



HILLINGDON  
LONDON



# Cabinet

**Date:** THURSDAY, 26 JANUARY  
2012

**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

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## Councillors in the Cabinet

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*

Henry Higgins  
*Culture, Sport & Leisure*

Douglas Mills  
*Improvement, Partnerships & Community Safety*

Scott Seaman-Digby  
*Co-ordination & Central Services*

**Published:** Wednesday, 18 January 2012

**Contact:** Mark Braddock

Tel: 01895 250470

Fax: 01895 277373

Email: [mbraddock@hillingsdon.gov.uk](mailto:mbraddock@hillingsdon.gov.uk)



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# 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 - 16
- 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 Disabilities Commissioning Plan 2011-2015 (Cllr Corthorne) 17 - 48
- 6 Standards and Quality in Education 2011 (Cllr Simmonds) 49 - 74
- 7 Transforming Adult Social Care: Personalisation and Commissioning Plan 2011-2015 (Cllr Corthorne) 75 - 94
- 8 Financial Support to Voluntary Organisations - update (Cllr Mills) 95 - 136
- 9 Neighbourhood Planning - implications for Hillingdon (Cllr Burrows) 137 - 162
- 10 Update on the Hillingdon Khat Review (Cllr Mills) 163 - 168
- 11 Annual report of the Local Safeguarding Children Board (Cllr Simmonds) 169 - 210
- 12 Annual report of the Safeguarding Adults Partnership Board (Cllr Corthorne) 211 - 232
- 13 Month 8 2011/12 Revenue and Capital Monitoring Report (Cllr Bianco) 233 - 258

## **Cabinet Reports - Part 2 (Private and Not for Publication)**

<b>14</b>	Primary School Capital Programme Update (Cllrs Bianco and Simmonds)	259 - 312
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<b>19</b>	Award of contracts for the housing repairs operation and upgrading of electrical installations (Cllrs Corthorne and Seaman-Digby)	373 - 382
<b>20</b>	Former Library, Golden Crescent, Hayes (Cllr Bianco)	383 - 388
<b>21</b>	Honeycroft Day Centre, Uxbridge (Cllr Bianco)	389 - 396
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*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.*

**23** Any other items the Chairman agrees are relevant or urgent

## Minutes

### Cabinet

Thursday, 15 December 2011

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



HILLINGDON  
LONDON

Published on: 16 December 2011

Come into effect on: 23 December 2011

#### **Cabinet Members Present:**

Ray Puddifoot (Chairman)  
David Simmonds (Vice-Chairman)  
Jonathan Bianco  
Keith Burrows  
Philip Corthorne  
Henry Higgins  
Douglas Mills  
Scott Seaman-Digby

#### **Members also Present:**

John Riley  
Brian Crowe  
Paul Harmsworth  
Mo Khursheed  
Edward Lavery  
Brian Stead  
Michael White

#### **445. APOLOGIES FOR ABSENCE**

All Cabinet Members were present. Apologies were received from the Chief Whip as an ex-officio member.

#### **446. DECLARATIONS OF INTEREST IN MATTERS BEFORE THIS MEETING**

Councillor Scott Seaman-Digby declared a personal and prejudicial interest in Item 7 (minute 451) as a trustee of the Hillingdon Aids Response Trust and left the room during the discussion and vote on the item.

#### **447. TO APPROVE THE MINUTES OF THE LAST CABINET MEETING**

The minutes and decisions of the Cabinet meeting held on 24 November were approved as a correct record.

#### **448. 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.

**449. MONTH 7 2011/12 REVENUE AND CAPITAL MONITORING REPORT**

**RESOLVED:**

**That Cabinet:**

- 1. Note the forecast budget position for revenue and capital as at Month 7**
- 2. Note the treasury Month 7 update at Appendix B**
- 3. Approve the retaining of agency staff as detailed in Appendix C**
- 4. Approve the rephrasing of capital budgets**
- 5. Delegate authority to the Leader of the Council and Cabinet Member for Finance, Property and Business Services, in consultation with the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, to appoint consultants for the Supported Housing Programme in order to action the Cabinet decision of 28 July 2011.**

**Reasons for decision**

Cabinet received an update on the Council's strong financial position and made a number of necessary decisions in relation to agency staff, the re-phasing of the Council's capital programme and consultancy approvals to progress the Supported Housing Programme.

**Alternative options considered and rejected**

None.

**Officer to action:**

Paul Whaymand, Central Services

**450. THE COUNCIL'S BUDGET 2012/13 AND MEDIUM TERM FINANCIAL FORECAST 2012/13 TO 2014/15**

**RESOLVED:**

**That Cabinet:**

- 1) Approve the draft revenue budget and capital programme proposals for 2012/13 and beyond as the basis for consultation with Policy Overview Committees and other stakeholders.**
- 2) Request the comments of individual Policy Overview Committees on the draft budget proposals relating to their areas of responsibility, to be collated into a single report back to Cabinet from the Corporate Services and Partnerships Policy Overview Committee.**

- 3) **Approve the proposed fees and charges included at Appendix 8 as the basis for consultation with Policy Overview Committees and other stakeholders.**
- 4) **Authorise the Chief Finance Officer, in consultation with the Leader of the Council, to respond on behalf of the Council to the consultation on the provisional Local Government Finance Settlement and to the Mayor of London's budget consultation.**

### **Reasons for decision**

Cabinet put forward for consultation its budget proposals. This included the Council's Medium Term Financial Forecast (MTFF), the draft General Fund revenue budget for 2012/13, along with indicative projections for the following years, fees and charges proposals and the draft capital programme for 2012/13 and beyond.

Despite the national financial position and information about the exact level of grant funding available from the Government, Cabinet was able to endorse a well thought out set of budget proposals which had been carefully developed to put residents' first. Cabinet announced a zero increase in Council Tax for the fourth successive year and gave its commitment to continue investing in key services, like libraries and the local environment.

Cabinet recommended the budget for consultation, in particular to the Policy Overview Committees and agreed to delegate authority to respond to both the Government and London Mayoral consultations on the budget.

### **Alternative options considered and rejected**

The Cabinet could have chosen to vary the proposals in its budget before consultation. However, to comply with the Budget and Policy Framework, the Cabinet was required to publish a draft budget for consultation at the meeting.

### **Officers to action:**

Paul Whaymand, Central Services

## **451. FINANCIAL SUPPORT TO VOLUNTARY ORGANISATIONS**

### **RESOLVED:**

#### **That the Cabinet:**

1. **Subject to confirmation of the Council's 2012/13 budget, agrees the allocation of an additional £400,000 to support voluntary sector activity, with the focus on developing frontline services to residents.**

2. **Agrees the overall allocation of grants to Voluntary Sector of up to £1,815,058 for the 2012/13 financial year and specific awards as set out in the schedule - Appendix A (totalling £1,449,058)**
3. **That officers, in conjunction with the Cabinet Member for Improvement, Partnerships and Community Safety, develop proposals and report back to January 2012 Cabinet on the following issues:**
  - a. **The creation of a new small grants development programme of £50k**
  - b. **Proposals to improve services for victims of domestic violence.**
  - c. **Develop a new approach to ensuring value for money and strengthening the outcomes for residents through an improved monitoring process.**
  - d. **The level of funding to be offered to Hillingdon Association of Voluntary Services for the 2012/13 financial year**
  - e. **Increased support for Age UK Hillingdon to meet the Council's priorities for older people.**
  - f. **A bid from the Women's Royal Voluntary Service (WRVS) for funding towards a Dementia support initiative.**
4. **Following a meeting of the London Councils Leaders' Committee, agree the Council's 2012/13 contribution of £391,058 to the London Boroughs Grants scheme.**

### **Reasons for decision**

In considering the report, Cabinet acknowledged the important role of the voluntary sector, particularly during current economic times. Cabinet agreed to continue its commitment to and significant investment in the voluntary sector during 2012/13. It was noted that this was in comparison to some other local authorities who were proposing to cut budgets.

Cabinet also approved a reduced contribution to the London Councils Grant Scheme, which better reflected the amount of pan-London voluntary services received by Hillingdon residents.

### **Alternative options considered and rejected**

Cabinet could have made changes to the proposed level of grants.

### **Officers to action:**

Kevin Byrne / Nigel Cramb / Sarah Johnstone – Central Services



**452. GIFT FUNDING FOR PLANNING FUNCTIONS**

**RESOLVED:**

**That Cabinet accepts the offer of a gift from Airport Property GP (NO2) Limited in accordance with the provisions of Section 93 of the Local Government Act 2003.**

**Reasons for decision**

Cabinet agreed to receive a small amount of monies to assist with the development of the former Long Haul Catering Base site at Heathrow airport. Cabinet felt it justifiable for the developer to contribute to the public cost of carrying out its planning functions.

**Alternative options considered and rejected**

Cabinet could have refused the gift, which would have not been in the best interests of the local communities, tax-payers or the Council.

**Officer to action:**

James Rodger –  
Planning, Environment, Education and Community Services

**453. ADULT SOCIAL CARE - LOCAL ACCOUNT 2010/2011**

*The Social Services, Health and Housing Policy Overview Committee provided supportive comments on this item to Cabinet.*

**RESOLVED:**

**That the Cabinet approves the Adult Social Care Local Account for publication.**

**Reason for decision**

Cabinet approved the Local Account which represented a published statement about how well adult social care services were performing to meet the needs of local residents. Cabinet welcomed the input of users in the development of the document.

**Alternative options considered and rejected**

None.

**Officer to action:**

Linda Sanders, Social Care, Health & Housing

#### **454. PLANNING OBLIGATIONS - QUARTERLY MONITORING REPORT**

##### **RESOLVED:**

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

##### **Reasons for decision**

Circular 05/05 and the accompanying best practice guidance requires local planning authorities to consider how they can inform Members and the public of progress in the allocation, provision and implementation of obligations whether they are provided by the developer in kind or through a financial contribution. 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, Planning and Community Services

#### **455. CAREERS INFORMATION, ADVICE AND GUIDANCE OPTIONS 2012**

##### **RESOLVED:**

**That Cabinet:**

- 1) Give approval to extend the existing contract with CfBT Advice and Guidance for the provision of careers information, advice and guidance services for one year to 31<sup>st</sup> March 2013 and;**
- 2) Delegated authority to the Deputy Chief Executive and Corporate Director for Planning, Environment, Education and Community Services, in conjunction with the Cabinet Member for Education and Children's Services, to finalise the terms of the extension which would include the cessation of universal services on 1<sup>st</sup> September 2012.**

##### **Reasons for decision**

Cabinet agreed to extend the existing contract with CfBT, pending clarity from the Government in relation to statutory requirements for such services. Delegated authority was granted to make the necessary decisions to provide for a measured transfer of responsibilities.

### **Alternative options considered and rejected**

Cabinet could have decided to discontinue the service, agreed to deliver it through an in-house team or outsource. However, Cabinet considered it important to await clarity from the Government on its statutory responsibilities for such services.

#### **Officer to action:**

Tom Murphy, Planning, Environment, Education and Community Services

#### **Exempt Information**

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## **456. ELECTRONIC DOCUMENT MANAGEMENT PROJECT**

### **RESOLVED:**

**That the Cabinet appoint Civica Services Ltd as the supplier of the corporate electronic document management and workflow solution for a period of 3 years, with an option to extend for one 2 year period.**

#### **Reasons for decision**

Cabinet appointed Civica to provide an electronic document management solution following a competitive tender process, which would allow the Council to progress new workflow technology for smarter working and re-designed services that improve performance and deliver savings.

#### **Alternatives considered and rejected**

Cabinet could have decided not to invest in such technology but noted that by not doing so it would not have realised the savings or efficiencies that such technology would bring.

#### **Officer to action:**

Darryl Wallace, Planning, Environment, Education and Community Service

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*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).*

#### **457. HIGHWAYS ASSET DATABASE DEVELOPMENT**

##### **RESOLVED:**

**That Cabinet authorise the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services to appoint consultants, following procurement exercise, for data collection of the Borough's highway asset data inventory for incorporation within the Council's corporate asset management database systems.**

##### **Reasons for decision**

Cabinet agreed to delegate authority to progress consultancy support for its new and emerging statutory obligations regarding highways asset infrastructure data. Cabinet noted that the move would aid the decision-making process when recommending maintenance and improvement works and would also ensure that the Council's highways programme delivered even greater value for money.

##### **Alternative options considered and rejected**

Cabinet could have decided not to delegate the decision for a new database, which would not have been in the best interests of monitoring and developing the Council's highways assets or its accounting systems in this respect.

##### **Officer to action**

Jamie Birch, Planning, Environment, Education and Community Services

##### **Exempt Information**

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#### **458. HIGHGROVE POOL REFURBISHMENT - SECOND STAGE TENDER**

##### **RESOLVED:**

That Cabinet notes the contents of the report and agrees to:

- 1. An extended clarification period of up to 10 weeks to undertake enabling works, further surveys and to finalise a tender which is economically & technically advantageous to the Council for consideration by Cabinet in February 2012.**
- 2. A range of enabling works to be carried out over this period to overcome practical and logistics issues to shorten the submitted programme completion date.**
- 3. Two short periods of closures of 2 days and 3 days respectively so that further surveys and identified enabling works can be carried out. The dates of these closures to be delegated to the Deputy Chief Executive and Corporate Director Planning Environment Education & Planning Services, in consultation with the Leader of the Council**
- 4. Expending up to £75K from the current budget (£4,100k) to carry out the identified enabling works and the decision to the placing of orders with Volker Fitzpatrick or another supplier providing a competitive quote be delegated to the Deputy Chief Executive and Corporate Director Planning Environment Education & Planning Services, in consultation with the Leader of the Council**

##### **Reasons for decision**

Cabinet made a number of decisions progress the refurbishment of Highgrove Pool following the receipt of the second stage tender submission.

##### **Alternative options considered and rejected**

Cabinet could have decided not to progress the refurbishment or modified the scope of works required.

##### **Officer to action:**

Mohamed Bhimani, Planning, Environment, Education and Community Service

##### **Exempt Information**

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**459. PREVENTATIVE SOCIAL CARE SERVICES: APPOINTMENT OF AGE UK HILLINGDON TO PROVIDE THE HANDYPERSON SERVICE**

**RESOLVED:**

**That Cabinet agrees to appoint Age UK Hillingdon to provide the Handy person Service for older people under a single tender process for the period 1<sup>st</sup> April 2011 to 31<sup>st</sup> March 2014 at a cost of £281.8k.**

**Reasons for decision**

Cabinet gave its approval to award a three year contract to Age UK Hillingdon for the provision of a minor repair and adaptations "Handyperson" service to support Older People to attain and maintain their independence in the community.

**Alternative options considered and rejected**

Cabinet could have decided not to appoint or put the service out to full tender. However, Cabinet noted the benefits of giving a contract to a local provider who had achieved a very high level of service satisfaction from Older People.

**Officer to action:**

Paul Feven, Social Care, Health & Housing

**Exempt Information**

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**460. INTERMEDIATE CARE SERVICES: APPROVAL OF CONTRACT WITH CARE UK**

**RESOLVED:**

**That Cabinet agrees to delegate authority to the Leader of the Council, Cabinet Member for Finance, Property & Business Services, Cabinet Member for Social Services, Health and Housing & Cabinet Member for Co-ordination and Central Services, in consultation with the Corporate Director of Social Care, Health and Housing, the authority to exercise the break clause in the current contract with Care UK and agree a single tender action to award Care UK a new two year contract for the provision of bed based intermediate care.**

## **Reasons for decision**

Cabinet noted that officers were currently in negotiations with Care UK to provide Intermediate Care Services and therefore delegated authority for the necessary contractual decisions required to provide this service.

## **Alternative options considered and rejected.**

Cabinet could have decided to decommission the service or undertake a competitive tender, but felt that continuity of service was important at the present time.

## **Officer to action:**

Paul Feven, Social Care, Health & Housing

## **Exempt Information**

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## **461. PERSONALISATION OF ACCOMMODATION-BASED LEARNING DISABILITY SERVICES**

### **RESOLVED:**

**That Cabinet agree to delegate authority to the Cabinet Members for Social Services, Health and Housing and Co-ordination and Central Services, in consultation with the Corporate Director of Social Care, Health and Housing, to:**

#### **Supported Housing Services**

- 1. Agree a single tender action to award Yarrow Housing (in relation to Herne House and Hyde House), Mencap (in relation to Yeading Lane) and Dimensions (Owl) Ltd (in relation to Horton Road) a new two year contract (with an option to renew for a further period of one year) for housing and non-housing related support services commencing the 1st April 2012 for the sum to be agreed and a reduced rate in year 2 of the contract to reflect the transition towards use of personal budgets.**
- 2. (In the unlikely event that the outcome of current negotiations with any of the above named providers does not produce satisfactory terms for the Council) agree where appropriate a single tender action for a one year contract for housing support services and extend the non-housing support contract by one year in order to enable the competitive**

tendering of personalised housing and non-housing related support services.

#### **Ability Housing Association**

3. **Agree a single tender action to award Ability Housing Association a new two year contract for care and support services at Yew Tree Lodge commencing the 3rd September 2013 for the sum to be agreed and at a reduced rate in year 2 of the contract to reflect the transition towards use of personal budgets.**
4. **Agree to replace the three month break clause requirement for new contracts with a six month break clause in return for the £53k annual savings offer backdated to the 1st January 2012 made by Ability Housing Association as explained in paragraph 4 of this report.**

#### **Residential care services**

5. **Agree a single tender action to award Support for Living (Certitude), the Life Opportunities Trust and Mencap new two year contracts (with the option to renew for a further period of one year) for care and support services for the properties shown in table 2 of Appendix 1 of this report commencing the 1st July 2012 for the sum to be agreed and a reduced rate in year 2 of the contract to reflect the transition towards use of personal budgets.**
6. **Approve recommendations for decommissioning where premises provided by the providers in recommendation 3 (a) above are unsuitable for conversion to supported housing and cannot be utilised to address the needs of any other user group.**

#### **Reasons for decision**

Cabinet agreed to delegate authority for a range of new short-term contracts to provide personalised accommodation, care and support services to people with learning disabilities during the transition to personalisation.

#### **Alternative options considered and rejected**

Cabinet could have decided to bring the services in house or put them out to competitive tender, but felt that these options would not achieve best value or enable the continuity of service provision at the present time.

#### **Officer to action:**

Paul Feven, Social Care, Health & Housing



## **Exempt Information**

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### **462. THE LANCASTER CENTRE & HERMITAGE NURSERY, LANCASTER ROAD, UXBRIDGE**

#### **RESOLVED:**

##### **That the Cabinet:**

- 1. Agree that The Lancaster Centre and Hermitage Nursery, as shown edged red on plan dated 16.08.11 attached to this report, be declared surplus to requirements**
- 2. Authorises Officers to submit a planning application in respect of a residential development scheme of approximately 19 flats as part of preparations to market and dispose of the site**
- 3. Authorises Officers to dispose of the site on the open market by tender at a reserve price (or more) as set out in the report;**
- 4. Delegate authority to the Leader of the Council and Cabinet Member for Finance, Property and Business Services, in consultation with the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, to select the successful bid and for the property to be sold.**

#### **Reason for decision**

Cabinet agreed to declare the Lancaster Centre and Hermitage Nursery surplus to requirements as there was no service requirement for the site. Cabinet also made the necessary decisions to progress to planning application stage in order to maximise the Council's capital receipt.

#### **Alternative options considered and rejected**

Cabinet could have sold the property in a different manner or sold it without planning permission, but this was rejected as it would not have provided value for money.

#### **Officer to action:**

Michael Bennett, Planning, Environment, Education and Community Services

## **Exempt Information**

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### **463. 54 HOWLETTS LANE, RUISLIP**

#### **RESOLVED:**

##### **That the Cabinet:**

- 1. Declares the subject property surplus to requirements,**
- 2. Delegate authority to the Deputy Chief Executive and Corporate Director of Planning, Environment and Community Services, in consultation with the Cabinet Member for Finance, Property and Business Services, to determine the method of sale and make all necessary decisions in respect of this.**

#### **Reason for decision**

Cabinet agreed to declare the property surplus to requirements as there was no service requirement for the site. Cabinet also delegated decisions in respect of the sale of the site in order to maximise the Council's capital receipt.

#### **Alternative options considered and rejected**

Cabinet could have decided to re-develop the property in a different manner, but this was rejected as it would not have provided value for money.

#### **Officer to action:**

Michael Bennett, Planning, Environment, Education and Community Services

## **Exempt Information**

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#### 464. VOLUNTARY SECTOR LEASES UPDATE

##### RESOLVED:

That Cabinet agreed the rents in the report, which were subject to negotiation with the voluntary sector organisations concerned, and instructed the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services to commission the Borough Solicitor to complete the appropriate rent review memorandum and lease documentation.

##### Reasons for decision

Cabinet considered applications from voluntary organisations and agreed to let/rent the properties concerned at less than the full market value in accordance with the Council's Voluntary Sector Leasing Policy.

##### Alternative options considered and rejected

Cabinet could have chosen not to apply the Voluntary Sector Leasing Policy.

##### Officer to action:

Greg Morrison -  
Planning, Environment, Education and Community Services

##### Exempt Information

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#### 465. ANY OTHER ITEMS THE CHAIRMAN AGREES ARE RELEVANT OR URGENT

None.

The meeting closed at 7.32pm

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### **IMPORTANT INFORMATION**

#### DECISION AUTHORITY

Meeting after Cabinet, the Executive Scrutiny fully endorsed all of Cabinet's decisions and they therefore now come into effect from 5pm, Friday 23<sup>rd</sup> December 2011.

**Changes to proposed decisions:**

Officers should note that the Cabinet amended recommendations and thereby agreed revised decisions on the following items:

- Item 5 (minute 449) – new recommendation 5
  - Item 7 (minute 451) – recommendation 4 revised
  - Item 16 (minute 460) – amended recommendation
  - Item 19 (minute 463) – amended recommendation
-

## DISABILITIES COMMISSIONING PLAN 2011 - 2015: OUTCOME OF CONSULTATION

<b>Cabinet Member</b>	Councillor Philip Corthorne
<b>Cabinet Portfolio</b>	Social Services, Health and Housing
<b>Officer Contact</b>	Paul Feven – Social Care, Health and Housing
<b>Papers with report</b>	Appendix 1 - Draft Disabilities Commissioning Plan 2011-2015

### 1. HEADLINE INFORMATION

<b>Summary</b>	This report provides Cabinet with feedback from the consultation that has taken place on the proposals contained within the Disabilities Commissioning Plan. The report identifies the proposed changes to the plan arising from the consultation process and seeks Cabinet approval for a number of recommendations relating to them.
<b>Contribution to our plans and strategies</b>	The Disabilities Commissioning Plan supports the objectives of the Sustainable Community Strategy and the Health and Wellbeing Strategy.
<b>Financial Cost</b>	Consistent with the proposed budget
<b>Relevant Policy Overview Committee</b>	Social Services, Health and Housing
<b>Ward(s) affected</b>	All

### 2. RECOMMENDATIONS

That Cabinet:

1. Note the Report on the Disabilities Commissioning Plan consultation programme (attached as Appendix 1)
2. Approve the amendments to the Disabilities Commissioning Plan resulting from the consultation process as set out in paragraph 25 of this report
3. Authorise officers to implement the amended Disabilities Commissioning Plan and the following specific recommendations:
  - a. Develop a new resource centre for people with complex needs at the Queens Walk site;
  - b. Decommission the services for disabled people with complex needs provided currently at the Phoenix Day Centre;

- c. **Decommission Park View and Woodside Day Centres and use the sites to develop extra care supported housing for people with learning disabilities;**
- d. **Implement the proposed eligibility for transport as set out in the Disabilities Commissioning Plan and as further clarified in paragraph 25 (I);**
- e. **Implement the positive commitment from Cabinet for officers to carefully support service users through the process of change and potential uncertainty as well as work closely with parents and carers to tailor services to the needs of their sons and daughters (including the design and development of the new resource centre at Queens Walk).**

### **Reasons for recommendation**

The delivery of the Disabilities Commissioning Plan will lead to:

- Improved access to information, advocacy and advice services
- Better outcomes for people – social inclusion, promoting independence, choice and control; access to employment
- A specialist resource centre for those with the most complex needs
- A programme to transfer most other people with a learning disability to personal budgets so that with support they can purchase and arrange their own services from a range of providers in a number of community settings
- Increase the choice of services available from the voluntary sector to assist service users and carers with support planning
- Increase the extent and range of supported housing available for people in the borough people

### **Alternative options considered/risk management**

Cabinet could decide not to approve the Disabilities Commissioning Plan or to amend specific proposals contained within the Plan.

