September 2016.
 - Ruislip Area (Pupil Place Planning Area 5) – the primary pupil planning forecast for the Ruislip area indicates a need for one additional form of entry over the next five years.
 - Yiewsley/West Drayton Area (Pupil Place Planning Areas 10 and 14) – pupil place planning forecasts predict a need for a minimum of three additional forms of entry over the next two to three years. Localised pressure for primary school places is beginning to emerge in these areas. Officers have been reviewing options to meet this need.

- Hayes / Cranford Area (Pupil Place Planning Area 12) – an additional two forms of entry are predicted to be required in this area over the next five years. The need for additional places is being kept under review in light of additional capacity expected from the provision of the new free school in the Hayes area.

Secondary School Places

- 3.13 Predictions from the Greater London Authority indicate the number of secondary pupils in Hillingdon is set to increase by 25% (an extra 3,900 pupils) to more than 19,000 between September 2012 and 2021/22. The rate of increase is faster for year 7 pupils (the entry year into secondary schools) as the growth in primary pupils moves into secondary education. This is consistent with the increase in primary pupil numbers and similarly is concentrated in the south/south-east of the Borough. In the medium-term there are sufficient secondary school places. The pressure for secondary school places is expected to begin from the year 2016/17 onwards and will lead to a need to provide an additional 16 forms of entry for secondary school places in the Borough.
- 3.14 Since the update to Cabinet in April 2013 officers have been in discussion with the Head Teachers of secondary schools in the Borough to establish what their plans are for developing their school and to undertake an outline appraisal of existing school sites to assess the potential for expanding the provision of school places. Officers have been exploring opportunities to expand existing secondary schools in the first instance given the significant land required for a typical six form of entry secondary school to meet prescribed school standards e.g. space for playing fields. Typically the size of site required for a school of this size is approximately six hectares.
- 3.15 Officers are finalising the findings from discussions with Head Teachers and their Governors and will present a briefing paper setting out options for consideration to the Leader of the Council, the Cabinet Member for Education and Children's Services and the Cabinet Member for Finance, Property and Business Services before the end of July 2012. Proposals will be brought back to Cabinet for approval.

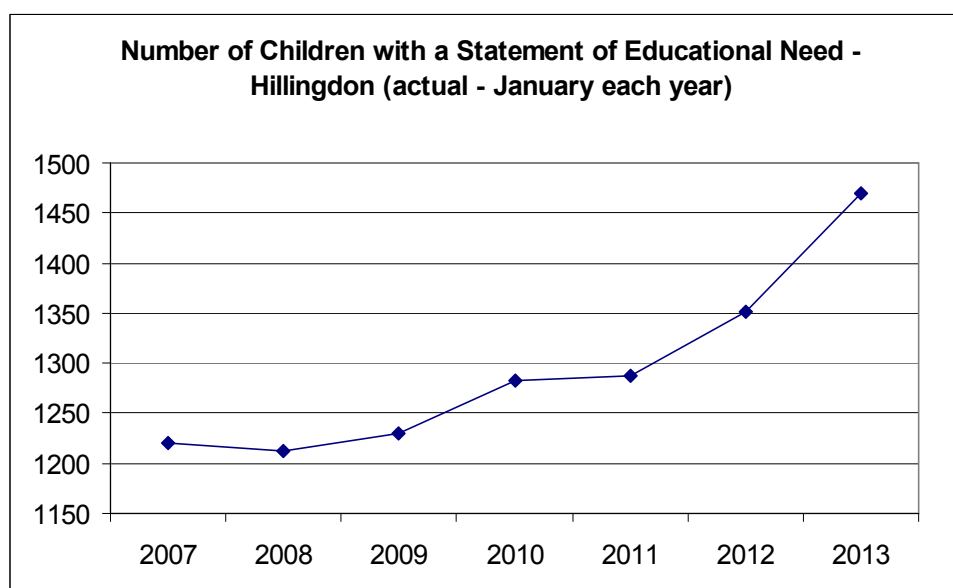
Special Educational Needs (SEN)

- 3.16 The number of children with an assessed special education need has increased by 20% over the last 6 years (approximately an extra 250 children) and the needs of children are becoming more complex requiring higher levels of support in some cases. The increase in the number of children with a SEN in Hillingdon has required the use of school places outside Hillingdon or in independent special schools in recent years which brings with it the need for longer journeys travelling from home to/from school with increased transport costs.
- 3.17 Children with additional needs require extra support to reach their full potential in school and to make a successful transition into adulthood, whether into employment, further or higher education or training. Some children will be subject to an assessment of their educational needs by the local authority and if their needs are complex will receive a statement of special educational needs (SEN) which sets out what the needs are and how their needs will be met. SEN means that a child either has a:
- significantly greater difficulty in learning than the majority of children of the same age
 - disability that prevents or hinders them from making use of educational facilities normally provided for children of the same age in schools

3.18 The key categories of need of children who have a SEN are:

- Cognition and learning needs (e.g. moderate to severe learning disability)
- Behaviour, emotional and social development needs
- Communication and interaction needs (e.g. autistic spectrum disorder)
- Sensory and / or physical needs (e.g. visual impairment)

3.19 There is the option available to evolve a more local model of school provision. This includes the option to increase the provision of places available at local mainstream schools through a special resource provision (SRP). This would enhance the integration of pupils with SEN in Hillingdon. Therefore proposals to meet the future education needs of children with special educational needs are being developed alongside those for primary and secondary school places.