### **Policy Overview Committee comments**

The Social Services, Health and Housing Policy Overview Committee has recently undertaken a review of Personalisation and Disabilities. Within the review POC members received witness evidence from carers and disabled service users in receipt of personal budgets. The witnesses reported that personal budgets had been used to purchase social care services for the past three years and had proved to be more flexible in meeting individual needs than the traditional approach. Members acknowledged that both witnesses (including a carer) felt more supported within the new personalised arrangements.

Part of the review included a review of safeguarding arrangements within the personalised approach to social care services including the use of pre-paid cards.

### **3. INFORMATION**

#### **Supporting Information**

1. The Disabilities Commissioning Plan 2011-2015 ("The Plan") outlines the Council's proposals for services for people with learning disabilities and people of working age with physical disabilities.
2. At its meeting on the 27<sup>th</sup> September 2011 Cabinet gave in-principle approval for the Plan, subject to consultation. This report provides Cabinet with a summary of the views received during the consultation process as well as setting out a number of proposed changes to the Plan.
3. The Plan has been developed in response to the changing needs of disabled people in Hillingdon as well as the direction of travel taking place across the country, inspired by national policy directives from successive governments over the last decade.

#### **The national context**

4. National government policy has for some time been focussed on changing the lives of disabled people. Key themes have been the promotion of independence and choice via Self Directed Support. In future, all adults who are eligible for social care will have a personal budget in order to ensure they have more control over how their needs are met.
5. In December 2007 the Government published 'Putting People First'; proposals for the transformation of adult social care. The introduction of "personalisation" meant that service users could take control of their own care through a support plan funded by a personal budget calculated according to their need. This prompts a gradual shift in the role of statutory services and social care staff from providing care directly to one that is more focused on ensuring that people have access to advocacy, information, advice and 'brokerage': Helping people to arrange their own services and make their own choices.
6. Two years later the Government published 'Valuing People Now', a strategy for people with learning disabilities which set the agenda for health, housing, employment, education and community inclusion. Personalisation would be embedded within all local authority services. The vision of people with disabilities leading fulfilling lives with opportunities to study, work and enjoy leisure and social activities was a powerful one which raised the sights of service commissioners and providers beyond the scope of traditionally defined services.
7. In February 2011 the Government published 'Think Local, Act Personal: the Next Steps for Transforming Adult Social Care', which linked 'Putting People First' with the new Vision for Adult Social Care (published Oct 2010) to assert that councils, health bodies and providers need to work more collaboratively to personalise and integrate service delivery across health and adult social care; and make vital public funding go further. The new Vision for Adult Social Care sets out a new agenda based on a power shift from the state to the citizen, by committing to extend the rollout of personal budgets, increase preventative action in local communities, keeping people independent and helping to build the Big Society.

#### **Transforming social care for people with disabilities**

8. Social care services must be transformed in order to ensure that people with disabilities are enabled to be active within the community.

- People with disabilities can be disconnected from their communities, without any meaningful programme of vocational, social, leisure or learning activities.
- People with learning disabilities can find it difficult to use local mainstream services such as leisure centres, sports facilities, libraries, cinemas, restaurants and shopping centres. While inaccessible facilities can be a practical obstacle, there has also been a lack of accessible information as well as a lack of appropriate support. The tradition of providing a specific building in which activities for people with learning disabilities can take place is not an acceptable replacement for community based activities.
- Another challenge is how to provide meaningful learning opportunities for people with learning disabilities who want to re-enter adult education in later life or take up learning programmes for recreation.
- Ensuring that people are able to use public transport safely and easily and with confidence is a critical part of the changes that need to be made. Being able to use public transport is vital in connecting people to jobs, services and social networks. The lack of access to good, regular and accessible transport seriously impacts on people's ability to get and keep jobs and friends or get an education.

9. To address these issues local authorities across the country are undertaking a major programme of transforming social care services as well as the lives of the disabled people who use them.

### **The local context**

10. The Disabilities Commissioning Plan is the latest development in a ten year programme of modernising services for people with disabilities.

- *The Best Value Review of Accommodation and Residential Care for Adults with Learning Disabilities 2001* - Hillingdon was noted as having a high level of in-house accommodation with an over reliance on out of borough residential care compared to other authorities.
- *The Joint Review in 2003* underlined Hillingdon's reliance on traditional services and confirmed that the council was the second highest provider of residential care for people with learning disabilities in the country.
- *Supported housing developments* were achieved in the period 2002-2005 with a number of new housing opportunities for people with learning disabilities including Horton Road in 2002, Hyde House in 2004 and Herne Close in 2005.
- *The Learning Disability Modernisation Programme (A Strategy for Housing, Accommodation, Care and Support 2005-10)* was approved by Cabinet in 2005 with a number of components including increasing the range of housing, care and support options for people with disabilities; encouraging more independence and reduce over reliance on residential care; providing more opportunities for people with disabilities to live in an independent tenancy with floating staff support; improving the quality of council buildings providing services or accommodation; shifting the focus of residential care towards people with complex disabilities and, above all, enabling people with disabilities to express their preferences about the options available to them through person-centred planning.



- *Opportunities For All: the council's strategy for day and employment services 2006-2011* was approved by Cabinet in 2006. The strategy identified that while the number of people with a learning disability was growing, the number of people attending council provided day services had been incrementally declining over the previous five years. The move away from day centre services was particularly evident amongst younger adults who preferred being supported to access colleges, community facilities, paid employment opportunities or community outreach services through the use of direct payments.

## **Transforming services in Hillingdon**

11. There is still much to be achieved however and Hillingdon is less advanced in some areas than comparator authorities.

12. Compared to other areas of London, Hillingdon has the highest gross spend on social care for adults with learning disabilities and the fifth highest spend on adults with physical and sensory disabilities. The high spend is the result of more people being placed in expensive and often inappropriate residential and nursing care placements than in neighbouring boroughs, where there is greater use of supported housing.

13. Disabled people have said they prefer services that give them greater independence and more control over their lives and there is currently an over provision of institutional forms of accommodation. Wider housing options are required in Hillingdon including models that support independence rather than promote dependence.

14. There is a greater demand for services from the Council due to the increasing number of disabled people living in the borough, with more complex and higher levels of need. In addition, the aspirations of disabled people are changing with an increasing demand for community based services that enable people to lead more independent lives. At the same time the money available to councils is reducing and the national financial situation provides greater impetus to change the way services are delivered and take confident steps towards a modernised set of services capable of meeting people's needs for the years to come.

15. The Plan sets out a vision of how modernised social care provision can meet these challenges. Many of the proposals continue the direction of travel established over the past ten years. Disabled people will be supported to live independently in the community where this is appropriate, with housing and support services tailored to their needs. The development of more supported housing within Hillingdon will enable people to live in their own homes for as long as they wish, rather than in inappropriate institutional forms of care. Disabled people will be supported to access a far wider range of activities and opportunities which already exist in the community. Opportunities to work and be active are strongly valued by service users and will be supported by the Council in partnership with the private and third sector. The way in which these changes are realised will be influenced by the choices that disabled people make, using their personal budgets to ensure that social care services support them to live the lives they aspire to.

16. Service users already using personal budgets are choosing their own activities and making arrangements to access a variety of educational, skills development and leisure pursuits. The use of personal budgets will expand to all service users over the next year or so which will enable a tailored approach to day time activities rather than the tradition which assumes that peoples' needs can only be met from group activities within a specific building. Activities can be organised from home with increasing use of locally based, universal services such as leisure facilities, libraries and community centres as well as preventive and voluntary sector services.

This will deliver a modernised approach to meeting people's needs and an inevitable reduction in the number of people attending buildings based day centres.

17. People with learning disabilities with more complex needs will continue to require a buildings base from which they access other forms of support including universal services. It should be noted that buildings based day opportunity services for people aged 18-64 with physical disabilities are shared with older people. These services will be specifically considered by Cabinet later this year as part of a draft Joint NHS and Hillingdon Council Commissioning Plan for Older People.

18. Encouraging more independent travel arrangements is a key part of the plan for the future. Many people are in receipt of DLA mobility component which is there to meet transport needs. Others have Freedom passes and motability payments towards cars. Direct council funding of transport to adult social care services will be focused on people who do not have access to these alternatives. This will enable a greater equity in transport subsidies across all users as Council funding will be focused on those people without alternative forms of transport or alternative forms of financial support.

19. Decommissioning of services no longer required will enable reinvestment in personal budgets and the development of a more tailored and more person-centred approach to social care.

### **The case for change**

20. In short, Hillingdon's approach to the provision of adult social care has been very traditional and heavily reliant on institutional care and buildings based services. There has been a tendency to refer people to existing Council provided services rather than develop a more personalised approach to delivering the outcomes that people need. The Council spends a higher proportion of its overall care budget for people with learning disabilities on institutionalised care than any other London authority, while the Council's pattern of spend related to people with physical disabilities is also far more focused on institutionalised care than is good practice. While out of step with the need to support people independently and within the community, the projected demographic changes over the coming years will also mean that the likely increase in demand from people with more complex needs will be unaffordable unless a different approach is adopted.

21. A number of specific actions are required in order to effectively respond to this set of circumstances:

- We must enable more people to be supported to make use of personal budgets to buy and arrange their own day opportunities.
- We must increase the use of universal facilities in the community e.g. by transferring activities from day centres to community centres; and make better use of local organisations.
- We must enable more people with complex needs to access the community and improve facilities in the community to make them more accessible.
- We must reduce reliance on the use of Council provided transport for people with a learning disability and support independent travel, with support from travel assistants where necessary.

- We must support more people into work, work placements and volunteering.

22. These actions will enable us to reduce reliance on day centres and provide people with a much wider and more exciting range of opportunities, whilst still retaining a buildings based resource to support users with the most complex needs as well as their carers.

### **Feedback from Consultation and Proposed Response**

23. Following the report to Cabinet in September 2011, the Council has undertaken a comprehensive consultation programme with service users, carers and other stakeholders.

24. **Appendix 1** summarises

- The key proposals from the Plan
- Feedback from the consultation process
- Response to the points raised by service users, carers, staff, voluntary and community organisations and other stakeholders during the consultation process.

25. The following summarises the changes that are being recommended to Cabinet to make to the Disabilities Commissioning Plan as a result of comments received during the consultation process:

#### *Personalisation*

- a) The role of the online directory in enabling residents to use their Personal Budgets will be widely publicised through media such as Hillingdon People, partner newsletters and posters in places such as GP surgeries. Officers are working with the West London Alliance (WLA) and developing a facility to enable service users to upload reviews of the services they are considering whether to purchase. This will act as a very powerful guide in helping people to decide how best to spend their Personal Budgets. Library staff will be able to assist people to do this where they do not have access to computers or where they need support to do so.
- b) Information will be available online and provided directly by care managers on the availability of externally provided support planning and brokerage services designed to enable residents eligible for community care services to make the best use of their Personal Budgets.
- c) Information about personalisation is being reviewed directly with service users to ensure it is clear that there are a number of options available to residents as to how they use their Personal Budgets are managed, e.g. direct payment or managed by the Council on their behalf.
- d) The Council is also in the process of reviewing communication directly with service users to ensure that clear messages are available to users, their carers and other stakeholders regarding how vulnerable adults are safeguarded in circumstances where residents are contracting directly with providers.

#### *Advice and Information*

- e) Officers will explore ways of ensuring that the information contained in the online Directory is accessible to people from Hillingdon's diverse communities. Organisations commissioned to provide information and advice (which will be primarily from the voluntary and community sector) will be accessible by residents with a range of needs. Access to services is reviewed as part of the Council's contract monitoring process.
- f) Library staff will be equipped to assist Hillingdon's diverse communities and support their independence.

- g) As part of the development of the information directory, officers are working with partner agencies as requested by respondents to link up the different directories that exist to provide a single, comprehensive directory of services. This will avoid residents having to go to different places in order to obtain the information and advice they require.

#### *Modernisation of Day Services*

- h) Officers will ensure that users and carers who have expressed an interest in being involved in the design of the Queens Walk Resource Centre will be able to contribute their views.
- i) In partnership with service users and carers, the Council will take forward the views that have already been provided on the key elements that need to be included within the state of the art, borough-wide specialist resource centre (including a hydro therapy pool, sensory room, snoozalem, café open to the local community and a garden area) as well as ensure that a range of services provided within the facility include therapies (such as physiotherapy, music and drama), information and advice on employment and training, and outside activities. In early deliberations on the proposed centre, officers have been considering a zoning design to enable all of these facilities to be provided.
- j) The Council will work with and support private and voluntary providers of residential care to ensure that current users of day centres have a tailored programme of community based activities.
- k) The Council will build in provision for community spaces, activities and drop in facilities within current and future extra care schemes across the borough to maximise the services and activities that are available for people with disabilities

#### *Transport*

- l) The availability of accessible transport will be considered when assessing users for the Queens Walk Resource Centre. The variety of different circumstances facing service users makes a blanket approach to travel inappropriate. However, the Council will, on a case by case basis, ensure that *every service user* assessed for the Queens Walk facility will have appropriate transport arrangements in place in order to address the concerns raised during consultation. These arrangements will be discussed and integrated into the individual's support plan.

#### *Supported Housing*

- m) The Council will work with partners to ensure that the development of supported housing schemes is accompanied by access to day activities and appropriate community equipment. This will assist with the transition as some people move from residential accommodation to more independent supported living arrangements.
- n) Arrangements with housing providers will be explored in order to address the practicalities of people moving from residential care into their own home, such as the provision of furniture packages.
- o) Officers will create working groups of disabled residents and their carers to discuss proposals for supported housing schemes.
- p) Officers will explore the potential for enabling residents to "stay the night" in a supported housing scheme to help with the decision-making concerning moving

#### *Transition from Children's to Adults' Services*

- q) Officers will establish regular open meetings to give young people and their carers the opportunity to be informed about developments in meeting the needs of young people in transition from children's to adults' services. The frequency of meetings will be determined in consultation with young people and their carers.

## **Financial Implications**

26. The savings quoted in the September Cabinet report of £4,479k are net and make due allowance for replacement costs. The savings are calculated on an assumed rate of transfer of people from residential placements into community based accommodation over the period up to March 2015. They take into account an assumed level of on-going need for transport; a building based resource centre; the expected value of individual personalised budgets; rising demographics, as well as the ongoing cost of maintaining a number of people in residential placements.

27. The model has been refreshed as part of the current MTFF and now reflects more certainty with regards to the new build supported accommodation programme. The model estimates that the number of people in long term residential placements with a disability will fall over the 3 year period to March 2015 from 261 to 107. This represents a gross reduction in spend of £16.8m compared with the 'do nothing' option. The difference between this figure and the £4.5m MTFF saving represents the estimated on-going costs of supporting this group to live in a community based setting and absorbing rising demographic pressures.

28. It should be noted that the MTFF and associated capital programme would need to be revised if the proposed changes were to be amended. Should the current service delivery remain unchanged the demographic modelling indicates that the costs of residential and nursing care totalling £20.4m in table 2 on page 11 of the Disability plan, would rise by 17.6% to £24m by 2014/15.

## **4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

29. An equalities impact assessment has been conducted by officers on the proposed changes to social care provision for people with disabilities. The impact of the reduced provision of buildings based day services will be mitigated by a range of positive and constructive work with each service user. People will be given more control on how money is spent on social care services through the use of personal budgets and there will be greater transparency about the cost of services and how public money is used to address need. Disabled people will be supported to live independently in the community where this is appropriate, with housing and support services tailored to their needs. The development of more supported housing within Hillingdon will enable people to live in their own homes with security of tenure. Buildings-based services will continue to support people with complex needs.

### **Consultation Carried Out or Required**

30. The comprehensive consultation undertaken is summarised on page 1 of Appendix 1.

31. The Cabinet Member for Social Services and Housing chaired a Petition Hearing on 16<sup>th</sup> January 2012 attended by approximately 60 residents. The petition was signed by 1,812 people who wished to register opposition to proposals to decommission the Phoenix Centre as well as the proposals to develop a new resource centre at Queens Walk. Many of the issues raised by the lead petitioner during the hearing are reflected in the consultation report attached as Appendix 1. However, the key points raised by the lead petitioner are outlined below with a brief response to each:

*Issue 1 – The Lead Petitioner first heard of the proposals from an article in the Gazette*

Detail – As Appendix 1 details, all service users and carers were written to at the start of the consultation process. Prior to this, the modernisation of services for people with disabilities has been an ongoing issue raised with service users and carers at the Learning Disability Partnership Board and the Parent Carer Reference Groups.

*Issue 2 – Only three meetings have been held with no minutes sent to attendees*

Detail – The whole list of meetings held as part of the consultation programme are listed on page 1 of Appendix 1. There were many meetings held with a variety of stakeholder groups. The vast array of comments made at these meetings, in letters and in one-to-one discussions were comprehensively recorded and used in order to prepare the consultation report. The document now acts as a formal record of the consultation process.

*Issue 3 – The proposals are a “done deal”. Parents were not asked for their opinions and no alternatives have been presented.*

Detail – Service users, carers and other stakeholders were, in a variety of ways, presented with proposals. The meetings were designed to maximise people’s ability to give their opinions (using small table based discussions that allowed everyone to speak openly for example). The proposals are the result of a carefully considered programme of modernisation with a variety of elements, each linked but also able to be considered individually such as the increased use of personal budgets, the broadening of services for people with disabilities and the increased use of supported housing. As such, the proposals represent the direction of travel that the Council feels is most appropriate. Where a variety of options can be presented – such as the facilities that would be available at the Queens Walk site, the consultation has focused on these. As Appendix 1 demonstrates, the Council has certainly listened to and responded to people who were not in favour of the proposals.

*Issue 4 – The proposals to close day centres have arisen in order to enable the Council to fund its supported housing programme*

Detail – While the Council’s proposals are certainly that the sites for Woodside and Parkview would be used to develop supported housing for people with disabilities, it is important to establish the order of events. The proposals to decommission Woodside and Parkview were developed as part of the overall strategy to modernise services for people with learning disability and a move away from traditional buildings based services. Although a consequence of this was that the sites could be used for much needed supported housing, the driver for the proposal was the need to modernise provision.

*Issue 5 – Transport issues*

Detail – These are addressed in detail in Appendix 1.

*Issue 6 – Concern over potential under-provision linked to the estimated 70 users for Queens Walk*

Detail - The proposals for a new resource centre to serve the needs of up to 70 service users is based on the current attendance at day centres taking into account those service users living in residential accommodation that will have their needs met by the residential provider and those who will be able to access alternative activities using personal budgets. While this is an estimate and subject to individual assessment, the Council is confident that it reflects the number of people with complex needs who are likely to need a specialist resource in the medium term including the potential for a small number of young people who will be coming through the social care system. In the longer term, while there will be an increase in young people with complex needs it is unlikely they will require day centre provision due to the increased use of personal budgets.

### *Issue 7 – Standard of day activities provided within residential homes*

Detail - Residential providers are already providing alternatives to day centres. This includes a range of activities that are personally tailored to the individual. The transition to increased activities within residential provision (rather than continued reliance on externally provided day centres) is being supported by the Council. One of the Council's day centre managers has been helping to develop a day opportunities programme with residential staff to provide activities for residents. It is important to note that activities are not restricted to the building so the issue is less about the facilities available within residential homes than the imagination and person-centred nature of the activities that are being arranged. As a comparison, 70% of the activities currently organised by Woodside Day Centre take place *outside* the centre.

### *Issue 8 – Lack of opportunities to use personal budgets*

Detail - As is noted within Appendix 1, a degree of the concern from carers has been caused by the lack of full understanding of how personal budgets will transform the opportunities available to people. While current day activities are often focused on what is available within a specific building (the day centre), personal budgets enable service users with support to explore personal interests and activities unlimited by the availability of community facilities or services. People will positively identify the recreations they want to pursue – including the pursuit of existing interests and hobbies as well as the development of new skills. Increasing numbers of people are able to employ personal assistants to help them meet their support needs, building on the experience of those with direct payments at present.

### *Issue 9 – Best use of Council sites including Bourne Court*

Detail - The proposals do not involve financial gain for the Council but the public funding of a range of modernised services and housing for people with disabilities as well as other vulnerable people. The Council must use its own resources and assets in order to invest in the future of Hillingdon and Bourne Court offers the best potential for the Council to be able to ensure it can deliver modernisation within its own resources. To retain and expand upon the Bourne Court site would not be the best use of the Council's limited assets. Money and housing is not being put before the needs of vulnerable people but in fact the opposite – the supported housing programme is focused on meeting the needs of the most vulnerable people in Hillingdon including those currently attending day centres. Supported housing is an example of the Council planning for the future needs of people with disabilities – including the needs of people with learning disabilities who may be currently cared for at home but where circumstances may change such as the ill health or death of the carer. Overall, the Disabilities Commissioning Plan represents an investment of over £26m in supported housing, a significant part of which is focused on people with physical and learning disabilities. These issues are also addressed in more detail within Appendix 1.

32. The overall plan is designed to dramatically improve service provision for people with learning disabilities – a holistic approach addressing new homes tailored to people's needs as well as social care services that are fit for the future.

## **5. CORPORATE IMPLICATIONS**

### **Corporate Finance**

33. Corporate Finance has reviewed this report and is satisfied that the savings as stated are consistent with the current MTFE strategy. Corporate Finance is also satisfied that the savings proposals have been developed using sound financial modelling. It should be noted that the MTFE would need to be revised if the proposed changes were to be amended.

## **Legal**

34. This Report advises Cabinet of the consultation process that has been completed in relation to the Disabilities Commissioning Plan, and seeks approval to amend the Plan to accommodate views that have been expressed during the consultation process.

35. The courts have held that consultation exercises by public bodies must be:

- 1) undertaken when proposals are still at a formative stage;
- ii) include sufficient reasons for proposals to allow those consulted to give intelligent consideration and an intelligent response;
- iii) adequate time must be given for this response and
- iv) the product of the consultation must be conscientiously taken into account when the ultimate decision is taken:

36. The Report shows that every service user and/or their carers were invited to participate in the consultation, and that a series of meetings with service users/carers, staff and stakeholders were also held. The consultation period extended over 3 months and a summary of the responses received has been included in this report. Further, a number of comments have been accepted by the Council, including a commitment to involve service users/carers in the design of the new centre at Queen's Walk.

37. The Borough Solicitor therefore advises that the consultation process has complied with legal requirements.

38. With regard to the proposal to develop a new resource centre at Queen's Walk and to decommission the existing day centres in the Borough, all Service users will have their needs assessed. Those who need services at Queen's Walk will be provided with those services and transport to the centre will also be provided when necessary.

39. As stated in the report, following assessment of their needs, some existing service users may no longer be provided with services.

40. The Equalities Impact Assessment details the potential adverse effects for service users of the Council re-assessing their needs and sets out the steps that the Council will take to ameliorate any adverse effects.

41. In addition, the Council has a duty under section 49A of the Disability Discrimination Act 1995 to "have due regard to the need to take steps to take account of disabled persons' disabilities, even where that involves treating disabled people more favourably than others'. Legal advice will be provided on a case by case basis to ensure that the Council continues to comply with this duty.

## **Corporate Property and Construction**

42. The land currently occupied by the Day Centres at Woodside and Parkview will be used to provide supported housing in-house. The land currently occupied by Phoenix Day Centre will be sold with planning permission in order to generate a capital receipt. This receipt will be maximised by the fact that the Wren Centre are also being asked to move. Negotiations have begun with the Wren Centre on the idea of them sharing the Queens Walk building once it is completed.



## **6. BACKGROUND PAPERS**

- Equalities Impact Assessment
- Cabinet report 27<sup>th</sup> September 2011

# Consultation Report

## Disability Commissioning Plan

### Methods of consultation

1. This summary represents the views of over 350 individuals including service users, carers and service providers who work with relevant groups including the Disabled Association for Hillingdon, Age UK, the Local Involvement Network (LiNK), the Association for Multiple Sclerosis, The Stroke Association, Hillingdon Centre for Independent Living, Ear4U and Perfect Start. The consultation commenced with a letter to all carers and service users in October 2010 providing details of how to access further information and take part in the consultation. The text of the letter is provided in **Appendix 2** for information. As the letter outlines, service users, carers and stakeholders were invited to a range of meetings in order to offer their views on the proposals. Those unable to take part in the group meetings were offered interviews on a one-to-one basis. LiNK provided a detailed submission – key issues are covered in this report although a separate response from the Council will be provided to LiNK in advance of the Cabinet meeting.

2. Aside from this specific consultation programme, it is important to emphasise that the Disabilities Commissioning Plan has been influenced by the ongoing consultation with service users and carers on the direction of travel required for social care services. The needs, requirements and aspirations of service users are the core of regular care management reviews and support planning. Service user feedback on services such as day centres, residential care and supported living arrangements are important sources of data as are the trends of service user activity and the patterns of spend for people using personal budgets.

3. Consultation on the Plan has been undertaken in order to influence the Council's proposals which are at a formative stage. The chart below provides details of the comprehensive consultation programme which gave service users, carers and stakeholders the maximum opportunity to give their views.

Date w/c	Consultation Activity
w/c 26 Sep 11	Key themes and frequently asked questions documents published
w/c 26 Sep	Easy read version of key themes and frequently asked questions published
3 <sup>rd</sup> October	Disabilities Commissioning Plan published on the 'Have Your Say' web pages with emailed link sent to over 900 stakeholders
5 <sup>th</sup> October	Consultation with Council staff affected by the proposals
7 <sup>th</sup> October	Information presented at the Learning Development Provider Group
7 <sup>th</sup> October	2 consultation meetings with Council staff affected by the proposals
14 <sup>th</sup> October	All carers/service users written to with information on how to access the information on line and how to request a paper copy
10 <sup>th</sup> October	Consultation with the Disability Assembly (92 people attended)
18 <sup>th</sup> October	Consultation with the Learning Disability Service User Forum – key themes presented in easy read version (30+ people attended)
20 <sup>th</sup> October	Consultation with the Adult Learners with Difficulties and Disabilities Forum – key themes presented in easy read version (20+ people attended)
25 <sup>th</sup> October	Consultation with Partnership Board / Valuing People Now Group – key

Date w/c	Consultation Activity
	themes presented in easy read version (15+ people attended)
1 <sup>st</sup> November	Consultation with the Parent Carer Reference Group
9 <sup>th</sup> November	Parent-Carer meeting at the Phoenix Day Service
10 <sup>th</sup> November	Special meeting of the Disability Assembly to discuss key themes from disabilities plan (120+ people attended)
16 <sup>th</sup> November	Service user meeting at Woodside Day Centre
17 <sup>th</sup> November	Parent-Carer meeting at Woodside (23 people attended)
18 <sup>th</sup> November	Service user meeting at Charles Curran House
21 <sup>st</sup> November	Parent-Carer meeting at Parkview (9 people attended)
22 <sup>nd</sup> November	Parent-Carer meeting at Charles Curran (17 people attended)
22 <sup>nd</sup> November	Service user meeting at Phoenix Day Centre
23 <sup>rd</sup> November	Carers Meeting (35 people attended)
22 <sup>nd</sup> December	Meeting with Parents and Carers of children in Transition (51 attended)
16 <sup>th</sup> January 12	Petition Hearing related to the proposed closure of Phoenix Centre (approximately 50-60 attended)

4. This report takes the main themes of the Plan and presents a
- short reminder of the key proposals
  - summary of the comments from the consultation process and
  - response to the comments.

## **Personalisation**

### Key proposals

*5. All users will have a personal budget by April 2013 that will give them greater choice and control over how their care and support needs are met. Services within the voluntary sector will assist service users and carers with planning and meeting their support needs.*

### Outcome of consultation

6. The majority of people who responded agreed that personal budgets create greater choice, independence and flexibility for some individuals. Personal budgets were seen to enable people to recruit and employ staff with the right skills and training to meet needs. Continuity of support could be improved in the process. Personalisation could enable access to universal services such as community activities, libraries, swimming and other leisure services. There was also acknowledgement that personal budgets may encourage the development of services and support being in the community that may not have been available before. It was felt that personal budgets would be particularly beneficial for people with less severe learning disabilities who are more capable of choosing services.

7. Respondents to the consultation (“respondents”) recognised that a directory of services was a vital part of helping people to exercise choice and control as was a greater range of support and assistance available in the social care “marketplace” such as personal assistants. The Council was encouraged to work with the voluntary sector so that organisations were in a position to offer a varied set of day activities for groups and individuals.

8. A number of comments made during the consultation process strongly suggest that people do not fully understand personal budgets and how they will work. There were many calls for greater clarity about personal budgets, the process and procedures, as well as the support that will be available to enable people to access and use personal budgets. There is also a general concern around safeguarding vulnerable people who may receive personal budgets to ensure they are not subject to financial abuse and to ensure that the money is used to meet care needs identified in assessments. It is unlikely at this point in time that people understand the positive opportunities that will be opened up by the introduction of personal budgets.

9. There were also concerns and anxieties expressed regarding the process of managing a personal budget for a family member who has complex needs or regarding older carers who do not want the responsibility of managing a personal budget on behalf of the cared for person. Some carers were concerned that if they have to manage a personal budget *and* the package of care, they will not be able to continue to cope with their caring role.

10. Other concerns from carers focused on people with disabilities accessing public transport and universal services. Some carers reported a general feeling that some residents do not tolerate people with disabilities on buses, in libraries and other community settings. Community facilities were said not to always have suitable toileting facilities for disabled people while the new swimming pools at Uxbridge and Hayes were said to not be suitable for some disabled people. It is clear that many carers value day centre services for their dependants due to the benefits of respite for the carer as well as the social interaction day centres provide.

11. There were specific requests for:

- Good quality care assessments that are robust, are carried out regularly and at an appropriate time and identify the main aspirations of service users – the skills of staff carrying out these assessments were recognised as critical
- Greater information about how to use personal budgets, including how flexible they are, what they can be used to purchase and whether they will cover the actual cost of activities needed by the service user
- Support for people who cannot choose or who cannot manage a personal budget independently as well as support for those who want to manage a personal budget but who may be fearful of organising national insurance and tax or entering into contracts with personal assistants
- A list of day activities that people can access with clarity about what services are available – some people also wanted to know whether personal budgets could be used to access day centres
- Help for people to pool personal budgets as a group in order to get better value for money
- The development of the right kind of services that people will want to purchase including qualified, experienced personal assistants
- Good financial systems within the Council to protect vulnerable service users with a personal budget including safeguarding them from financial abuse

### Response to consultation

12. A range of information on services, support and activities will be available to residents, service users and carers within the online directory of services ('Careplace'), which is due to be launched. More information about this is provided in the section on Information, Advice and Advocacy below.

13. One of the main emerging roles of the Council will be to work with other west London authorities, the voluntary sector and other external providers to develop services that people want to purchase with their personal budgets. This involves a number of steps:

- Assessing the needs of individuals, determining a support plan including activities that will meet the needs identified
- Collating the range of ideas and activities across all service users
- Sharing information with service providers about the kinds of activities that people are using their personal budgets to fund. This will help to stimulate the market and meet needs that may not be addressed adequately at the present time.
- Engage with the voluntary sector to evaluate options for new services and support the process of development
- Encourage innovation in support planning and grouping of personal budgets where this helps to address particular needs

14. It is important to emphasise that this is not an overnight process but the start of a gradual transformation of social care delivering changes over the next few years, particularly over the next 12 months as the use of personal budgets increases. It would not be possible for the market to be fully developed at the present time as the information from support planning is a critical part of the process. For a number of respondents, particularly carers, the transformation process is currently difficult to envisage and therefore is the subject of concern but the evidence shows that personal budgets lead to service users having greater choice and control about how their needs are met. To assist the process of market development the Council is currently working with a specialist and developing a calendar of activities in coordination with voluntary and private sector providers.

15. It is also important to stress that the shift from buildings based services to community activities is not all about *new* services being put in place. Currently, 70% of the activities for service users attending the Woodside Day Centre are taking place in the community rather than within the confines of the building. The situation at Phoenix Day Centre shows a similar pattern – there are currently only 13 service users attending, with a daily attendance of approximately nine people. Usage has reduced with older service users retiring from day services and those living in Council provided residential care receiving a personalised day opportunities programmes.

16. As respondents identified, people will need practical support to manage their finances, plan their support and find the right services and activities to meet their needs. Across the country, this support will increasingly be available from the voluntary sector, commissioned by local authorities. In Hillingdon, the Council is tendering for a service to provide financial advice, support planning and brokerage for personal budget holders which will be available in the early part of 2012. Support planning will stimulate and support the imaginative use of personal budgets as well as helping people to get greater value for money by pooling budgets (e.g. for travel). Experienced support planners will help service users tap into community centres and other existing community facilities. Work is in progress to help ensure that swimming pools in the borough are more accessible for people with disabilities.

17. Where service users do not wish to manage their personal budget, the new personalised system will be flexible. If requested, the Council will manage the personal budgets of service users which should help to ease the anxieties that have been expressed by carers during consultation. Overall, this will not be a dramatic process of sudden change but one phased over a period of time. Personal budgets will be introduced for new service users from late-January

2012. For existing service users, personal budgets will be introduced from the point of their care review. By April 2013, all service users will be in receipt of a personal budget (including those managed by the Council).

18. Effective support planning and brokerage services will ensure that a personal budget is sufficient to cover the cost of activities identified to meet a service user's needs. Council expenditure on social care has never been unlimited and, similarly, personal budgets will need to be managed so that the cost of activities is contained within the available resource. Experience in other areas of the country more advanced in the use of personal budgets shows that this is more than possible and capable of meeting the needs of people effectively but with greater flexibility and value for money than the current system of a local authority determining how social care needs can be met within a limited range of traditional services.

19. Financial systems will be in place to help the Council to protect personal budget holders. Personal budget holders will use a pre-paid card that is capable of alerting the Council very quickly to spend that does not fit the agreed support plan which will enable appropriate action to be taken. Personal budgets will not however enable a person to purchase services from day centres unless this has been approved as part of an individual needs assessment.

## **Information, advice and advocacy**

### Key proposals

*20. There will be an on-line information directory on the council's website. The contact centre and local libraries will be developed as local information hubs. A range of voluntary sector organisations will provide specialist information and advice. A generic advocacy service will support people who lack capacity but who are not eligible for assistance through the Independent Mental Health Advocacy (IMCA) Service. The service will be available to people in care homes, regardless of whether they are funding their own care. It will be a service that is jointly commissioned by a number of west London councils.*

### Outcome of consultation

21. Comments in this area were supportive of the Council's proposals. A number of suggestions were made about how best the Council can ensure that the Information and Advice Directory will be comprehensive and accessible to all of Hillingdon's residents. Amongst the key issues raised were:

- The Directory should be comprehensive and include details of universal services, services and activities across borough boundaries as well as information held by other partners on existing directories.
- The Directory should be developed in easy read with picture options for people with a learning difficulty; in audio for visually impaired and British Sign Language (BSL) for the deaf and hard of hearing. Provision also needs to be made for people who do not read English or where their reading ability is poor.
- The Council should consider designing the directory with an on-line mechanism for residents to feedback on services.
- A communications campaign will be needed to raise awareness of the Directory including Hillingdon People. The campaign should also be in easy read format and sign-post residents to where they can get further information.
- There should be a Contact Centre free phone number that residents can use so that any delays in answering the phone do not cause expense for residents

- Accessing specialist systems (e.g. talking books, learning disability packs) in libraries will require sufficiently trained staff.

22. A number of suggestions were made concerning the Council's proposals for advocacy including the need for the council to support voluntary and community groups to provide more services for Hillingdon residents which are available for people with personal budgets. It was also suggested that advocacy services should be developed that can be accessed by *all* residents, whether or not they qualify for services. Existing services should also be reviewed to ensure they offer value for money.

#### Response to consultation

23. The need for a single directory combining all the information from other partners' directories is recognised, although it may take time to achieve this in full. The Directory has been developed by the West London Alliance (WLA) and will initially include organisations, services and activities available across West London with information drawn from the databanks of local authorities. All of the options for making the information available in different formats will be explored. Enabling service users to provide on-line feedback on services they have received will be planned as part of the development of the Directory although this facility will not be available immediately. The suggestions concerning the need for an awareness campaign are accepted and agreed.

24. Providing a free-phone number for the Council's Contact Centre would not be affordable in the current financial climate. However, the Contact Centre is currently under review to ensure that residents receive a quick response as well as a good outcome to their query.

25. Library staff will be given disability awareness training, including effective communication with people with learning disabilities

26. The Council will work with voluntary sector organisations to develop services that help people identify the support they need and the services and activities they require to meet those needs – otherwise known as support planning and brokerage. There will also be independent advocacy for people receiving or who might want to receive personal budgets. These services are currently being tendered and should become operational in the early part of 2012.

27. The Council is undergoing a fundamental review of all internal and external services to ensure that they are focused on achieving the right outcomes for Hillingdon's residents as well as being value for money.

28. The Council unfortunately does not have the resources to fund advocacy services for people who do not qualify for services. It will, however, help to promote services provided by the voluntary sector that are universally available.

#### **29. Consultation with service users currently using the day centres and/or living in residential care**

From December 2010 to January 2011, 197 service users and carers spoke to Community Peer Researchers, either face to face or over the telephone. This gave them the opportunity to share their concerns and say what they needed the Council to do to support them through the modernisation of services. The following is a summary of the views of 26 service users from Woodside Day Centre and 9 service users from the Rural Activities Garden Centre:

Service users expressed their desire to take part in activities and outings. 13 service users when asked “why do you come to the day centre?” spoke positively about activities and outings. Service users that are active from their homes also take part in sporting activities such as football, bowling and swimming.

When asked about using a personal budget, 7 service users expressed a wish to attend sporting activities and outings like dancing and the theatre in the future

Some service users enjoy swimming: 3 services users said this was an activity they did when not at the day centre. 2 service users spoke of the possibility of going swimming in the future using personal budgets.

College courses are also popular, 6 service users said in the future they would like to continue to attend college courses.

27 - 31 service users (depending on topic) were interested in further support with cooking, shopping, home help and budget planning. 6 service users said they wanted to use a personal budget to continue with day services.

23 service users expressed an interest in work or work experience.

Many service users with a learning disability can use public transport with support. 21 service users asked said they can travel by TfL when supervised. Good use of travel passes combined with planned trips to London landmarks and other places of interest would provide alternatives to day services and meet the needs of service users who have stated that they would like to go out on trips and go shopping. Shared personal assistants would make good use of a personal budget for service users who have similar interests.

112 service users attended outside clubs or activity outside of day centres. 6 service users listed their college course as an activity outside of day services.

During the consultation on the Disabilities Commissioning Plan, people using day services were consulted on the main proposals. This was conducted by the Upward Group, a peer group of people with learning disabilities trained in presentations. Discussion included the new resource centre at Queens Walk which would replace the current day centre provision for people with complex needs. Service users also gave views through the Disabilities Assembly and the Learning Disability User Forum. A group of adult learners with learning disabilities were also asked for their views.

Most saw the day centres as an alternative to staying at home. They were clear they wanted to get out and about and the social element provided by the centres was very important to them. They responded with specific activities that were important to them such as swimming, work experience, shopping and socialising.

While a number of service users did not have a positive or a negative response to the proposals to close the day centres, a number of people did provide a range of comments which are summarised below:

*Likes to go on days out and socialise*

*Likes shopping, swimming, lunches out and loud music*

*Likes company, evenings with other people and companionship*

*Worried about the day centre shutting if this means being at home all of the time*

*Likes to go out and does not mind the centre shutting if this means going out every day – would not like to be at home every day*



*Would like to go out for lunch*  
*Would like to go to Uxbridge*  
*Looking forward to paid work as has done this before*  
*Happy with the day centre and doesn't want it to close*  
*Does not want to stay at home and enjoys coming to the day centre*  
*Would be very upset if the day centre closes down*  
*Would be OK if I went out every day and did nice things instead*  
*Would be concerned about the day centre – where else would they go?*  
*Would like work experience*

While there is clearly some concern about the future of day centres, the focus is mostly on alternative activities rather than the specific building based service itself. For those service users who will not receive a service at Queens Walk, careful support planning will enable people to identify the activities they want to meet their needs.

## **The proposed Queens Walk resource centre**

### Key proposals

*30. Buildings based services will be focussed on supporting those with the most complex need and/or to provide respite for carers where no other service is available. People in registered care homes accessing day services will have their needs reviewed to identify how their need for day opportunity services can be met. A new resource centre will be opened at Queens Walk, South Ruislip for people with complex needs. Existing day centres at Park View, Phoenix and Woodside Day Centres will be decommissioned with service users supported to use personal budgets to use community based services or supported at the new Queens Walk facility depending on their needs.*

### Outcome of consultation

31. During the consultation, carers in particular were concerned about the proposed changes to day centres – disruption for service users and carers as well as specific concerns about the location of the proposed new facility at Queens Walk and the problems this may pose in terms of transport. A number of requests were received for more information on the proposed site, the design, the activities that would be available and the general benefits to service users and carers. There was also a great deal of constructive and positive engagement with service users and carers.

32. There were a number of responses to the consultation that were fully in support of the day centre proposals. Respondents commented that the council had overly relied on building based services for people with a learning disability despite the fact that people's needs would have been more appropriately met within the community. It was recognised that there was a need for a buildings based service for people with complex needs so the Queens Walk proposal was welcomed.

33. People made a wide variety of suggestions concerning the way the Council should **plan for the changes to day centres**. The Council should:

- Ensure that decisions made by Cabinet are implemented quickly to avoid a long drawn out process of uncertainty
- Plan the transition appropriately with adequate time for changes – e.g. the new facility should open before the closure of the remaining day centres.

- Ensure access to information about changes and progress is disseminated to service users and carers in a timely and appropriate way
- Put in place appropriate services (community based and preventative activities) via a personal budget before stopping any day care provision. Many service users could access colleges, sports centres, take part in work experience and would like ongoing work either paid or voluntary.
- Ensure that providers of residential services are supported to organise day activities for service users and ensure that the day activities are in place before stopping any day care provision for service users.
- Review the capacity of the new resource centre to ensure that it will accommodate current and future need. There were concerns that the Council was underestimating the demand for day centre services and that, once the plans to reduce the number of day centres in the borough had been implemented, it would be too late to turn back.

34. There were some specific queries about service users in residential placements where day activities were expected to be offered by the residential provider. Respondents said that not enough time was being built in to ensure that service users have activities in place and that there was not always enough staff to enable the activities to be personalised. The Council was asked to ensure transition from buildings based day services to personalised community activity is well planned and that resources (including personalised budgets) are in place to enable the changes to happen.

35. Respondents offered a range of comments on the **ideal design of Queens Walk** as well as the type of services that could be provided at the new facility. The Council was requested to:

- Involve service users and carers at every stage of the process in relation to the design and development of the new facility
- Make certain that the new facility enabled service users with different abilities to access services and activities
- Consider the needs of service users with complex behaviour.
- Ensure that the following provisions were included within the design of the building:
  - Hydro therapy pool, sensory room and snoozalem
  - A café open to the local community and staffed by volunteers
  - Accessibility: ramps, doors and space for wheelchairs
  - Equipment: hoists, lockers, showers, changing rooms
  - Cooking facilities: Kitchen, cooker and a microwave
  - Toileting facilities: changing tables, washing machine and dryer for soiled clothes.
  - Staff: sufficient numbers to manage the centre safely
  - Outside area with parking facilities
- Ensure that service provided within the facility included therapies (such as physiotherapy, music and drama), information and advice on employment and training, and outside activities.

36. There were also questions about the cost of the proposed Queens Walk facility and the length of time it would take to develop. Respondents inquired whether the Queens Walk facility would be a new build development of a refurbishment of the existing facility on the site.

37. There were a number of comments and suggestions made in relation to the **location of the proposed resource centre**:

- Develop one of the existing day centres (Phoenix, Woodside and Parkview) as the site for the new resource centre as these were said to be fit for purpose, in a good location

for where the carers/service users reside and more suitable in terms of the space for outside areas. By using existing buildings the Council would also prevent the need for demolition and rebuilding and save money.

- There were questions as to why the Council's plans for supported housing could not be satisfied on the Queens Walk site rather than the other day centres as proposed.
- As Queens Walk is situated in the north of the borough, this will be difficult to access for people living in the south. Respondents said that access would be made more difficult by poor transport networks and difficulties with traffic, especially around the A40. Some respondents asked for a feasibility study to be carried out to see whether Hatton Grove and Colham Road could be used for day placements for those with complex and high support needs as a way of giving a local solution to those people living centrally or in the South of the borough.
- Some respondents however, aware of the discussions concerning the suitability of the Queens Walk site, pointed out that there were currently a number of people living in the *north* of the borough who were attending Park View Day Centre without undue problems. Queens Walk was also said to be more centrally located than either of the two schools for children with severe learning disabilities.

### Response to consultation

38. The location of the proposed new facility has been chosen following a full review of all the Council's available sites.

39. The cost of the 4 year supported housing redevelopment programme is £27.4m and only £3.4m is funded by the Homes and Communities Agency (HCA). The rest of the programme will be funded from the Council's own resources - including land - and from partner housing associations that will identify sites and provide funding as part of the normal planning process for affordable housing.

40. The closure of Phoenix Centre enables a large site (Bourne Court) to be sold which will contribute towards generating the capital required to fund the Council's capital programme. This includes much needed supported housing which will benefit people with physical and learning disabilities. Also located on the site is the Wren Centre, a Mencap provided social club for people with learning disabilities. As the Wren Centre requires a new facility, the proposal is for it to be moved, enabling the whole Bourne Court site to be sold. Discussions will be undertaken to enable the club to utilise the proposed Queens Walk facility. This will be reflective of the current Wren Centre activity (evenings and some weekend use) and will be complementary to the proposed use of the resource centre as a whole.

41. The disposal of the Bourne Court site means that the Park View and Woodside sites can be retained and these are most suitable to develop supported housing for people with learning disabilities. There are a range of needs the Council must consider including older people, people with physical disabilities and people with mental health needs. This has led to the need for a difficult choice to be made concerning the most appropriate sites that need to be sold in order to fund the modernisation programme.

42. Queens Walk is not suitable for developing residential accommodation due to the planning restrictions. It does however offer a good sized piece of land on which to develop a state of the art resource centre for people with learning disabilities. The design of the building will reflect the needs of the people who use it and the Council is committed to involving a range of stakeholders in the design and development process including service users and carers. It will be totally refurbished, both internally and externally with the grounds around Queens Walk

remodelled to increase the space available and develop a garden. The importance of managing a mix of need levels at the new resource centre is fully recognised and accepted.