3.20 As part of the BID Children's Pathway Programme in Hillingdon focused on 'putting families first', over the last two months officers have been reviewing opportunities to develop the number of school places available locally by increasing special resource provision (SRP) within local schools. A site-by-site outline assessment is underway and discussion with Head Teachers to inform an options appraisal is being prepared for the end of July 2013 for consideration by the Leader of the Council, the Cabinet Member for Education and Children's Services and the Cabinet Member for Finance, Property and Business Services. Proposals will be presented to Cabinet for approval.

Financial Implications

For early years the target of 20% provision by September 2013 for the most disadvantaged two year olds has progressed with the majority of places now identified within the voluntary and independent sector with plans in place to meet the remaining target. The further target of a 40% provision by September 2014 has led to a review of local authority premises that are empty or partly empty and consideration of the potential use of temporary classrooms no longer being utilised by the expansion programme to provide additional space for the early years provision. Both of these options will have potential financial implications in any conversion or refurbishment requirements plus use of temporary classrooms that require to be moved to a new site, costs for which will need to be identified and if agreed be added to the capital programme in due course via the MTFF. The potential resourcing of this could be provided by

the current one off Capacity Building grant held within the DSG of £937k, this has had a limited commitment against it and with Schools Forum agreement could be earmarked for an investment of this nature. In addition there may be flexibility with the current 2013/14 2 year old “free entitlement offer” DSG placement funding of £2.3 million to provide resource as a underspend is expected in this first year of operation. This would also need to be agreed with the Schools Forum.

The Council’s current approved Primary Schools Expansion programme is set at £149 million and will provide 30.5 additional permanent forms of entry and 32 temporary forms. This has been planned to provide the increased primary school places up to September 2015. The pressures described in the paper above are over and above that existing programme. Based on experience so far the average cost of 1 permanent form of entry has ranged from £4.5 million to £5 million. Therefore for the further Primary pressure outlined in the paper above this would suggest the need for further expansion of a further 6 FE or an investment of between £27 million to £30 million and for Secondary pressure the required expansion would be a required investment of between £72 million and £80 million.

Previous up-dates on placement planning have recommended that partnership working and engaging with potential new providers of Free Schools be actively explored. Financially this is likely to be a less costly approach than to match school place growth with a pure Council driven programme, which may not be affordable in the long term. Free Schools are more likely to attract government and private sector funding.

The current Primary Schools Expansion programme factors in £63.6 million of DFE grant and £16.7 million of S106 resources. The balance of £69.4 million is being resourced from a combination of borrowing and capital receipts from disposals of council assets. Further increase in a Council led build programme for further schools expansion would require a significant increase in borrowing with associated revenue cost implications. Therefore a strategy that looks at partnership would potentially mitigate the further impact on council resources.

The report also notes the potential impact on Post 16 year-old education and training and Special Education Needs, growth of which in both areas will have revenue implications for the Council.

4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The recommendations set out in this report will ensure the local authority and partners in Hillingdon deliver sufficient, high quality education provision for children resident in the Borough.

Consultation Carried Out or Required

Council officers have been consulted and involved in developing the outline school places plan and priorities to support and align fully to Hillingdon’s Children’s Pathway Programme. The development and implementation of the school places plan will involve partners and other stakeholders.

5. CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and notes that although there are no direct financial implications arising from the recommendations there are considerable resource implications for the Council's capital programme as outlined within the Financial Implications section. The Council is still awaiting Central Government Targeted Basic Needs capital funding allocation announcements. However, even with this and other future funding streams it is highly likely that the Council will have to apply its own resources to any additional expansion programme and a figure of over £50m is already factored into the MTFF alongside corresponding revenue financing provision. The report highlights additional pressures within all sectors, particularly disadvantaged 2 year olds and SEN. Financing strategies for further places provision will be developed through the MTFF process as developments are further progressed.

Legal

Pursuant to section 14 of the Education Act 1996 the Council has a statutory duty to ensure that sufficient school places are available in its area for providing primary, secondary and special education. Further, the Childcare Act 2006 places the following legal duties on the Council: to make sure that there are enough childcare services for working parents/carers; secure free early years provision; and assess childcare provision.

With regards to establishment of new schools it is worth noting that the Education and Inspections Act 2006, (as amended by the Education Act 2011), places a statutory duty to give precedence to academy/free school proposals, where a local authority identifies the need to establish a new school in their area.

Under the Council's Constitution Cabinet has the appropriate power to agree recommendations proposed at the outset of this report. Further, by virtue of Section 1 of the Localism Act 2011 which makes provision for 'a general power of competence' for local authorities in England. The 'power' gives local authorities the power to do anything an individual can do unless specifically prohibited by law. This includes the power to act in the interest of their communities.

6. BACKGROUND PAPERS

NIL

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