43. In response to the concerns about the specific location of the proposed resource centre in terms of travel, it is important to maintain a balanced view. There are two schools for people with severe learning disabilities in the borough with the primary school (Grangewood) in the north of the borough and the secondary school (Moorcroft) in the south. While young people with learning disabilities have certainly had to cross the A40 north-south divide at some point in their school life, there is no evidence that this has resulted in significant hardship. It is also important to be aware that 25% of the current users of Park View (located in Farriers Close, Hillingdon) have to travel from the north of the borough to use the service; 45% of the current users of Woodside (located on the Uxbridge Road in Hayes) travel from the north of the borough and 47% of the current users of Phoenix (located in South Ruislip) have to travel from the south. The current proposals are not significantly different from that faced by a large number of users and their carers at the present time.

44. The use of the term “resource centre” as opposed to the more traditional “day centre” is deliberate – a resource centre is expected to be more dynamic than a day centre with programmes tailored to the needs of individual users rather than people participating in pre-arranged and more general activities.

45. The Queens Walk facility will be used by approximately 70 people a week although this will be spread across the week as not everyone will need a five day per week service. It is envisaged that there will be no more than 35 people using the centre each day. Moving to one centre – as opposed to two as requested by some respondents during the consultation – enables the Council to focus on providing a single, excellent facility and get better value from limited capital and revenue resources.

46. Many authorities are closing all day centres as part of their transformation of social care services although Hillingdon is approaching this in a more balanced and managed way, with buildings based services remaining for people with complex needs. Managing and maintaining two centres for people with disabilities within a population of 260,000 would not be sustainable for the future.

47. Subject to Cabinet decision, the closure of Phoenix, Park View and Woodside will be phased over an 18 month period with the Council working closely alongside service users and carers to enable a smooth transition. The number of services will reduce from three to two and the new resource centre at Queens Walk will open before the closure of the remaining services. The majority of current day centre users will be fully supported to access services in the community, leaving approximately 70 people per week requiring a building-based service which will be provided at Queens Walk. The actual timetable will be developed once Cabinet has made its decision on the Disabilities Commissioning Plan. Although the existing day centre sites at Parkview and Woodside will be used to develop supported housing, the comments concerning the potential to also build in accessible community facilities for people with learning disabilities will certainly be explored.

48. In terms of the impact upon people living in residential accommodation, there has been good experience to date of working with service users in council residential accommodation to access appropriate day activities. In response to the comments received, the Council will share good practice and support private residential providers to continue to work with their residents to ensure a positive transition from day centre attendance to a programme of day activities in line with their needs and requirements.

# Transport

## Key proposals

49. *Transport that is provided and funded by the Council will be available to those in the greatest need. People on benefits with a mobility element (including motability cars) will be asked to make alternative arrangements and will be signposted to other options.*

## Outcome of consultation

50. The main transport issue raised by respondents was linked to the proposed site at Queens Walk. Those people living in the south of the borough said that the travel distance would be considerable. Carers said they were accustomed to those cared for being collected and brought back from day care so taking responsibility for transport would lead to a significant amount of their respite (the time they do not have to care) being reduced. Carers also reported that this additional responsibility will be too much for them to cope with due to the reduction in their free time and the additional stress caused by having to provide transport. Although raised less frequently, there were also concerns around cost. Many carers asked whether there would be an option to pay for council provided transport.

51. It was reported that some individuals, unable to be travel trained, would need to be escorted to and from Queens Walk which would take a significant amount of time on a daily basis. It was considered quite a long walk from the nearest bus stop to Queens Walk - a resident reported that they walked briskly from the bus stop to Queens Walk to measure the time and said that it took 20 minutes.

52. Some carers and service users wanted to pursue supervised travel with the aim of working towards independent travel where this was suitable. Personal budgets were seen as a way of achieving this.

53. Other comments were received from carers concerning service users who would not necessarily have the ability to take a bus or tube train just because they were eligible for a Freedom pass or receive DLA/Mobility Allowance. Some service users would not be able to access public transport due to a physical disability or behavioural problems. A number of carers reported their concerns about service users having to use public transport as they had previously experienced verbal abuse from other passengers and no longer felt comfortable using this option. Other issues related to the use of taxis (including the cost and reliability of adapted taxis) and the lack of wheelchair access at some stations including Uxbridge.

## Response to consultation

54. The proposed facility at Queens Walk will be focused on those with the most complex needs and it is not envisaged that service users will be using public transport for travel.

55. The variety of different circumstances facing service users makes a blanket approach to travel inappropriate. However, the Council will, on a case by case basis, ensure that every *service user* assessed for the Queens Walk facility will have appropriate transport arrangements in place in order to address the concerns raised during consultation. These arrangements will be discussed and integrated into the individual's support plan.

56. The experience of providing travel training for people with disabilities in Hillingdon, particularly with less complex needs, has been positive and encouraging. Many people have been supported to become more independent, opening up access to the community in a way that can make radical changes to people's daily lives

## **Community Equipment Model**

### Key proposals

*57. The introduction of a retail model for equipment services will provide service users and carers with greater choice in how their needs for Simple Aids to Daily Living are met.*

### Consultation Outcome

58. Respondents were supportive of the proposals for the retail model with a number of suggestions being made about how the equipment service could work including:

- Develop an accessible catalogue of items
- Promote the range of providers that offer community equipment
- Reduce waiting times for an assessment for equipment to avoid accidents, possible hospital admissions and reductions in independent living
- Increase advertisements about equipment, including hosting exhibitions to increase awareness and produce a DVD
- Tell service users at the point of assessment the type of equipment which is available
- Work with hospitals to ensure that people are discharged with the equipment they need

59. There were queries about

- The process for requesting an assessment
- Whether providers were already in place to provide equipment
- Service users who may be unable to go to a retailer in order to choose the equipment they require
- How service users would access equipment if they were in a hospital
- Whether suppliers outside of the borough could be accessed for those people who live on the borders of the borough
- Whether equipment could be traded or exchanged if a person's needs change in order to make best use of resources

### Response to consultation

60. Assessments can be requested through Hillingdon Social Care Direct (HSCD), the Council's contact centre for social care services, or at HCIL in Hayes. Anyone receiving a prescription following an assessment will receive information about other types of equipment that they may wish to consider. This information will also be written on the prescription form.

61. The catalogue of available items is already accessible to all service users. Information available on the Council's website and in leaflet form signposts service users to all of the available community equipment retailers spread across the borough. The information advises residents that retailers may be able to deliver equipment if they are unable to collect it and also explains that they can approach any accredited retailer to redeem their prescription. Service users are asked to contact the Council's special delivery service if the equipment is no longer required.

62. The suggestions for an exhibition facility have already been taken on board. Residents can see the types of equipment that are available by visiting the Hillingdon Centre for Independent Living (HCIL).

63. The Council is intending to introduce more trusted assessors which will enable occupational therapist (OT) resources to be focused on the assessment of people with more complex equipment needs. Trusted assessors are trained by the Disabled Living Foundation to prescribe items of equipment of low risk.

64. These are very early days for the new prescription service but it is intended that over the next few months it will be introduced into the Hospital. This will mean that family or friends of people in hospital will be able to collect the desired equipment on their behalf before they return home.

## **Supported Housing**

### Key proposals

*65. There will be a dramatic increase in supported housing options. Approximately 279 homes will be developed for disabled people as part of a programme of supported housing development in the borough. The Council will work with third sector providers of residential homes for people with learning disabilities to convert them to supported living where this is appropriate.*

### Outcome of consultation

66. All of the people who commented on this section were in support for the proposals around supported housing and extra care. A number of suggestions were made for the Council to consider including:

- Ensure that residents have access to a range of activities
- Ensure that 24 hour support is available including a buddy service to show new tenants around
- Install equipment and minor adaptations based on the assessed needs of each resident
- Ensure care and support needs are met, including shopping and money management
- Ensure transition plans are in place for those moving from residential to supported housing/extra care
- Give potential residents the opportunity to stay in a placement overnight to see if it suits their needs
- Increase promotion of the available schemes, including on the internet
- Increase the ability to move from private to public sector housing for people who need supported housing or extra care facilities
- Create communal areas for people to meet and socialise
- Ensure there are adequate staff to support people moving in
- Ensure that support staff take into account mental health as well as physical needs
- Involve disabled people in the design and planning of schemes
- Consider employing service users of low and moderate needs to work in the reception areas

67. There were queries in a number of areas including:

- Provision of furniture for those moving into an empty apartment
  - Whether there would be access for couples who live together but only one is disabled
-

- Eligibility for people who own their own home but who need supported housing or extra care housing

#### Response to consultation

68. The Council will consider all of these positive and constructive comments as part of the development of each supported housing scheme. “Supported housing” covers a wide spectrum of models including those that are suitable for independent and semi-independent living. Not all housing will require 24 hour on site support, although all extra care housing will certainly include this as part of a standard package of services available to residents.

69. The suggestion of enabling potential residents to “stay the night” in a supported housing scheme as part of the decision-making concerning moving in is a most interesting suggestion with great potential. This will be explored across all schemes.

70. The requests for residents to be able to purchase supported housing is reflective of the high proportion of owner occupiers in Hillingdon, particularly amongst older people. As a result, the Council will be working with providers to ensure there is a supply of supported and extra care housing available for residents to purchase on a shared ownership basis for those with some capital or to purchase outright.

71. The Council will include a number of two bedroom properties in supported housing and extra care developments to reflect situations where the disability of one person in a couple prevents the sharing of a room.

72. It is clear that a number of people moving into supported and extra care housing will not have adequate furniture. The Council will therefore work with housing providers to ensure that furniture starter packs are available if required and these packs will also include crockery and cutlery.

73. The Council will set up a group of users and carers to look at the design of supported housing schemes. Users and carers will be identified through existing groups such as the Learning Disability User Forum and the Parent/Carer Reference group. We will also seek to involve some of the users and carers who have responded to the consultation but are not generally part of these other groups.

### **Closure of Charles Curran House**

74. This section relates to the comments made by service users who will be moving from Charles Curran House to more suitable housing. There were a number of queries raised including:

- The timetable for residents moving out of Charles Curran House
- Whether all residents at Charles Curran House would be located together
- Location of the new supported housing and extra care schemes
- Whether the schemes would be run by the council
- How people would be given a choice

#### Response to consultation

75. It is generally accepted by stakeholders that the lifespan of Charles Curran House is limited. The individual needs of current residents are being assessed in full discussion with them to



ensure everyone has a well managed transition to safe and appropriate accommodation. The alternative option of moving to a scheme such as Cottesmore House has been well received. Six residents will be moving into their own flats with a package of support to meet their assessed needs. There will be opportunities for people to move into new accommodation in small groups.

76. The Council's supported housing programme is in progress to deliver further new build developments similar to Cottesmore House as well as smaller schemes (e.g. for four people) and people from Charles Curran House are already being identified for these. Further schemes are likely to be built on behalf of the Council by registered providers such as housing associations at a number of locations under discussion at the present time. All of the moves from Charles Curran House will be completed within 18 months.

## **Transition from Children's to Adult's services**

### Key proposals

*77. A simple pathway through transition will be in place that is agreed by all agencies. This will enable all those involved in transition including young people and their families to know how to access information, what is likely to happen and when, and with whom, things are likely to happen. Reduced funding will be available for 3-year placements at residential colleges. Instead young people in transition will have services provided within the borough.*

### Outcome of consultation

78. A number of specific queries were raised by young people during the consultation period.

- How to access supported housing.
- The timescales for the development of college courses with accommodation for Hillingdon.
- Whether there will be any future information sessions to keep young people and their parents informed of developments.
- Whether special educational facilities will be developed locally to prevent young people with complex needs having to be placed outside of the borough.
- How professionals in adult social care become aware of the needs of children being supported by children's social care services.
- How the Council will ensure that supported housing is available only for Hillingdon residents and not people from other boroughs.
- Whether carers' assessments are carried out at the same time as the assessment for the person with disabilities.
- Whether the most is being made of services outside of the borough, i.e. whether we are using existing services in neighbouring boroughs that might be nearer than other parts of Hillingdon or not available at all locally.

### Response to consultation

79. The comments made during the consultation process show that there is a need to improve communication between the Council and young people and their carers. This will be addressed by arranging more opportunities for young people and carers to meet with Council officers to discuss the transition process, the modernisation of social care and the implications of this.

80. Integral to the modernisation process is the provision of supported housing rather than residential placements that are invariably outside of the borough. Generally supported housing developments will be for people with higher needs (although some housing developments will

cater for people with lower needs). The Council will nominate people to supported housing schemes and schemes will only be available to Hillingdon residents.

81. The Council is working to prevent the need to make out of borough placements in residential colleges. The number of young people with more complex needs such as autism is increasing and we will explore how personal budgets can address needs more effectively. Discussions are in progress with local colleges to identify specific courses required. By July 2012 we plan to be able to meet the needs of people currently in out of borough college places who will be leaving in 2012. Firm proposals will be in place for people who would otherwise have to be placed outside of the borough.

82. It is recognised that there are some users who have difficulties in expressing their choice and the Council is seeking to address this by putting appropriate support services in place. A support planning and brokerage service is currently being tendered and will be provided by an external organisation with experience in assisting people in these circumstances.

83. Early planning is the key to ensuring a smooth transition from children's to adults' services. The Council's Transition Team acts as a conduit between children's and adults' services and has a central role in the planning process. The planning process, which currently starts from around age 16, will start earlier at age 14.

84. Supporting carers is critical to enabling vulnerable young people to remain independent. Identification of the support needs of carers is achieved through the carer assessment process. The assessment of the carer's needs is something that should be offered to the carer by the social worker at the time of the user's assessment.

85. The Council is aware that neighbouring boroughs have a range of services that Hillingdon residents may wish to access. The online information directory which is being developed in partnership with neighbouring London boroughs will include services, including clubs and societies that are available across the region. This will not initially include services that are available across the border in Hertfordshire and Buckinghamshire but this is something that can be developed once the directory is established.

## **Other Comments**

86. Some detailed responses to the consultation queried the needs assessment that the Council had undertaken in order to develop the Plan.

- The Council was said to be relying upon unreferenced national data and local intelligence. There was an assumption that no more than 70 people would need the resource centre at Queens Walk without the supporting evidence.
- The information from consultation exercises does not indicate dissatisfaction with day services in principle. The face to face interviews focus on physically disabled and older members of the Asian community rather than people with learning disabilities.
- There would appear to be a gap in residential provision for the future.
- The Commissioning Plan includes data on comparative spend among councils which represents less than 1% of the total spend on learning, physical and sensory disabilities.

### Response to consultation

87. In developing the Plan and the associated Equality Impact Assessment, the Council has used a variety of information sources including data from the Council's social care data management system (Protocol) as well as data from individual social care assessments of

people with disabilities, Personal Social Services Expenditure data, population projections (Projecting Adult Needs and Service Information System data) and research by the Centre for Disability Research.

88. The proposals for a new resource centre to serve the needs of up to 70 service users is based on the current attendance at day centres taking into account those service users living in residential accommodation that will have their needs met by the residential provider and those who will be able to access alternative activities using personal budgets. While this is an estimate and subject to individual assessment, the Council is confident that it reflects the number of people with complex needs who are likely to need a specialist resource in the medium term including the potential for a small number of young people who will be coming through the social care system. In the longer term, an increase in young people with complex needs is unlikely to need to be met within day centre provision due to the increased use of personal budgets by young people.

89. Consultation with service users – the document refers to specific consultation with carers and service users attending day centres as well as the Rural Activities Garden Centre. The Council's understanding of the needs of service users has also emerged from in depth discussions with all service users as part of the annual support planning and review process. Consultation was not intended to find evidence of dissatisfaction with the *principle* of day centres but did illustrate that service users enjoyed a wide range of activity outside of a traditional building based service. The Plan is proposing a *transformation* of the approach to providing services for people with disabilities. A key part of this is not assuming that the majority of disabled people who are assessed as requiring a service can have their needs met within a specific building. Most people's needs can and will be met by identifying a range of activities within a community setting. The understanding and the use of personal budgets will gradually support this transformation by enabling people to identify for themselves (with support) the components of the plan to meet their needs.

90. The Plan outlined the fact that Hillingdon relies upon residential accommodation for people with learning disabilities far more than other local authorities. The pattern of spend is therefore similarly disproportionate. Part of the reason for the over-reliance upon residential accommodation has been the lack of genuine alternatives. It is likely that a number of people with learning disabilities are inappropriately placed in residential accommodation rather than a more independent and less institutional form of living. A key part of the plan centres on the Council's proposals to develop supported accommodation for people with physical and learning disabilities. There will be a number of different types of accommodation developed in order to meet the spectrum of needs. Accommodation with 24 hour on-site support will be provided, as well as accommodation for people capable of more independent living. So, rather than experiencing a gap in the provision of residential accommodation, the Council actively plans to reduce this type of provision and radically expand on the use of supported accommodation.

91. In terms of the financial case for change, the Plan (page 11) outlines the gross spend on social care for people with physical, learning and sensory disabilities. This shows that day care is 12% of the overall spend rather than 1% as suggested – a total of £4.8m. Residential care constitutes 55% of overall spending on people with learning disability (£16.7m) as opposed to 15% which would be in line with good practice.

### **Consultation Letter to Service users and carers**

Dear Service user/Carer,

#### **Disabilities Commissioning Plan 2011 - 2015**

I write to invite you to attend a consultation meeting regarding the Disabilities Commissioning Plan 2011 -2015, please also see below details of how you may 'Have your say' on Hillingdon's web pages and also obtain and read documents pertaining to the proposals.

As you may be aware, Hillingdon council is proposing to change the way it provides services. In line with the government targets on meeting the Personalisation agenda, the focus will be on promoting choice, control and independence for people living in Hillingdon. Proposals to help us achieve the changes have been written in the following plans:

- Disabilities Commissioning Plan 2011 - 2015
- Adult Social Care Personalisation and Commissioning Plan

The documents above, including executive summaries, easy read versions and frequently asked questions are available on Hillingdon Council's the 'Have your Say' web pages: <http://www.hillingdon.gov.uk/index.jsp?articleid=8876>. If you go to the 'Have your Say' web pages you can also complete an online survey asking for your views on the above documents.

During the next 2 months we would like to hear from Hillingdon Residents to find out what they think about the proposals. You can do this in the following ways:

- Go to the 'Have your Say' web pages
- Contact the Customer Engagement Team on 01895 250270, or email [jhawley@hillingsdon.gov.uk](mailto:jhawley@hillingsdon.gov.uk)
- Attend one of our consultation meetings
  - Disabilities Commissioning Plan – 10 November 2011, 11 pm to 1 pm
  - Adult Social Care Personalisation and Commissioning Plan – 8 December 2011, 11 pm to 1 pm

Please call 01895 250270, or email [jhawley@hillingsdon.gov.uk](mailto:jhawley@hillingsdon.gov.uk) if you:

- Want paper copies of any of the documents outlined in this letter
- If you want to register and get further information about the special meetings
- If you want to talk to us about anything in this letter

I have enclosed a copy of the frequently asked questions in relation to the Disability Commissioning Plan and I hope this will be useful. We look forward to hearing from you.

End

## STANDARDS AND QUALITY IN EDUCATION 2011

<b>Cabinet Member</b>	Councillor David Simmonds
<b>Cabinet Portfolio</b>	Deputy Leader of the Council Cabinet Member for Education and Children's Services
<b>Officer Contact</b>	Anna Crispin – Planning, Environment, Education and Community Services
<b>Papers with report</b>	None

### HEADLINE INFORMATION

<b>Purpose of report</b>	To report to Cabinet on the standards and quality of education in Hillingdon schools. This report provides a summary of performance trends and inspection outcomes for the academic year 2010/11
<b>Contribution to our plans and strategies</b>	Informs the Children and Young People's Plan
<b>Financial Cost</b>	None
<b>Relevant Policy Overview Committee</b>	Education and Children's Services
<b>Ward(s) affected</b>	All

### RECOMMENDATION

**That Cabinet notes the report.**

### INFORMATION

#### Reasons for recommendation

To provide the Cabinet with data on school performance in the borough

#### Alternative options considered / risk management

None

#### Comments of Policy Overview Committee(s)

The Education and Children's Services POC will be considering this report at its meeting on 9<sup>th</sup> February 2012.

## Supporting Information

1. The attainment and progress data analysed in this report inform on key issues of education within the Borough. Ofsted inspection outcomes are generally positive and reflect the good quality of education provided by Hillingdon schools.
2. This report is split into four sections: Summary of Standards (paragraphs 3 to 21), Summary of School Inspection Reports (paragraphs 22 to 24), Detailed Performance Information (paragraphs 25 to 59) and Conclusion & Next Steps (paragraphs 60 to 65).

### **Section 1: Summary of Standards**

3. A summary of attainment in 2011 and the priorities for further improvement are set out below. Information is presented in relation to each Key Stage and is based on 2011 public examination results. Full details of achievements are described in Section 3: Detailed Performance Information. It should be noted that points made regarding the performance of particular groups of pupils are often based on small cohort sizes and so there is the potential for significant variation year on year.

#### **Foundation Stage (Age 3 to 5)**

4. Outcomes at the end of the Foundation Stage continue to improve, with another increase in the proportion of pupils attaining the main threshold measure (from 57% to 59%) and a narrowing of the gap between the lowest achieving 20% and the rest (from 33% to 30%). Whilst outcomes for girls are higher than those for boys in most of the areas assessed, both locally and nationally, the proportion of boys reaching expected levels in 'Linking Sounds and Letters' is 5% above the national average and the proportion reaching expected levels in Writing is 7% above the national level.
5. Priorities for 2011/12 include:
  - *Narrowing the Gap between boys and girls in relevant areas.*

#### **Key Stage 1 (Age 5 to 7)**

6. The proportions of pupils reaching the thresholds of level 2+ or level 3 in Reading, Writing or Mathematics have either stayed constant or increased slightly this year. This was not anticipated as these children had scored higher in their assessments at the end Foundation Stage than those in previous years.
7. There is still a large gap between the performance of boys and girls in reading and writing and this is broadly in line with the gap nationally.
8. Whilst more girls than boys reached level 2 or above in Mathematics the proportion of girls reaching level 3 rose from 18% to 20% whilst the proportion of boys fell from 25% to 23%.
9. Priorities for 2011/12 include:
  - *Narrowing the Gap between boys and girls in relevant areas;*
  - *Ensure Key Stage 1 achievement is in line with that achieved at Foundation Stage to ensure clear progression.*

### **Key Stage 2 (Age 7 to 11)**

10. Attainment at the end of Key Stage 2 and progress between Key Stage 1 and Key Stage 2 in both English and Mathematics were generally higher than in previous years and in-line with or above national levels using most measures. In particular:
- a) Proportion attaining L4+ in both English and Mathematics remain above national levels at 76% (national 74%)
  - b) Proportion making 2 levels progress in English remained 88%
  - c) Proportion making 2 levels progress in Mathematics up from 81% to 86%
  - d) No schools below the floor target of 55% Level 4+ in both English and Mathematics
11. Priorities for 2011/12 include:
- *Continue to increase achievement at Key Stage 2 to be above the national average for all areas;*
  - *Continue to ensure no schools are below floor target.*

### **Key Stage 3 (Age 11 to 14)**

12. Since the removal of testing at the end of Key Stage 3, two years ago, there has only been limited attainment data available. Teacher assessments for 2010 show a continued upward trend in the proportion of pupils assessed at either level 5+ or level 6+ in the core subjects of English, Mathematics and Science. Outcomes in Mathematics are now above the national average whilst those in English and Science remain below.

### **Key Stage 4 (Age 14 to 16)**

13. Attainment at the end of Key Stage 4 has continued to increase both locally and nationally. However, the pace of improvement in Hillingdon schools has been particularly striking.
- a) Over 84% of pupils attained 5+ A\*-C grades in 2010, this compares to only 50% in 2005 and is a 4 point rise over 2010 figures, which compares to a 5 point rise nationally
  - b) About 58% of pupils attained 5+ A\*-C (including English and Mathematics), up from 55% in 2010
  - c) Pupils eligible for Free School Meals made better progress between Key Stage 2 and Key Stage 4 than nationally, particularly with reference to 5+ A\*-C grades. This is helping to narrow the attainment gap
  - d) Proportion of pupils making expected progress in English up from 71% to 76% and now higher than the proportion nationally.
14. Priorities for 2011/12 include:
- *Ensure that achievement (attainment and progress) continues to rise at Key Stage 4 for the eighth consecutive year;*
  - *Achievement in Hillingdon continues to increase above the national average;*
  - *The very few secondary schools with lower achievement increase at least in line with the national average.*

### **Key Stage 5 (Age 16 to 19)**

15. Outcomes in terms of Average Point Score per Pupil and Average Point Score per Subject are still below the national average. However, progress measures which take

into account the prior attainment of pupils at the end of Key Stage 4 show that these outcomes are higher than those for pupils with similar prior attainment nationally.

16. Partnership working is growing between learning institutions to allow young people to personalise learning and to provide a cost effective way of delivering the greater diversity of curriculum that is found at Key Stage 5. Arrangements include Uxbridge College, Hillingdon Training and Skillnet. This means that young people have available programmes of learning at Foundation level, at L2 as well as Apprenticeships post 16.

### **Looked After Children (LAC)**

17. When looking at 2010/2011 KS2 attainment it is the first year that the London Borough of Hillingdon's children, who have been looked after continuously for 12 months, have surpassed the national average for all looked after children.
18. When looking at 2010/11's Key Stage 4 GCSE attainment of Hillingdon's LAC, 34.8% of the cohort, (over one third), had a statement of SEN whilst an additional 11.6% have English as an Additional Language (EAL). 83% of children looked after continuously for 12 months attained 5 or more GCSEs including English and Mathematics A\* to C grades, this is higher than the national average of 80%.
19. Hillingdon Virtual School has focused on the early identification of Additional English Needs and Special Education Needs of pupils entering care and it is anticipated that this upward trend will therefore be maintained. This improvement will, over time, also be evidenced in improving results at Key Stage 4 for those who remain in long term care and will also improve life chances for those LAC who move on to adoption or return home.

### **Special Education Needs (SEN)**

20. When looking at 2010/2011 Key Stage 2 attainment for pupils with SEN, there was a significant improvement of those pupils with a statement attaining level 4+ in English from 11.1% in 2009/2010 to 14.9% in 2010/2011. The number of pupils who achieved 2 levels progress for English and Mathematics improved for those with statements and school action plus.
21. There was a significant improvement for pupils with a statement of SEN attaining 5+ A\*-G (including English and Mathematics) GCSE's this rose from 26.1% to 42.4%. 36.3% of pupils with school action and 20.2% school with school action plus also attained 5+ A\*-C passes (including English and Mathematics) in 2010/2011; this is an improvement of 2 percentage points and also in line with national averages.

### **Section 2: Summary of School Inspection Reports**

22. In the academic year 2010/11 17 Borough schools were inspected by Ofsted; these consisted of 6 secondary and 11 primary.
23. The overall effectiveness of 16 of these schools was deemed to be at least satisfactory, with 13 being judged as good or better.
24. The tables below summarise the inspection findings across schools both nationally and across the London Borough of Hillingdon:



## Primary Schools

Aspects of the school	Percentage of Schools (Number of schools in brackets)							
	Outstanding		Good		Satisfactory		Inadequate	
	National	LBH	National	LBH	National	LBH	National	LBH
Overall effectiveness	8	0 (0)	47	82 (9)	40	18 (2)	5	0 (0)
Achievement and Standards	7	0(0)	48	82 (9)	40	18 (2)	5	0 (0)
Quality of Teaching	4	0 (0)	53	82 (9)	39	18 (2)	3	0 (0)
Leadership and Management	10	9 (1)	54	73(8)	33	18 (2)	3	0 (0)

## Secondary Schools

Aspects of the school	Percentage of Schools (Number of schools in brackets)							
	Outstanding		Good		Satisfactory		Inadequate	
	National	LBH	National	LBH	National	LBH	National	LBH
Overall effectiveness	14	33 (2)	38	33 (2)	40	17 (1)	8	17 (1)
Achievement and Standards	12	17 (1)	41	50 (3)	40	17 (1)	7	17 (1)
Quality of Teaching	3	17 (1)	51	50 (3)	42	17 (1)	3	17 (1)
Leadership and Management	18	33 (2)	53	33 (2)	25	17 (1)	4	17 (1)

These tables show:

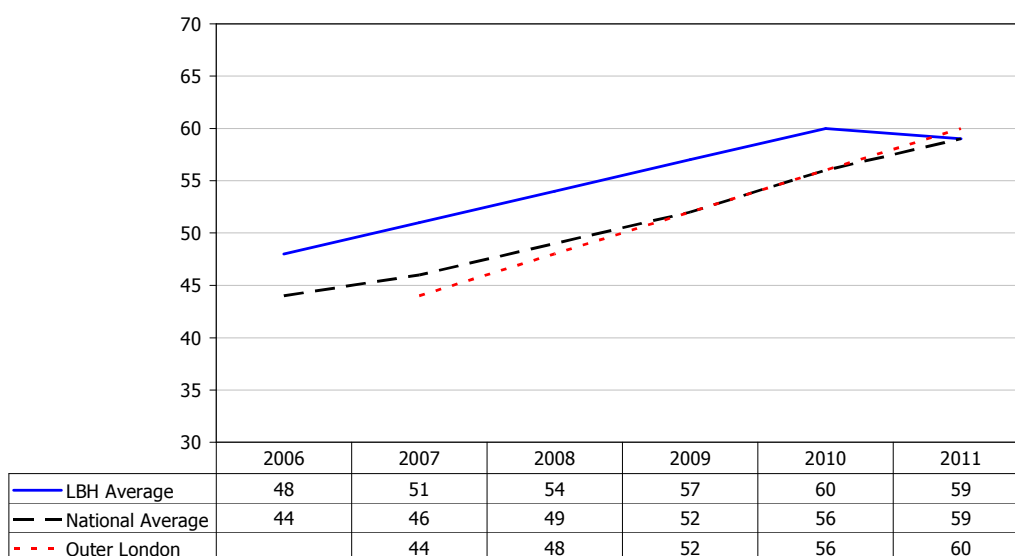
- A larger proportion of secondary schools assessed as outstanding locally than nationally
- Leadership and Management judged to be good or outstanding in a much larger proportion of schools locally than nationally.

## Section 3: Detailed Performance Information

### Foundation Stage

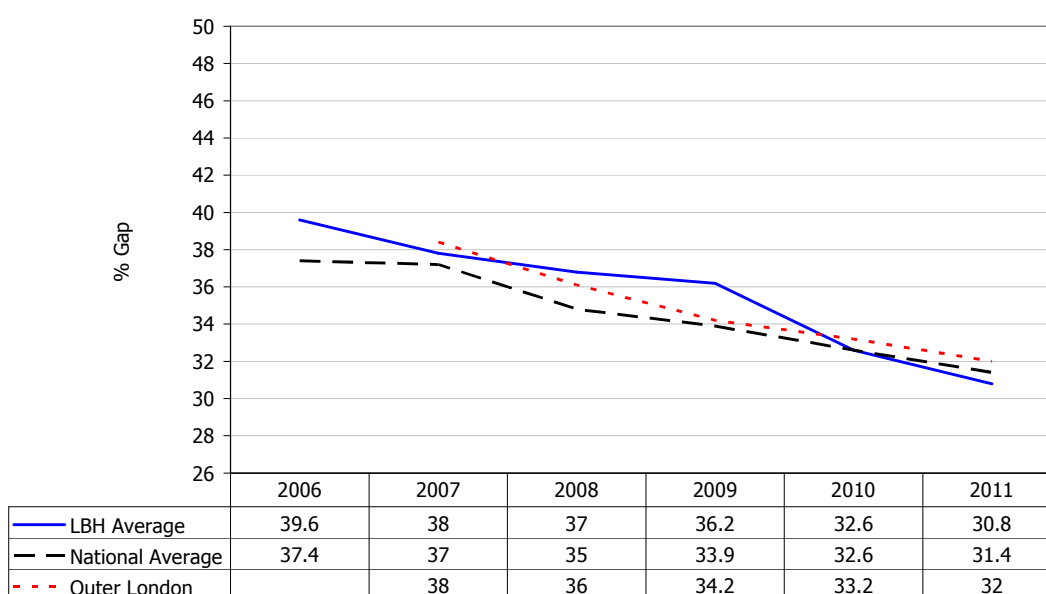
25. Proportion of children assessed at 78 points or higher with at least 6 in Communication, Language and Literacy (CLL) and Personal, Social and Emotional Development (PSE) is in line with the national average.

**Chart 1: % Children assessed at 78 Points or higher with at least 6 in CLL and PSE**



26. The gap between the lowest 20% and the rest continues to fall and is now below national levels.

**Chart 2: Gap between the lowest 20% and the rest**

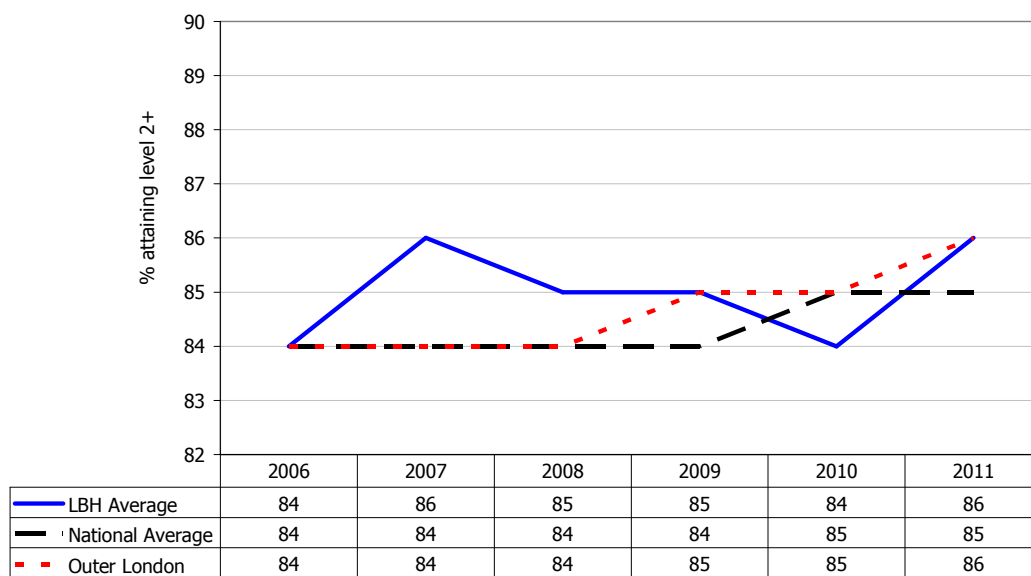


## Key Stage 1

### Reading

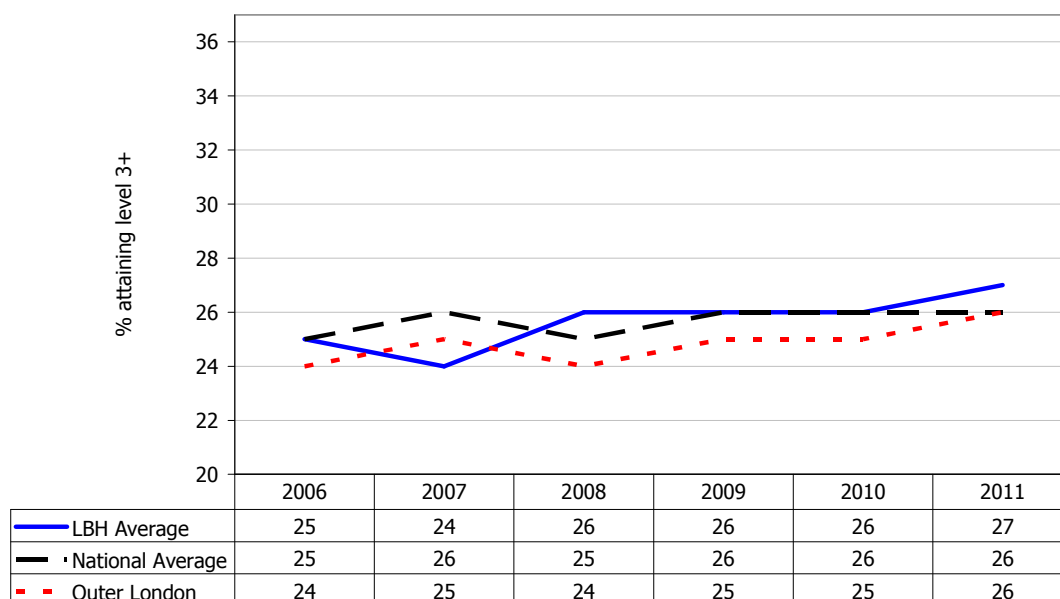
27. Chart 3 shows the proportion of borough pupils attaining level 2 or above in Reading. The final figure will be higher than 2010 and surpasses 2009 levels. Local outcomes are now higher than those nationally and in-line with those across Outer London.

**Chart 3: Percentage of Pupils attaining Level 2 or above in Key Stage 1 in READING**



28. Chart 4 shows the proportion of borough pupils attaining level 3 or above in Reading at Key Stage 1. The proportion of LBH educated pupils reaching level 3 has increased slightly, having remained the same over the last three years. The proportion of children in the borough reaching this level is above the average nationally and for Outer London.

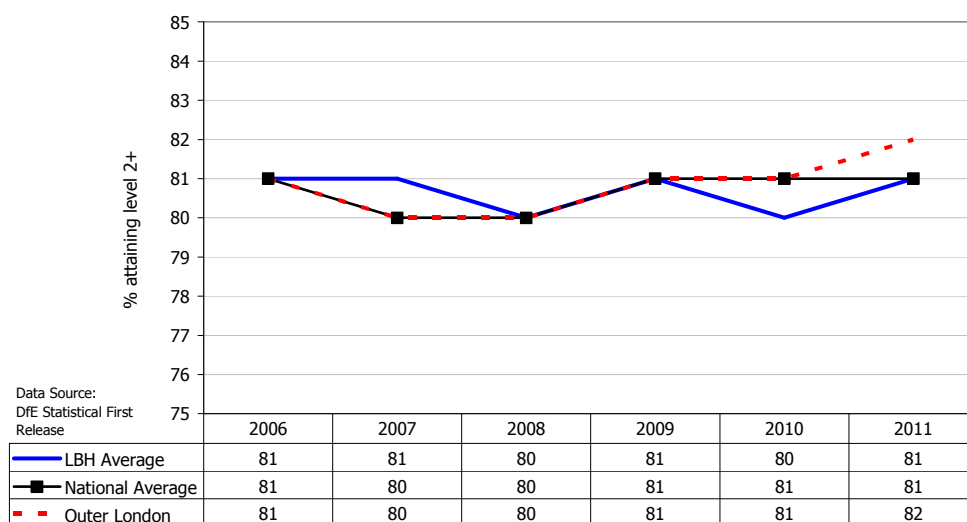
**Chart 4: Percentage of Pupils attaining Level 3 or above in Key Stage 1 in READING**



## Writing

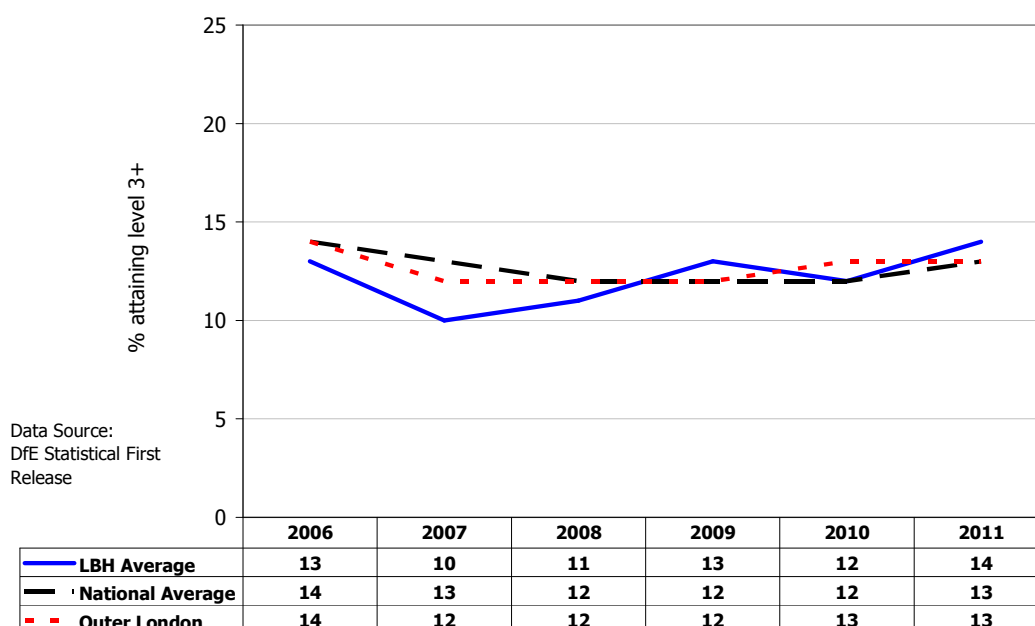
29. Chart 5 shows the proportion of borough pupils attaining level 2 or above in Writing. The proportion of pupils reaching this level rose slightly this year in LBH schools. The proportion of pupils reaching this level nationally remained the same whilst those across schools in Outer London rose slightly.

**Chart 5: Percentage of Pupils attaining Level 2 or above in Key Stage 1 in WRITING**



30. Chart 6 shows the proportion of borough pupils attaining level 3 or above in Writing at Key Stage 1. LBH results are two points higher than in 2010. Outcomes for borough are now above those both nationally and across Outer London.

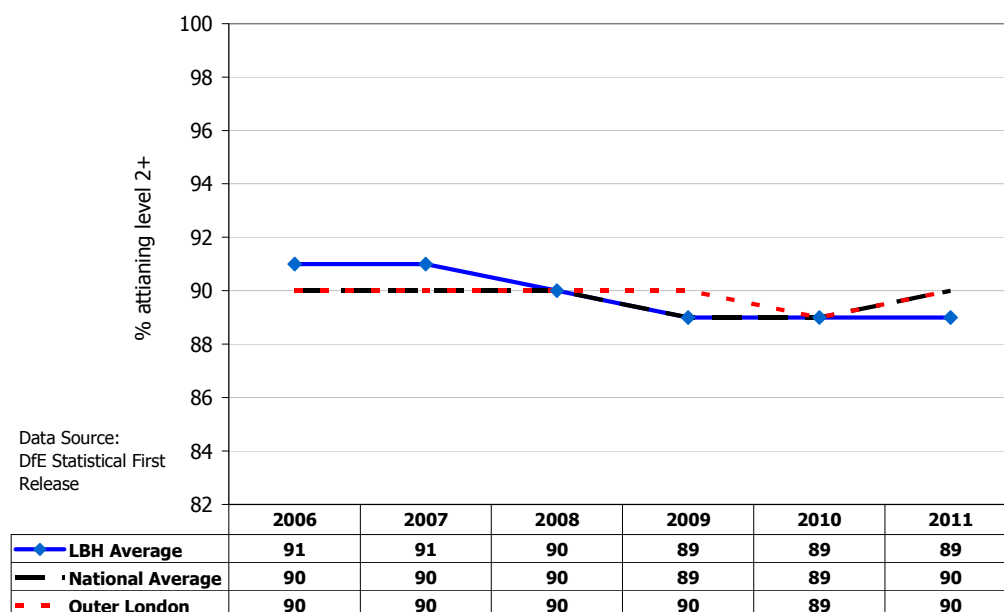
**Chart 6: Percentage of Pupils attaining Level 3 or above in Key Stage 1 in WRITING**



## Mathematics

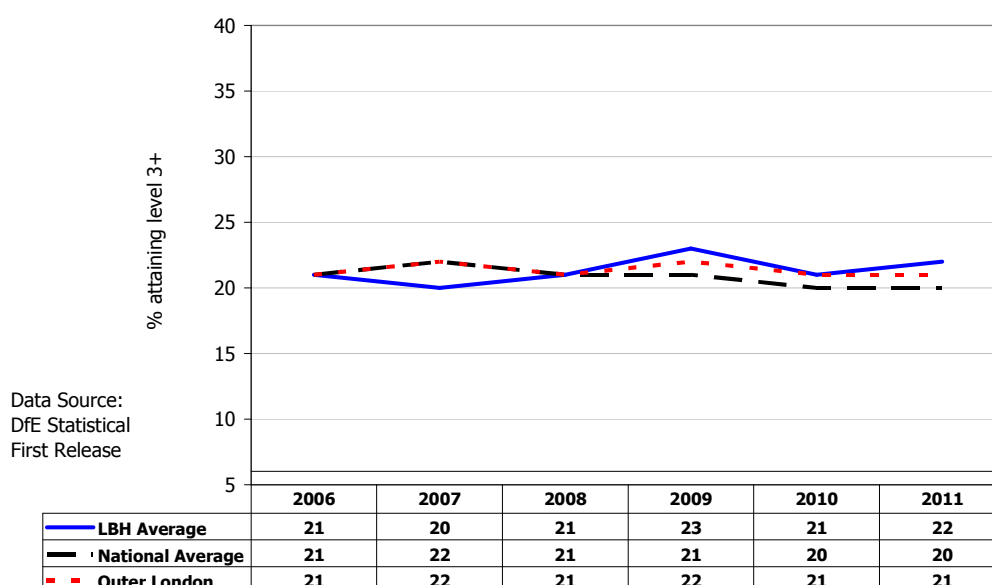
31. Chart 7 shows the proportion of borough pupils attaining level 2 or higher in Mathematics. This fell between 2007 and 2009, and has remained the same between 2009 and 2011. This is now below national figures and those for Outer London.

**Chart 7: Percentage of Pupils attaining Level 2 or above in Key Stage 1 in Maths**



32. Chart 8 shows the proportion of London Borough of Hillingdon pupils attaining level 3 or above in Mathematics at the end of Key Stage 1. This is higher than last year and still above national figures and those for Outer London.

**Chart 8: Percentage of Pupils attaining Level 3 or above in Key Stage 1 in Maths**



## Key Stage 1 results by gender

33. From Table 1 you can see that girls outperformed boys in Reading and Writing both in Hillingdon schools and nationally. The only area in which boys outperformed girls was level 3 Mathematics. The gap of about 3 percentage points is lower than last year and smaller than the national gap of 5 points.

**Table 1: KS1 Attainment by Gender**

		LBH Gap (G-B)		Nat. Gap (G-B)	Girls			Boys		
		2011	2010	2010	2011	2010	National	2011	2010	National
%Level 2+	Reading	7	9	7	90	89	89	83	80	82
	Writing	11	11	11	87	86	87	76	75	76
	Maths	4	5	3	91	91	91	87	86	88
% Level 2b+	Reading	9	11	11	79	78	79	70	67	68
	Writing	14	14	17	70	66	70	56	52	53
	Maths	3	4	3	76	76	76	73	72	73
% Level 3+	Reading	9	7	8	32	30	30	23	23	22
	Writing	8	6	8	18	15	17	10	9	9
	Maths	-3	-7	-5	20	18	18	23	25	23

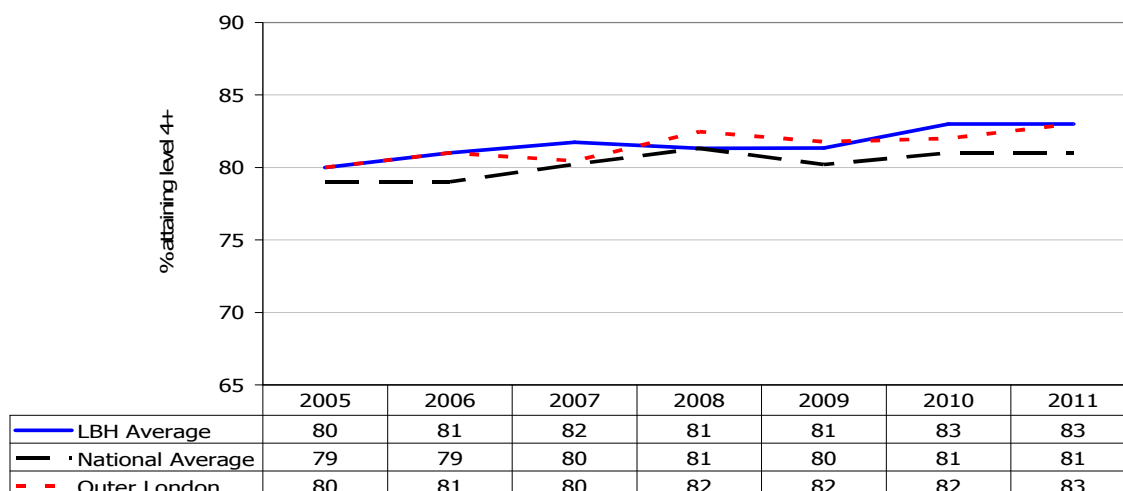
	Gap reduced		Lower than in 2010
	Gap increased		Higher than in 2010

## Key Stage 2

### English

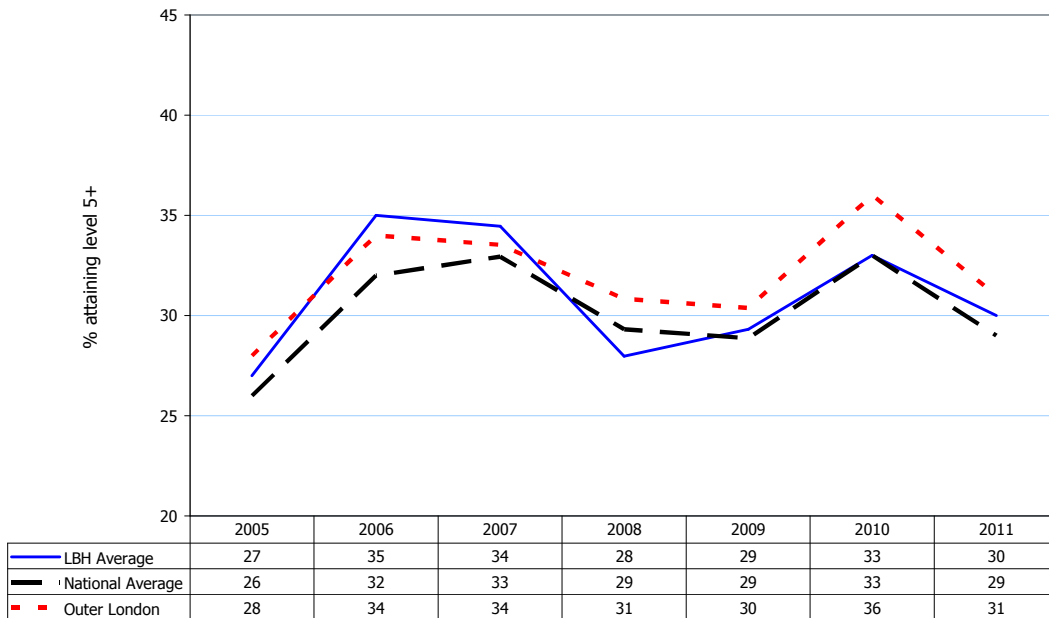
34. Chart 9 shows the proportion of borough pupils attaining level 4 or above in Key Stage 2 English. Attainment in local schools is unchanged from last year and 2 percentage points higher than nationally.

**Chart 9: Percentage of Pupils attaining Level 4 or above in Key Stage 2 in English**



35. Chart 10 shows the proportion of borough pupils attaining level 5 or above in Key Stage 2 English. The proportion of pupils in Hillingdon schools reaching this level was 3 points lower than in 2010. This is in-line with outcomes nationally but below those for Outer London.

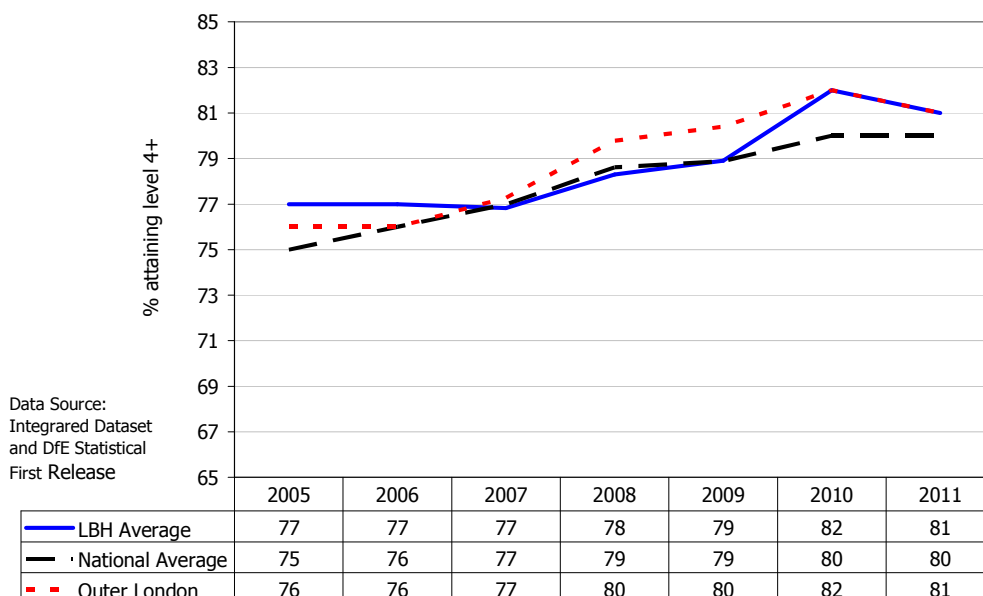
**Chart 10: Percentage of Pupils attaining Level 5 or above in Key Stage 2 in English**



## Mathematics

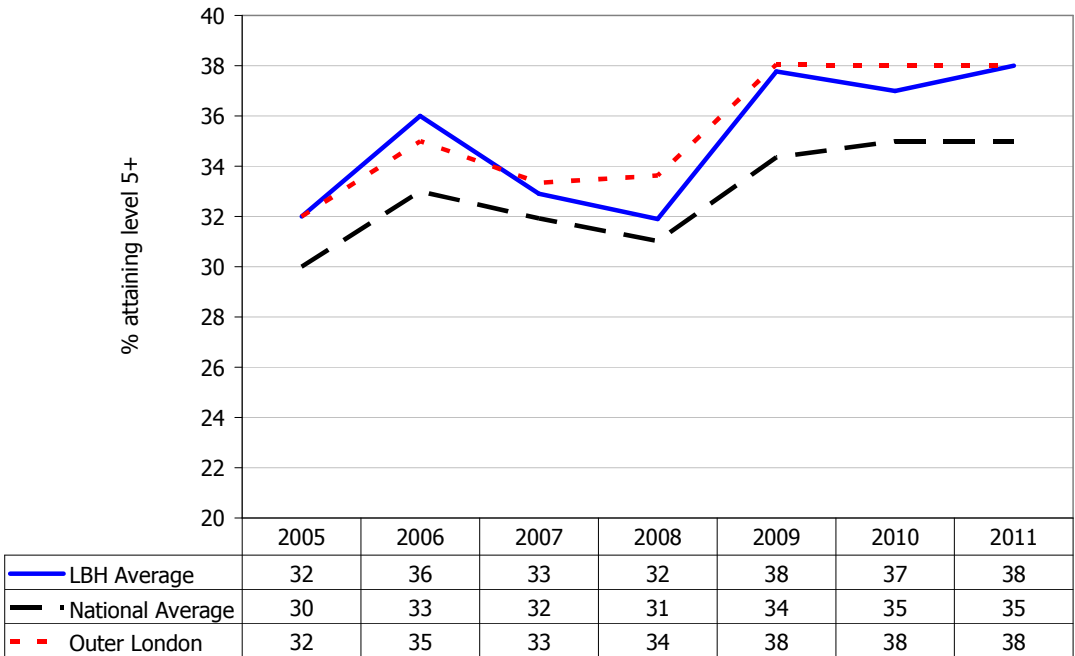
36. Chart 11 shows the proportion of borough pupils attaining level 4 or above in Key Stage 2 Mathematics. Results for 2011 are 1 point lower than in 2010, this is a similar trend nationally and in schools across Outer London.

**Chart 11: Percentage of Pupils attaining Level 4 or above in Key Stage 2 in Maths**



37. Chart 12 shows the proportion of borough pupils attaining level 5 or above in Key Stage 2 Mathematics. Results for 2011 are 1 point higher than in 2010, this is an improvement on national and Outer London where results remained the same.

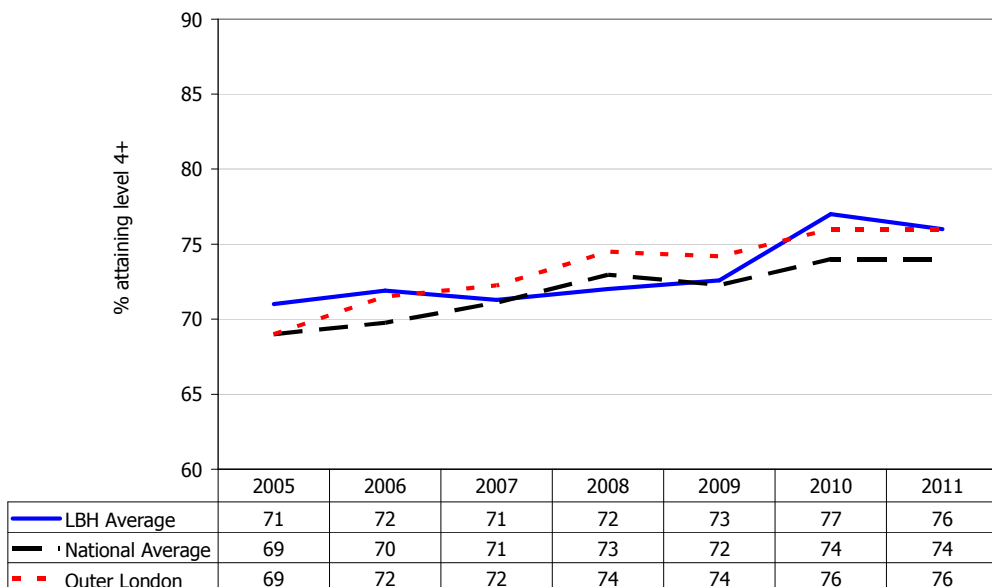
**Chart 12: Percentage of Pupils attaining Level 5 or above in Key Stage 2 in Maths**



**English and Mathematics (Combined)**

38. Chart 13 shows the proportion of borough pupils attaining level 4 or above at Key Stage 2 in both English and Mathematics. Attainment of pupils in borough schools continues to be higher than national levels.

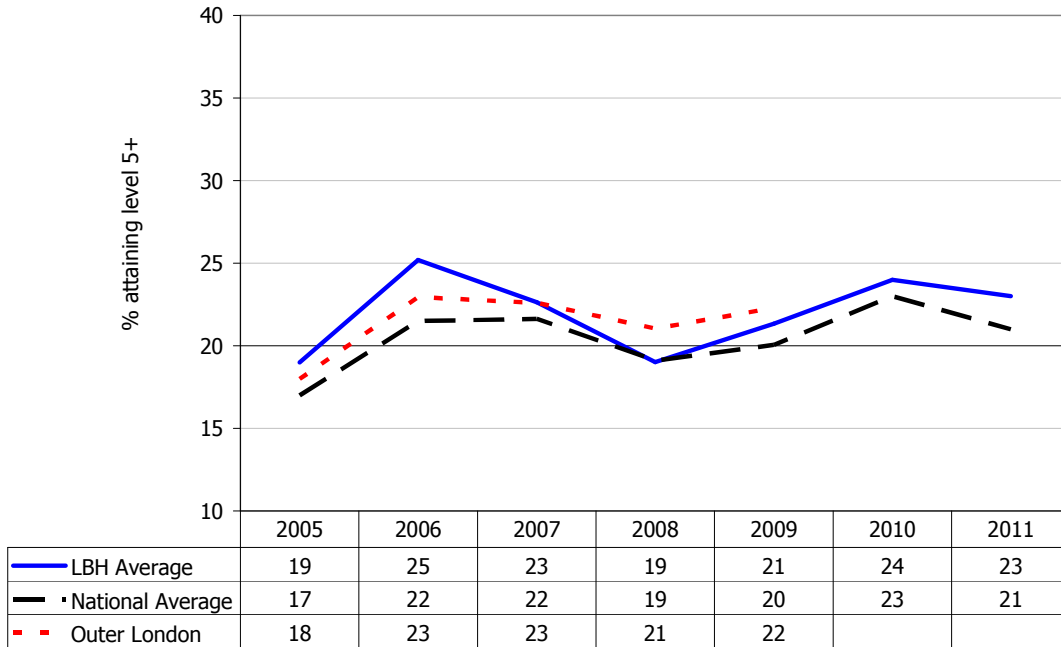
**Chart 13: Percentage of Pupils attaining Level 4 or above in Key Stage 2 in both English and Maths**





39. Chart 14 shows the proportion of borough pupils attaining level 5 or above at Key Stage 2 in both English and Mathematics. The proportion of LBH pupils at this level has fallen by 1 point; however attainment continues to be higher than national levels.

**Chart 14: Percentage of Pupils attaining Level 5 or above in Key Stage 2 in both English and Maths**



### Key Stage 2 results by gender

40. Table 2 provides a breakdown by gender of the results in end of Key Stage 2 tests. The gap between the proportion of boys and girls reaching at least level 5 has narrowed in each area. As at the end of KS2 it is only in Mathematics level 5+ that boys outperform girls.

**Table 2: KS2 Attainment by Gender**

	LBH Gap (G-B)		Nat. Gap (G-B)		Girls		Boys		
	2011	2010	2011	2011	2010	National	2011	2010	National
English	6	7	9	86	86	86	80	79	77
Reading	5	5	7	88	88	87	83	83	80
%Level 4+ Writing	11	11	13	81	80	81	70	69	68
Maths	0	0	0	81	82	80	81	82	80
English and Maths	2	4	5	77	79	77	75	75	72
English	11	13	12	36	39	35	25	26	23
Reading	11	11	11	48	57	48	37	46	37
% Level 5+ Writing	8	10	9	25	26	24	17	16	15
Maths	-5	-7	-4	36	34	33	41	41	37
English and Maths	0	0	0						

Reduced gap or increased attainment

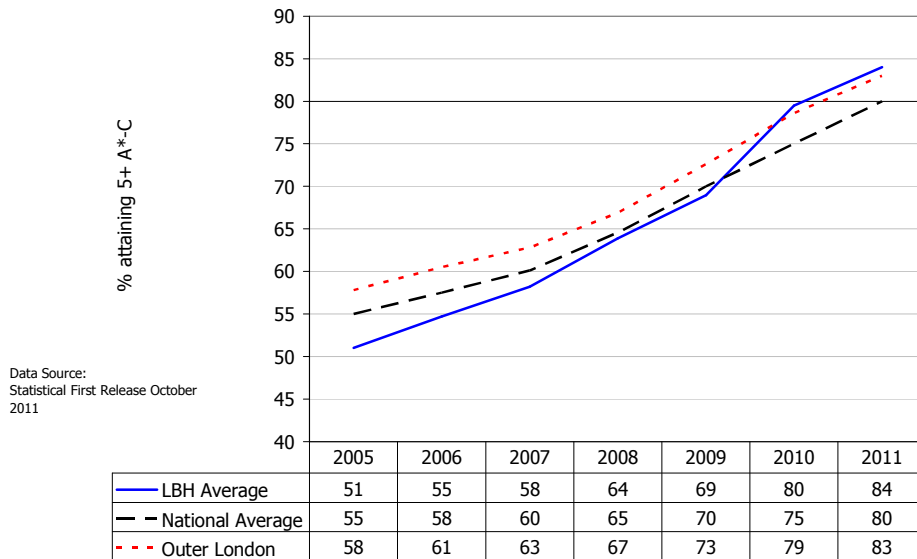
Increased gap or lower performance

## Key Stage 4

### 5+ A\*-C Grades

41. The percentage pupils in Hillingdon schools attaining 5 or more GCSEs at grades A\* - C continued to rise above the national level.

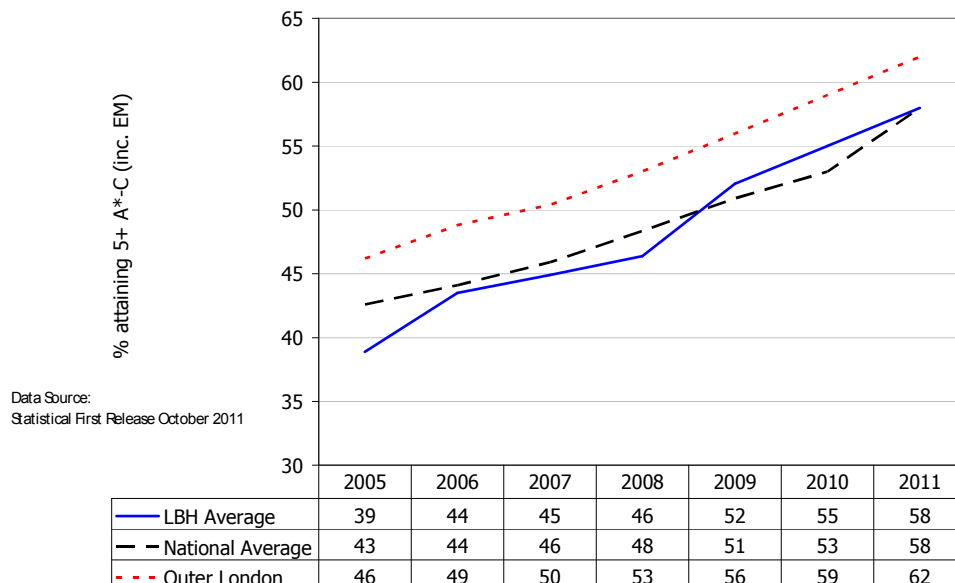
**Chart 15: Percentage of Pupils attaining at least 5+ A\*-C Grades**



### 5+ A\*-C Grades (Including English and Mathematics)

42. The percentage of borough pupils attaining 5 or more GCSEs at grades A\* - C (including English and Mathematics) is currently in line the national figure.

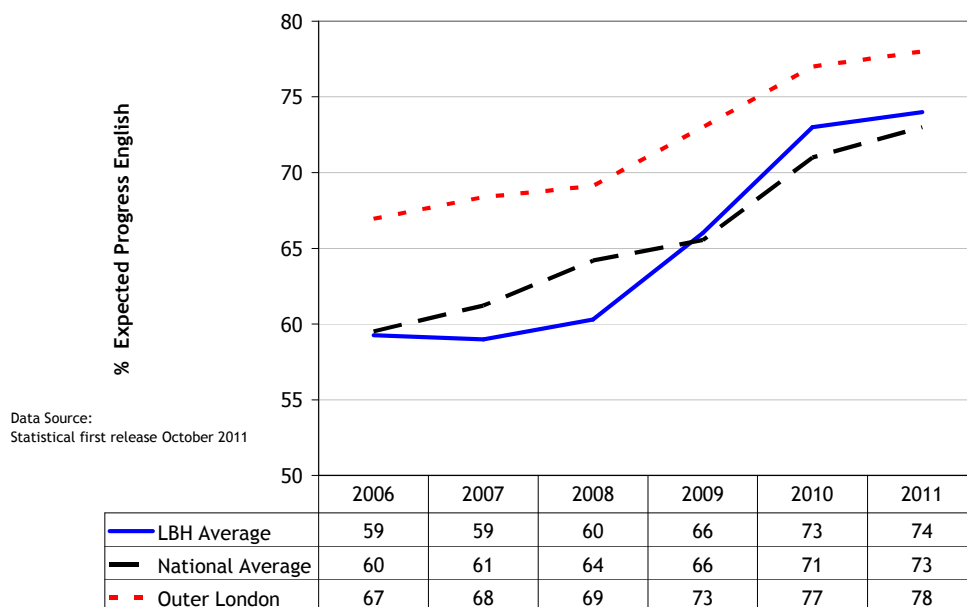
**Chart 16: Percentage of Pupils attaining at least 5+ A\*-C Grades (including English and mathematics)**



## Expected Progress English

43. The proportion of borough pupils making at least 3 levels progress in English has increased by over 1 percentage points over the last year; it remains above the national level.

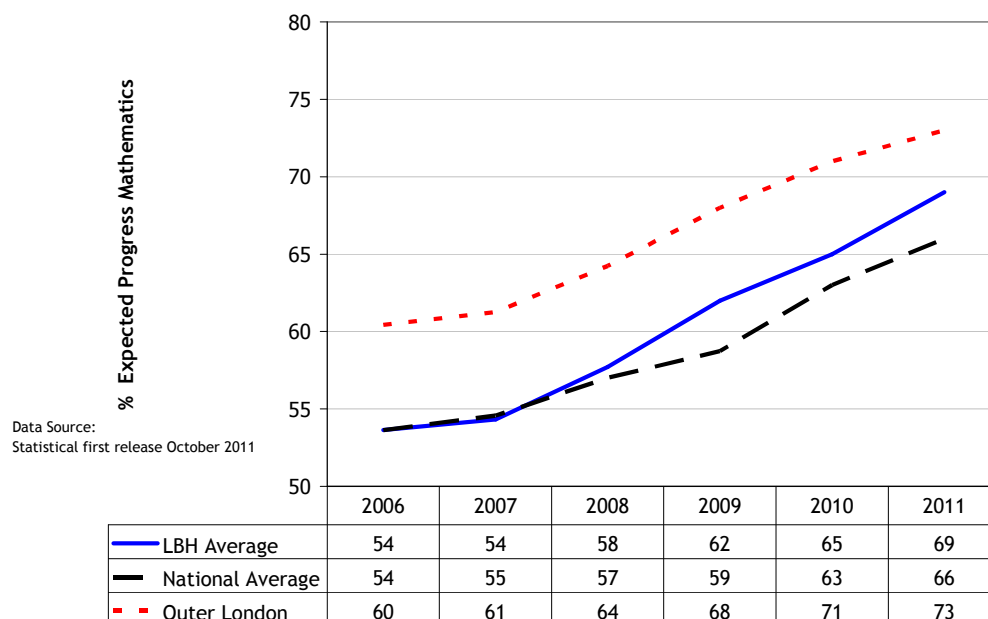
**Chart 17: Percentage of pupils making expected progress in English**



## Expected Progress Mathematics

44. The proportion of pupils making the expected progress between KS2 and KS4 in Mathematics has increased by 4 percentage points since 2010. This remains above the national level.

**Chart 18: Percentage of pupils making expected progress in mathematics**



## Key Stage 4 results by gender

45. It can be seen from Table 3, below, that outcomes for both boys and girls were higher than in 2010 against all four of the key measures. They are also higher than national figures. The gender gap reduced against three of the four threshold measures.

**Table 3: KS4 Attainment by Gender**

	LBH Gap (G-B)		Nat. Gap (G-B)	Girls			Boys		
	2011	2010	2011	2011	2010	National	2011	2010	National
5+ A*-C	4	9	8	86	84	83	82	75	75
5+ A*-C (inc. EM)	7	7	7	63	59	62	56	52	55
Expected progress English	9	12	10	83	80	77	70	68	67
Expected progress mathematics	0	2	3	67	68	67	67	66	64

## Key Stage 5

46. There are two main national indicators of performance at Key Stage 5.

The average point score per student (based on performance in GCSE/VCE/A/AS and key skills examinations). See Chart 19.

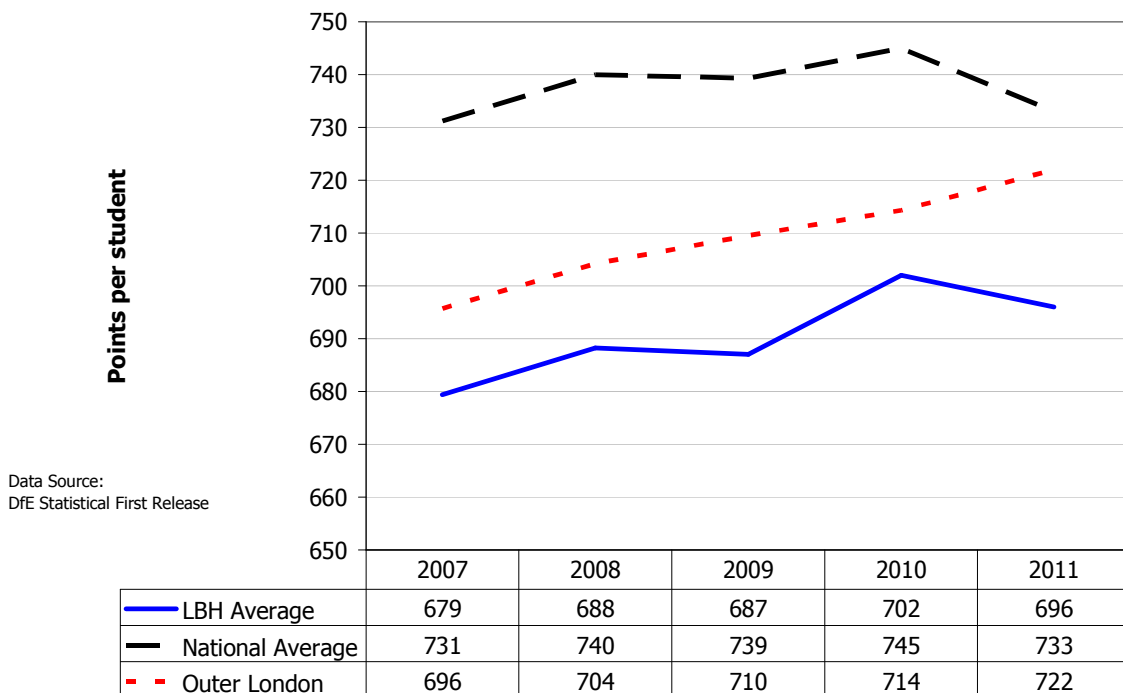
The average per exam taken (based on performance in GCSE/VCE/A/AS and key skills examinations). See Chart 20.

Average point scores are not a particularly good measure of performance post-16. They are determined by the access policy of the schools as much as achievement of the pupils. If schools restrict Level 3 courses to those with high GCSE grades the average point scores will be much higher than if more pupils are allowed onto the courses.

### Average Points per student

47. The average points per student fell slightly both in Hillingdon and nationally and the gap between local and national outcomes is lower than in previous years. However the gap between Hillingdon and Outer London continues to increase.

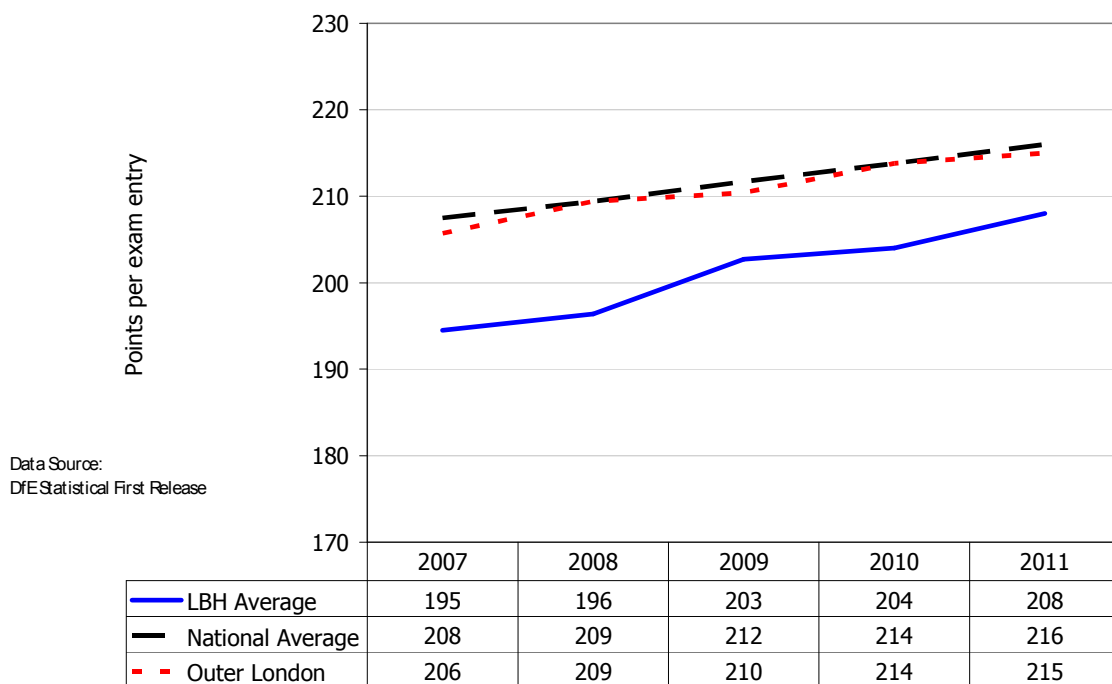
**Chart 19: Average Point Score per student**



**Average Points per entry**

48. There was very little change in the average point per entry locally and only a small rise nationally.

**Chart 20: Average Point Score per entry**



## Progress Measures

49. Progress measures are particularly useful post 16 as they take into account the attainment of students at the end of Key Stage 4. Hillingdon, along with other London Authorities makes use of the A Level Performance System (ALPS) to help us evaluate performance at Local Authority, institution and subject level. This analysis puts performance in Hillingdon schools and college over the last three years in the upper quartile nationally. The DfE also produce a contextual value added measure, which shows performance to significantly above expectation in six Hillingdon schools.

## Performance of Pupil Groups

50. Where available the Fischer Family Trust (FFT) Value Added (VA) information takes account of pupil prior-attainment, gender and age. Additional information based on a variety of contextual indicators is also available. In the tables below the following abbreviations are used: SEN (Special Educational Needs), A (Action), P (Action Plus), S (Statement), and FSM (*eligible for Free School Meal*).

### Key Stage 1

**Table 4: Key Stage 1 Reading by pupil group**

Group	Number of Pupils 2011	% Attaining Level 2+				FFT VA (Contextual) 2011
		2008	2009	2010	2011	
SEN - A	539	58.1	65.2	56.7	67.7	+6.9 (sig)
SEN - P	181	42.9	48.8	50	51.4	+3.7
SEN - S	90	21.3	27.5	22.8	28.9	+10.5 (sig)
FSM	624	73.7	72.1	69.5	76.4	+3.7 (sig)
Black African	293	82.5	82.8	83.1	84.3	+1.7
Black Caribbean	121	88.7	83.2	87.9	82.6	+3.1
Indian	408	91.3	90.4	89.9	92.6	+1.6
Pakistani	138	89.4	91.9	83.2	91.3	+11.2
White	1609	83.6	84.2	82.6	85.3	+1.7

**Table 5: Key Stage 1 Writing by pupil group**

Group	Number of Pupils 2010	% Attaining Level 2+				FFT VA 2011
		2008	2009	2010	2011	
SEN - A	539	48.2	55.5	47.2	52.1	+0.9
SEN - P	181	34.5	43.1	38.2	39.8	+2.0
SEN - S	90	10.6	27.5	19.3	16.7	+3.2
FSM	624	65.4	67.5	64.1	70.2	+3.0
Black African	293	72.4	73.8	74.6	78.5	+0.3

<b>Black Caribbean</b>	<b>121</b>	<b>79.4</b>	<b>79.4</b>	<b>83.2</b>	<b>77.7</b>	<b>+2.8</b>
<b>Indian</b>	<b>408</b>	<b>88.1</b>	<b>86.4</b>	<b>89.4</b>	<b>88.2</b>	<b>+0.3</b>
<b>Pakistani</b>	<b>138</b>	<b>81.4</b>	<b>87.1</b>	<b>79.9</b>	<b>83.3</b>	<b>+7.8 (sig)</b>
<b>White</b>	<b>1609</b>	<b>78.6</b>	<b>80.1</b>	<b>78.1</b>	<b>79.8</b>	<b>+0.6</b>

**Table 6: Key Stage 1 Mathematics by pupil group**

Group	Number of Pupils 2011	% Attaining Level 2+				FFT VA 2011
		2008	2009	2010	2011	
<b>SEN - A</b>	<b>539</b>	<b>73.2</b>	<b>74.9</b>	<b>71.8</b>	<b>72.0</b>	<b>-1.7</b>
<b>SEN - P</b>	<b>181</b>	<b>53.8</b>	<b>58.1</b>	<b>55.4</b>	<b>62.4</b>	<b>+1.1</b>
<b>SEN - S</b>	<b>90</b>	<b>29.8</b>	<b>27.5</b>	<b>29.8</b>	<b>22.2</b>	<b>+1.7</b>
<b>FSM</b>	<b>624</b>	<b>83.0</b>	<b>78.8</b>	<b>77.0</b>	<b>80.9</b>	<b>+1.2</b>
<b>Black African</b>	<b>293</b>	<b>86.6</b>	<b>85.0</b>	<b>85.9</b>	<b>87.4</b>	<b>+2.2</b>
<b>Black Caribbean</b>	<b>121</b>	<b>89.7</b>	<b>85.0</b>	<b>92.5</b>	<b>88.4</b>	<b>+5.6 (sig)</b>
<b>Indian</b>	<b>408</b>	<b>93.1</b>	<b>93.1</b>	<b>95.1</b>	<b>93.1</b>	<b>-0.6</b>
<b>Pakistani</b>	<b>138</b>	<b>91.2</b>	<b>95.2</b>	<b>88.6</b>	<b>91.3</b>	<b>+9.4 (sig)</b>
<b>White</b>	<b>1609</b>	<b>90.2</b>	<b>89.0</b>	<b>87.7</b>	<b>89.0</b>	<b>-0.1</b>

## Key Stage 2

51. The information in these tables is based on pupils with both KS1 and KS2 results.

**Table 7: Key Stage 2 English by pupil group**

Group	Number of Pupils 2011	% Attaining Level 4+				FFT VA 2011
		2008	2009	2010	2011	
<b>SEN - A</b>	<b>446</b>	<b>57.6</b>	<b>57.7</b>	<b>63.7</b>	<b>59.0</b>	<b>-5.9 (sig)</b>
<b>SEN - P</b>	<b>178</b>	<b>36.9</b>	<b>45.5</b>	<b>42.4</b>	<b>53.9</b>	<b>+6.9</b>
<b>SEN - S</b>	<b>94</b>	<b>18.6</b>	<b>15.9</b>	<b>11.1</b>	<b>14.9</b>	<b>+1.8</b>
<b>FSM</b>	<b>577</b>	<b>67.3</b>	<b>67.6</b>	<b>67.9</b>	<b>71.4</b>	<b>-1.7</b>
<b>Black African</b>	<b>246</b>	<b>74.7</b>	<b>75.3</b>	<b>71.7</b>	<b>78.5</b>	<b>-2.4</b>
<b>Black Caribbean</b>	<b>111</b>	<b>83.8</b>	<b>82.7</b>	<b>80</b>	<b>83.8</b>	<b>-2.6</b>
<b>Indian</b>	<b>365</b>	<b>89</b>	<b>86.4</b>	<b>90.1</b>	<b>89.9</b>	<b>+1.4</b>
<b>Pakistani</b>	<b>109</b>	<b>86.8</b>	<b>82.1</b>	<b>87.7</b>	<b>86.2</b>	<b>-0.8</b>
<b>White</b>	<b>1595</b>	<b>81.7</b>	<b>82.5</b>	<b>83</b>	<b>83.9</b>	<b>+0.7</b>

52. Progress between KS1 and KS2 in English was significantly lower than that nationally for pupils assessed as SEN Action.

**Table 8: Key Stage 2 Mathematics by pupil group**

Group	Number of Pupils 2011	% Attaining Level 4+				FFT VA 2011
		2008	2009	2010	2011	
SEN - A	446	53.1	54.6	64.9	57.4	-6.1 (sig)
SEN - P	178	43.1	51.3	46.8	57.9	+6.2 (sig)
SEN - S	94	24.3	22.7	14.4	9.6	-5.3
FSM	577	63.1	62.6	67.4	67.6	-3.7 (sig)
Black African	246	63.3	72.5	73.5	74.0	-3.7
Black Caribbean	111	78.1	71.8	77.4	80.2	-1.9
Indian	365	86.8	87.0	88.7	85.2	-3.1 (sig)
Pakistani	109	86.8	74.4	83.3	81.7	-4.2
White	1595	79.2	80.1	82.0	82.3	+0.6

**Table 9: Key Stage 2 English and Mathematics by pupil group**

Group	Number of Pupils 2011	% Attaining Level 4+				FFT VA 2011
		2008	2009	2010	2011	
SEN - A	446	39.8	40.5	50.0	43.7	-5.9 (sig)
SEN - P	178	26.9	36.0	31.2	43.8	+5.8 (sig)
SEN - S	94	14.3	14.8	8.9	7.4	-2.1
FSM	577	53.0	53.8	57.8	59.4	-3.3
Black African	246	57.0	62.9	65.2	68.3	-2.7
Black Caribbean	111	72.4	65.5	70.4	73.0	-3.8
Indian	365	82.8	81.5	85.1	82.5	-1.4
Pakistani	109	78.9	71.8	79.8	78.0	-2.5
White	1595	73.2	74.2	76.2	77.2	+1.4

53. Most groups performed broadly in-line with expectations. The proportion of pupils performing at this level was higher than in 2008 for all groups other than those with a statement.



## Key Stage 4

54. The information in these tables is based on pupils with both KS2 and KS4 results.

**Table 10: Key Stage 4 5+ A\*-C Grades**

Group	Number of Pupils 2011	% 5+ A*-C				FFT VA (from KS2) 2011 2008
		2008	2009	2010	2011	
SEN - A	384	38.3	45.2	64.7	75.8	+7.0 (sig)
SEN - P	194	24.9	31.4	52.5	51.0	-11.0 (sig)
SEN - S	89	10.1	9.9	19.1	27.0	-2.6
FSM	462	43.1	47.8	69.8	70.3	+0.4
Black African	168	45.0	64.0	82.1	76.2	+6.0 (sig)
Black Caribbean	114	57.7	60.4	79.8	81.6	+2.7
Indian	394	81.3	86.5	88.2	93.9	+11.1 (sig)
Pakistani	65	68.3	72.9	84.4	86.2	+9.3 (sig)
White	1688	61.3	66.9	77.6	82.0	+0.6

55. The performance of pupils of Black African, Indian and Pakistani origin made significantly more progress between KS2 and KS4 than similar pupils. The proportion of pupils eligible for FSM has almost doubled since 2008.

**Table 11: Key Stage 4 5+ A\*-C Grades (including English and maths)**

Group	Number of Pupils 2011	% 5+ A*-C (including English & Maths)				FFT VA (from KS2) 2011 2008
		2008	2009	2010	2011	
SEN - A	384	23.6	22.2	24.8	36.5	-1.0
SEN - P	194	13.7	18.3	24.2	20.1	-9.8 (sig)
SEN - S	89	3.7	5.9	6.7	3.4	-1.7
FSM	462	27.9	30.3	36.5	40.0	-0.9
Black African	168	34.0	45.3	46.9	60.7	+16.7 (sig)
Black Caribbean	114	37.5	43.6	51.5	55.3	+1.4
Indian	394	60.4	73.2	68.6	71.6	+10.8 (sig)
Pakistani	65	53.3	60.0	61.0	64.6	+10.0 (sig)
White	1688	44.4	49.7	53.7	55.3	-5.2 (sig)

**Table 12: Key Stage 4 5+ A\*-G Grades**

Group	Number of Pupils 2011	% 5+ A*-G				FFT VA (from KS2) 2011 2008
		2008	2009	2010	2011	
SEN - A	384	85.7	90.3	94.3	95.6	+3.2 (sig)
SEN - P	194	73.7	79.1	87.3	80.4	-9.1(sig)
SEN - S	89	45.0	45.5	42.7	46.1	-11.5 (sig)
FSM	462	81.5	86.1	91.0	89.2	-1.7
Black African	168	87.0	94.7	97.5	95.8	+4.5 (sig)
Black Caribbean	114	92.3	91.1	97.0	96.5	0.3
Indian	394	98.9	97.4	98.5	98.7	+2.2 (sig)
Pakistani	65	95.0	97.1	97.4	96.9	+3.9 (sig)
White	1688	90.0	91.9	94.3	93.4	-1.7 (sig)

56. The progress of children with a statement was significantly below expectation. The outcomes for most groups of pupils are much higher than they were in 2008.

### Hillingdon Adult Learning Service

57. Hillingdon Adult Learning service (HAL) is a front line service of the London Borough of Hillingdon and sits within the Education Service as one of the community based services that make up Adult and Community Learning. HAL offers learning opportunities for residents through Contract with the Skills Funding Agency (SFA) and the Young Peoples Learning Agency (YPLA). The service delivers learning which matches the Department of Business, Innovation and Skills priorities and the identified needs of Hillingdon residents, contributing significantly to the Council plan and Sustainable Community Strategy.

58. As a SFA funded provider key performance indicators are monitored annually and the service is subject to Ofsted inspections. The quality of provision offered by the service has an impact on subsequent funding levels by the SFA and the Councils ability to engage in competitive national funding bids and projects.

## Headline Data for 2010-2011

### Success Rates

KPI	2010-11	2009-10	2008-09	% Change 08-09 to 09-10	% Change 09-10 to 10-11	% Change 08-09 to 10-11
<b>Success Rates</b>	<b>85%</b>	<b>82%</b>	<b>81%</b>	<b>+1%</b>	<b>+3%</b>	<b>+4%</b>
<i>of which:</i>						
Long Courses	78%	77%	76%	+1%	+1%	+2%
Short Courses	87%	83%	83%	+0%	+4%	+4%
<i>funded by:</i>						
Accredited (LR/ER)	77%	76%	76%	-0%	+1%	+1%
Non-Accredited (ASL/FS)	88%	84%	83%	+1%	+3%	+5%

Benchmarking Comparisons	2009-10	2008-09	10/11 Comparison to 09/10 Benchmarks	09/10 Comparison to 09/10 Benchmarks	08/09 Comparison to 08/09 Benchmarks
General FE & Tertiary Colleges	79.2%	78.8%	+5.8%	+2.3%	+2.1%
Other Public Funded Institutions	76.8%	75.5%	+8.2%	+4.7%	+5.4%

### Achievement and Retention (component parts of overall success rates)

	2010-11	2009-10	2008-9
<b>Success rate</b>	<b>85%</b>	<b>82%</b>	<b>81%</b>
<b>Achievement</b>	<b>93%</b>	<b>89%</b>	<b>90%</b>
<b>Retention</b>	<b>91%</b>	<b>91%</b>	<b>90%</b>

### Ofsted Inspection, February 2011

59. Hillingdon's provision of Adult Learning was inspected by Ofsted against the Common Inspection Framework for Learning and Skills in February 2011. The service was graded as good, grade 2 overall.

	Ofsted Grade at Inspection
Overall Effectiveness	2
Capacity to Improve	2
<b>All curriculum areas</b>	
Outcomes for learners	2
Quality of provision	2
Leadership and management	2
Safeguarding	2
Equality and Diversity	3
<b>Subject areas inspected in depth</b>	
Subject area 9	Arts, Media and
	2

	Publishing	
Subject area 12	Languages	2
Subject area 14	Skills for Life and Employment	2

Grade 1- outstanding, Grade 2- good, Grade 3 –satisfactory, Grade 4 – inadequate

#### **Section 4: Conclusions & Next Steps**

60. Results have improved for the seventh consecutive year and attainment for pupils in Hillingdon continues to rise, from Foundation Stage to Key Stage 4. Results remain either in line or above national results.
61. Attainment for Looked after Children and those with Special Education Needs rose for both Key Stage 2 & Key Stage 4, they were either above or in line with national averages.
62. Ofsted assessed a larger proportion of Hillingdon Secondary Schools as outstanding, which is above the national levels. A large proportion of Hillingdon schools are judged to have good or outstanding Leadership & Management.
63. Success rates of pupils in Hillingdon’s Adult Learning Services continued to rise from 82% to 85%.
64. The London Borough of Hillingdon Schools will ensure that achievement (attainment and progress) continues to rise at all Key Stages for the eighth consecutive year.
65. The London Borough of Hillingdon will continue to increase results above the national average.

#### **Financial Implications**

None

#### **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

##### **What will be the effect of the recommendation?**

Better informed education provision for children in Borough schools and other educational establishments

##### **Consultation Carried Out or Required**

None required as the report is a summary of attainment and inspection evidence

#### **CORPORATE IMPLICATIONS**

##### **Corporate Finance**

Corporate Finance has reviewed this report and is satisfied that there are no direct financial implications resulting from the recommendations of the report.

**Legal**

There are no legal implications arising out of this report

**Relevant Service Groups**

NIL

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## TRANSFORMING ADULT SOCIAL CARE - PERSONALISATION AND COMMISSIONING PLAN 2011 - 2015: OUTCOME OF CONSULTATION

<b>Cabinet Member</b>	Councillor Philip Corthorne
<b>Cabinet Portfolio</b>	Social Services, Health and Housing
<b>Officer Contact</b>	Paul Feven – Social Care, Health and Housing
<b>Papers with report</b>	Appendix 1 - summary of consultation feedback

### 1. HEADLINE INFORMATION

<b>Summary</b>	<p>This report provides Cabinet with details of the consultation that has taken place on the proposals contained within the Adult Social Care Personalisation and Commissioning Plan discussed by Cabinet in September 2011.</p> <p>The report identifies the proposed changes to the plan arising from the consultation process and seeks Cabinet approval for a number of recommendations relating to them.</p>
<b>Contribution to our plans and strategies</b>	The Adult Social Care Personalisation and Commissioning Plan supports the objectives of the Sustainable Community Strategy and the draft Health and Wellbeing Strategy.
<b>Financial Cost</b>	At the September Cabinet it was stated that there are no additional costs to existing budget provision as a result of approving this plan as the presented draft was consistent with the then MTF. Whilst the MTF has been revised it remains the case that the changes proposed in this report remain consistent with the MTF and that there are no additional costs proposed.
<b>Relevant Policy Overview Committee</b>	Social Services, Health and Housing
<b>Ward(s) affected</b>	All

### 2. RECOMMENDATIONS

**That the Cabinet:**

1. **Note the report on consultation regarding the Adult Social Care Personalisation and Commissioning Plan (attached as Appendix 1)**
2. **Approve the amendments to the Adult Social Care Personalisation and Commissioning Plan resulting from the consultation process as set out in this report and authorise officers to implement the Plan.**

## **Reasons for recommendation**

The delivery of the Adult Social Care Personalisation and Commissioning Plan will:

- Improve access to information, advocacy and advice services
- Increase the number of people able to use personal budgets to purchase community based services of their choice
- Increase the choice of services available from the voluntary sector to assist service users and carers with support planning
- Increase the extent and range of supported housing available for people in the borough
- Ensure that buildings-based services support those with the most complex needs

## **Alternative options considered/risk management**

Cabinet could decide not to agree the proposed amendments set out in this report and/or instruct officers to make other changes.

## **Policy Overview Committee comments**

None at this stage

## **3. INFORMATION**

### **Supporting Information**

1. At its meeting on the 27<sup>th</sup> September 2011 Cabinet gave in-principle approval for the Transforming Adult Social Care: Personalisation and Commissioning Plan 2011 – 2015, subject to consultation. This report provides Cabinet with the results of the consultation process and sets out the resulting proposed changes to the plan.

2. The Transforming Adult Social Care: Personalisation and Commissioning Plan 2011 – 2015 sets out high level direction of travel for adult social care services. This plan is supported by the Disabilities Commissioning Plan 2011 – 2015 which contains more detailed proposals for the modernisation of services specific to people with learning disabilities and adults of working age with physical disabilities. Both plans have been subject to consultation, the results of which will be considered jointly by Cabinet at its January meeting. The plan is also supported by the Joint Carers Commissioning Plan 2011 – 2015 which Cabinet approved at its October 2011 meeting. An Older People's Commissioning Plan is being developed jointly with NHS partners and is expected to be considered by Cabinet later in 2012.

### **Feedback from Consultation and Proposed Response**

3. Appendix 1 summarises:

- The key proposals from the Transforming Adult Social Care: Personalisation and Commissioning Plan
- Feedback from the consultation process
- Response to the points raised by service users, carers and other stakeholders during the consultation process.



## **Summary of Changes to the Plan**

4. A large number of constructive comments, suggestions and requests have been made as a result of the consultation process. There are a number of actions that officers propose to take as a result of resident feedback. These are summarised below and will also be set out in a revised Plan:

### *Personalisation*

- a) The role of the online directory in enabling residents to use their Personal Budgets will be widely publicised through media such as Hillingdon People, partner newsletters and posters in places such as GP surgeries. Officers will work with the West London Alliance (WLA) to develop a facility that will enable service users to upload reviews of the services they are considering whether to purchase. This will act as a very powerful guide in helping people to decide how best to spend their Personal Budgets. Library staff will be able to assist people to do this where they do not have access to computers or where they need support to do so.
- b) Information will be available online and provided directly by care managers on the availability of externally provided support planning and brokerage services designed to enable residents eligible for community care services to make the best use of their Personal Budgets.
- c) Information about personalisation will make it clear that there are a number of options available to residents as to how they use their Personal Budgets are managed, e.g. direct payment or managed by the Council on their behalf.
- d) The Council will set out for service users, their carers and other stakeholders how vulnerable adults will be safeguarded in circumstances where residents are contracting directly with providers, e.g. setting minimum quality standards for inclusion on the online Directory, removal option where standards are not met, inspection by the Council.

### *Advice and Information*

- e) Officers will explore ways of ensuring that the information contained in the online Directory is accessible to people from Hillingdon's diverse communities. Officers will also ensure that organisations commissioned to provide information and advice (which will be primarily from the voluntary and community sector) are accessible by residents with a range of needs. This will be achieved through inclusion of equalities requirements within service specifications and equalities monitoring as part of the Council's contract monitoring process.
- f) Library staff will be equipped to assist Hillingdon's diverse communities and support their independence.
- g) Officers will work with partner agencies to link up the different directories that exist to provide a single, comprehensive directory of services. This will avoid residents having to go to different places in order to obtain the information and advice they require.

### *Modernisation of Day Services*

- h) Officers will ensure that users and carers who have expressed an interest in being involved in the design of the Queens Walk Resource Centre will be able to contribute their views.
- i) The Council will work with and support private and voluntary providers of residential care to ensure that current users of day centres have a tailored programme of community based activities.

### *Transport*

- j) The availability of accessible transport will be considered when assessing users for the Queens Walk Resource Centre.

### *Supported Housing*

- k) The Council will work with partners to ensure that the development of supported housing schemes is accompanied by access to day activities and appropriate community equipment. This will assist with the transition as some people move from residential accommodation to more independent supported living arrangements.
- l) Arrangements with housing providers will be explored in order to address the practicalities of people moving from residential care into their own home, such as the provision of furniture packages.
- m) Officers will create working groups of disabled residents and their carers to discuss proposals for supported housing schemes.
  
- n) Officers will explore the potential for enabling residents to “stay the night” in a supported housing scheme to help with the decision-making concerning moving

### *Transition from Children’s to Adults’ Services*

- o) Officers will establish regular open meetings to give young people and their carers the opportunity to be informed about developments in meeting the needs of young people in transition from children’s to adults’ services. The frequency of meetings will be determined in consultation with young people and their carers.

## **Financial Implications**

5. At the September Cabinet it was stated that there are no additional costs to existing budget provision as a result of approving this plan as the presented draft was consistent with the then MTF. Whilst the MTF has been revised it remains the case that the changes proposed in this report remain consistent with the MTF and that there are no additional costs proposed.

## **4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

6. People will be given control on how money is spent on social care services through the use of personal budgets. Disabled people will be supported to live independently in the community where this is appropriate, with housing and support services tailored to their needs. The development of more supported housing within Hillingdon will enable people to live in their own homes for as long as they wish. Buildings-based services will continue to support people with complex needs.

7. Should Cabinet approve the recommendations in this report the Transforming Adult Social Care: Personalisation and Commissioning Plan 2011 – 2015 will provide the framework for the adult social care aspects of future commissioning plans for the period up to 2015.

### **Consultation Carried Out or Required**

8. Appendix 1 summarises the consultation process and the proposed changes to the Transforming Adult Social Care: Personalisation and Commissioning Plan 2011 – 2015 are set out in paragraph 4 of this report.

## **5. CORPORATE IMPLICATIONS**

### **Corporate Finance**

9. Corporate Finance has reviewed this report and is satisfied that the changes proposed to the plan are consistent with the revised MTFF assumptions and that there are no additional costs associated with these proposed changes.

### **Legal**

10. The Report shows that all service users/their carers were invited to participate in the consultation and that there was a 3 month period to submit views. Further, the Council has modified a number of its proposals to accommodate views expressed by consultees.

11. The Borough Solicitor therefore confirms that legal requirements relating to consultation have been complied with and that there are no legal impediments to Cabinet approving this strategy.

### **Corporate Property and Construction**

12. None

### **Relevant Service Groups**

13. Comments are reflected in the report.

## **6. BACKGROUND PAPERS**

Cabinet report – 27<sup>th</sup> September 2011

## Consultation Report

### Transforming Adult Social Care: Personalisation and Commissioning Plan 2011 - 2015

#### Methods of consultation

1. The Transforming Adult Social Care: Personalisation and Commissioning Plan sets out the direction of travel and priorities for adult social care provision up to 2015. This, in turn, informs the commissioning plans for specific client groups (such as the Disabilities Commissioning Plan).

2. This summary represents the views and opinions of over 220 individuals including service users, carers and service providers who work with relevant groups including the Disablement Association for Hillingdon; Age UK; the Local Involvement Network; the Society for People with Multiple Sclerosis (SAMS); the Stroke Association; Hillingdon Centre for Independent Living; Ear4U and Perfect Start. The chart below gives details of all of the activities and events that took place to give stakeholders the maximum opportunity to give their views on this overarching Plan. *Specific consultation on the Disabilities Commissioning Plan is covered in a separate report to Cabinet although large portions of the issues covered are relevant to both.*

Date w/c	Consultation Activity
26 <sup>th</sup> September 2011	Presentation to the Long-term Conditions Delivery Group, a sub-group of the Health and Wellbeing Board that includes representatives from different Council services and representatives from the NHS, voluntary sector and also service users.
3 <sup>rd</sup> October	Transforming Adult Social Care: Personalisation and Commissioning Plan published on the 'Have Your Say' web pages with emailed link sent to over 900 stakeholders
14 <sup>th</sup> October	All carers/service users written to with information on how to access the information on line and how to request a paper copy
10 <sup>th</sup> October	Consultation with the Disability Assembly (92 people in attendance)
25 <sup>th</sup> October	Consultation with Learning Disabilities Partnership Board Group – key themes presented in easy read version (15+ people in attendance)
1 <sup>st</sup> November	Consultation with the Parent Carer Reference Group
10 <sup>th</sup> November	Special meeting of the Disability Assembly to discuss key themes from disabilities plan (120+ people in attendance)
17 <sup>th</sup> November	Presentation to the Mental Health Delivery Group, a sub-group of the Health and Wellbeing Board that includes representatives from different Council services and representatives from the NHS, voluntary sector and also service users.
23 <sup>rd</sup> November	Carers Meeting (35 people in attendance)
8 <sup>th</sup> December	Special meeting of the Older People's Assembly (50 in attendance).
22 <sup>nd</sup> December	Meeting with Parents and Carers of children in Transition.

## **Personalisation**

### Key proposals

3. The key proposals are:

- a) All users will have a personal budget by April 2013 that will give them greater choice and control over how their care and support needs are met.
- b) There will be increased choice available from the voluntary sector to assist service users and carers with support planning.

### Outcome of consultation

4. The majority of people who commented on personalisation felt that personal budgets create greater choice and independence for some individuals. Responses to the Commissioning Plan acknowledged that personal budgets enable people to:

- Create increased independence, control, choice and flexibility
- Encourage the development of services and support being in the community that may not have been available before
- Recruit and employ staff, leading to greater continuity
- Employ people who have the right skills and training to meet the identified need
- Enable access to universal services such as community activities, libraries, swimming and leisure services

5. Residents recognised that a directory of services was a vital part of helping people to exercise choice and control as was a greater range of support and assistance available in the social care “marketplace” including personal assistants. The Council was encouraged to work with the voluntary sector so that organisations were in a position to offer day activities for groups and individuals.

6. A number of comments made during the consultation process strongly suggest that people do not fully understand personal budgets and how they will work. There were many calls for greater clarity about personal budgets, the process and procedures, as well as the support that will be available to enable people to access and use personal budgets. There is also a general concern around safeguarding vulnerable people who may receive personal budgets to ensure they are not subject to financial abuse and to ensure that the money is used to meet care needs identified in assessments. It is unlikely at this point in time that people understand the positive opportunities that will be opened up by the introduction of personal budgets.

7. There were also concerns and anxieties expressed regarding the process of managing a personal budget for a family member who has complex needs or regarding older carers who do not want the responsibility of managing a personal budget on behalf of the cared for person. Some carers were concerned that if they have to manage a personal budget *and* the package of care, they will not be able to continue to cope with their caring role.

8. Other concerns from carers focused on people with disabilities accessing public transport and universal services. Some carers reported a general feeling that some residents do not tolerate people with disabilities on buses, in libraries and other community settings. Community facilities

were said not to always have suitable toileting facilities for disabled people while the new swimming pools at Uxbridge and Hayes were said to not be suitable for some disabled people.

9. It is clear that many carers value the option of purchasing day centre services for their dependants due to the dual benefit of respite for them as well as the social interaction these provide.

10. There were specific requests for:

- A list of day services that people can access with clarity about what services are available
- Greater information about how to use personal budgets, how flexible they are in terms of what they can be used to purchase and whether they will cover the actual cost of activities needed by the service user
- Support for people who cannot choose or manage a personal budget independently
- Support for those who can manage a personal budget but who may be fearful of organising national insurance and tax or entering into contracts with personal assistants
- Help for people to pool budgets as a group in order to get better value out of purchasing services
- Personal budgets to be used to access days centres
- The development of the right kind of services that people will want to purchase including qualified, experienced personal assistants
- Good financial systems within the Council to protect vulnerable service users with a personal budget including safeguarding them from financial abuse

11. In terms of care assessments, the Council was asked to:

- Ensure assessments are robust, carried out at an appropriate time (regular) and identify the aspirations of service users.
- Involve front line staff in assessments as they will know the client and their situation.
- Improve skills of staff carrying out assessments.

### Response to consultation

12. A range of information on services, support and activities will be available to residents, service users and carers within the online directory of services (currently called 'Careplace'), which is due to be launched early in the New Year.

13. One of the main emerging roles of the Council will be to work with other west London authorities, the voluntary sector and other external providers to develop services that people want to purchase with their personal budgets. Sharing information with service providers about the kinds of activities that people are using their personal budgets to fund will help to stimulate the market and meet needs that may not be addressed adequately at the present time. This will not be an overnight process but the start of a gradual transformation of social care. For a number of respondents, particularly carers, this is difficult to envisage at the present time and therefore is the subject of anxiety but the changes will lead to service users having greater choice and control about how their needs are met.

14. Support for people using personal budgets is a critical area too – giving people the practical support they need to manage their finances as well as helping people to plan their support and find the right services and activities to meet their needs. Across the country, this support will increasingly be available from the voluntary sector, commissioned by local authorities. In

Hillingdon, the Council is tendering for a service to provide financial advice, support planning and brokerage for personal budget holders which will be available in the early part of 2012. Support planning will stimulate and support the imaginative use of personal budgets as well as helping people to get greater value for money by pooling budgets (e.g. for travel). Experienced support planners will help service users tap into community centres and other existing community facilities.

15. Where service users do not wish to manage their personal budget, the new personalised system will be flexible. If requested, the Council will manage the personal budgets of service users which should help to ease the anxieties that have been expressed by carers during consultation. Overall, this will not be a dramatic process of sudden change but one phased over a period of time. Personal budgets will be introduced for new service users from late-January 2012. For existing service users, personal budgets will be introduced from the point of their care review. By April 2013, all service users will be in receipt of a personal budget (including those managed by the Council).

16. Effective support planning and brokerage services will ensure that a personal budget is sufficient to cover the cost of activities identified to meet a service user's needs. Council expenditure on social care has never been unlimited and, similarly, personal budgets will need to be managed so that the cost of activities is contained within the available resource. Experience in other areas of the country more advanced in the use of personal budgets shows that this is more than possible and capable of meeting the needs of people effectively but with greater flexibility and value for money than the current system of a local authority determining how social care needs can be met within a limited range of traditional services.

17. Financial systems will be in place to help the Council to protect personal budget holders. Personal budget holders will use a pre-paid card that is capable of alerting the Council very quickly to spend that does not fit the agreed support plan which will enable appropriate action to be taken. Personal budgets will not however enable a person to purchase services from day centres unless this has been approved as part of an individual needs assessment.

## **Information, Advice and Advocacy**

### Key proposals

18. The key proposals are:

- a) There will be an on-line information directory that will be found on the council's website.
- b) The contact centre and local libraries will be developed as local information hubs.
- c) A range of voluntary sector organisations will provide specialist information and advice.
- d) A generic advocacy service will be in place that will support people who lack capacity but who are not eligible for assistance through the Independent Mental Health Advocacy (IMCA) Service. The service will be available to people in care homes, regardless of whether they are funding their own care. It will be a service that is jointly commissioned by a number of west London councils.

### Outcome of consultation

19. All of the comments in this area were supportive of the Council's proposals.

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20. A number of suggestions were made about how best the Council can ensure that the Information and Advice Directory will be comprehensive and accessible to all of Hillingdon's residents.

21. Amongst the key issues raised were:

- The Directory should be comprehensive and include details of universal services, services and activities across borough boundaries as well as information held by other partners on existing directories.
- The Directory should be developed in easy read with picture options for people with a learning difficulty; in audio for visually impaired and British Sign Language (BSL) for the deaf and hard of hearing. Provision also needs to be made for people who do not read English or where their reading ability is poor.
- The Council should consider designing the directory with an on-line mechanism for residents to feedback on services.
- A communications campaign will be needed to raise awareness of the Directory including Hillingdon People. The campaign should also be in easy read format and sign-post residents to where they can get further information.
- Telephone contact was seen as being the preferred choice as a means of accessing information and advice for the majority of older people, as it was the most accessible and convenient for the target audience.
- There should be a Contact Centre freephone number that residents can use so that any delays in answering the phone do not cause expense for residents
- Accessing specialist systems (e.g. talking books, learning disability packs) in libraries will need staff who are sufficiently trained.

22. A number of suggestions were made during the consultation concerning the Council's proposals for advocacy including the need for the council to:

- Support voluntary and community groups to provide more services for Hillingdon residents including advocacy services which are available for people with personal budgets
- Look at the costs of current services and evaluate whether they are they best value for service users.
- Develop advocacy services that can be accessed by all residents, whether or not they qualify for services.

### Response to consultation

23. The need for a single directory combining all the information from other partners' directories is recognised, although it may take time to achieve this in full. The Directory has been developed by the West London Alliance (WLA) and will initially include organisations, services and activities available across West London with information drawn from the databanks of local authorities.

24. All of the options for making the information available in different formats will be explored.

25. Enabling service users to provide on-line feedback on services they have received is planned as part of the Council's development of the Directory, although it will not be available immediately.



26. All of the suggestions concerning the awareness campaign are accepted and agreed.

27. Providing a Freephone number for the Council's Contact Centre would not be affordable in the current financial climate. The Contact Centre is being reviewed to ensure that residents receive a quick response as well as a good outcome to their query.

28. Library staff will be given disability awareness training, including effective communication with people with learning disabilities.

29. The Council will work with voluntary sector organisations to develop services that help people identify the support they need ("Support Planning") and identify services and activities that can meet needs ("Brokerage"). This service will also provide independent advocacy for people receiving or who might want to receive personal budgets. This is currently being tendered and should become operational in the late spring 2012.

30. The Council is undergoing a fundamental review of all internal and external services to ensure that they are focused on achieving the right outcomes for Hillingdon's residents as well as being value for money.

31. The Council unfortunately does not have the resources to be able to fund advocacy services for people who do not qualify for services. It will, however, help to promote services provided by the voluntary sector that are universally available.

## **Reablement**

### Key Proposals

32. The key proposals are:

- a) To deliver a specialist reablement service to help people maximise their ability to live independently and within their own home
- b) To make best use of all intermediate care facilities across health and social care as a stepping stone between leaving hospital and going home and to prevent unnecessary admission to hospital.

### Outcome of the Consultation

33. Adequate provision should be made to ensure that support was provided to people after the initial six week period of reablement/intermediate care if required.

### Response to Consultation

34. Where continued support is required after the six week period of reablement/intermediate care this would generally be provided by the private and voluntary sector. However, the Council will consider each case on its merits.

## **Modernisation of Day Services**

### Key Proposals

35. The key proposals are:

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- a) Day opportunity services will be banded into three levels of need:
  - *Level 1*: high dependency, complex needs, e.g. dementia, requiring a buildings-based service;
  - *Level 2*: reablement/rehabilitation requiring a combination of building and community based services for a time limited period;
  - *Level 3*: socialisation needs only, which will be addressed through community-based services.
- b) All existing users of in-house buildings based day services will have their needs reassessed to identify which of these service levels are appropriate.
- c) Those people with needs that are primarily concerned with socialisation will be supported into community-based services.
- d) An updated Older People's Plan and a new Disabilities Plan will be developed and these will consider the need for day opportunity services as part of a general exploration of what is required to support vulnerable adults, including people with complex needs, in a community rather than an institutional care setting.
- e) Buildings-based services will be used to support people with the greatest needs and where a short-term reablement or rehabilitation intervention is required.

### Outcome of Consultation

36. Specific proposals on the future of day opportunity services for people with learning disabilities received a significant response and these comments are considered in a separate report on the consultation programme regarding the Disabilities Commissioning Plan. However, there are a number of more strategic comments that are reflected below:

- Consideration should be given to the demand on day opportunity services of more people moving from residential care into supported housing;
- Alternatives to Council-provided day opportunity services need to be widely publicised so that people are able to exercise choice about how they use their Personal Budgets;
- All Council leisure services currently lack changing facilities for people with profound disabilities which reduces access opportunities.
- People should have the option of using their Personal Budgets to attend Council-provided day care services
- The transport implications for service users should be taken into consideration when developing day care proposals.
- For older people unable or reluctant to leave their own home some form of befriending service could be set up but this would need to be regulated by the Council.
- The Council should provide venues for social clubs for older people, i.e. community centres. Care workers should also be made available to support those with personal care needs. The Council should also promote the social clubs.

### Response to Consultation

37. The Council is seeking to transform the way that social care services are provided. For Hillingdon this means a major shift away from institutional care provision to support in the community. Unlike the direction of travel taken in other local authorities, the Council is retaining some buildings-based services for people with complex needs but over time the majority of people will be able to use their Personal Budgets to access services in the community. The Council will work with residents and voluntary and community organisations to further develop these services. Some of this entails redirecting resources that are currently locked into buildings-based services into the community. This is a considerable challenge at a time of austerity where the resources available to the public sector are reducing.

38. Improving access to the Council's leisure facilities is essential to enable residents with more profound disabilities to be able to use them. Although the design of all leisure facilities complied with statutory requirements, the Council is seeking to undertake the works necessary to improve accessibility when the opportunities arise, e.g. planned refurbishment.

39. The forthcoming refurbishment of Highgrove Pool in the spring of 2012 will see, subject to Cabinet approval, a number of improvements including the following:

- Disabled parking spaces will be included within a reconfigured parking area.
- A ramped access fully accessible for wheelchairs to the new entrance to be constructed.
- Provision of automatic entrance doors with a minimum 1m wide clear width.
- Reception desk to be provided with a dropped level and recessed area and with a 'hearing loop'.
- Specific wheelchair group entrance lane provided as part of the turnstiles access facility.
- Provision of internal car lift providing access to both the swimming pool changing rooms and the spectator gallery from the ground floor entrance past the turnstiles with a minimum of 900mm clear door width for access.
- Provision of specific Changing Places - changing room fully equipped with an access hoist to the swimming pool for disabled users.
- One disabled toilet will be provided for each toilet block

40. Following feedback from disabled users at Hillingdon Sports & Leisure Complex, the Council's Sport & Leisure Team are working with Fusion that manage the facility to improve the level of access and equipment available to assist disabled people. While the facility does meet the minimum requirements of approved document M - Access to and use of Buildings, it is acknowledged that there are some difficulties experienced by people, particularly those with more profound disabilities in accessing the swimming facilities. The proposed modifications are currently being finalised in response to specific feedback from disabled users.

## **Transport**

### Key proposals

41. The key proposals are:

- a) Transport that is provided and funded by the Council will be available to those in the greatest need.
- b) People on benefits with a mobility element will be asked to make alternative arrangements and will be signposted to other options.

### Outcome of consultation

42. There were a number of issues regarding transport that were related to the specific proposals contained within the Disabilities Commissioning Plan which is the subject of a separate report to Cabinet.

43. Some carers and service users wanted to pursue supervised travel with the aim of working towards independent travel where this was suitable. Personal budgets were mentioned as a way of achieving this.

44. Other comments were received from carers concerning service users who would not necessarily have the ability to take a bus or tube train just because they were eligible for a Freedom pass or receive DLA/Mobility Allowance. Some service users would not be able to access public transport due to a physical disability or behavioural problems. A number of carers reported their concerns about service users having to use public transport as they had previously experienced verbal abuse from other passengers and no longer felt comfortable using this option. Other issues raised related to the use of taxis (including the cost and reliability) and the lack of wheelchair access at some stations including Uxbridge. The lack of taxis suitable to transport people in wheelchairs working under the Taxicard Service was also raised.

45. Under Section 73 (14) of the Social Security Contribution and Benefits Act 1992 the mobility element of a service user's benefit entitlement should be disregarded for the purposes of assessing their means.

46. Older people identified a number of issues as being an important factor to their having the confidence that they can complete their journey and these include:

- Pavements and footways being in good repair.
- Dropped kerbs for people with mobility problems to enable them to cross roads.
- Public transport running a regular service which does not leave people stood waiting in the cold or in the dark.
- Buses pulling up to the kerb so that passengers can get on easily.
- Other passengers not blocking the wheelchair space with prams or shopping.
- Older people do not feeling intimidated by the behaviour of other passengers.

#### Response to consultation

47. The Council will take the availability of accessible transport into consideration when devising any proposals concerning the future of Council provided or funded services. The variety of circumstances faced by service users of Council provided or funded services makes a blanket approach to transport difficult. This means that the Council will consider the needs of individuals for accessible transport on a case by case basis as part of the community care assessment process. The availability to service users of the mobility component of a state benefit is one of the factors that will be taken into consideration as well as whether it is possible for a user to access any other form of transport.

48. Residents can be assured that the Council is complying with the Social Security Contribution and Benefits Act 1992 by not taking the mobility component of a state benefit into consideration when undertaking a financial assessment.

49. The Council recognises the importance of keeping its pavements in good repair and will respond as promptly as possible to address disrepair issues. The availability of resources and the level of risk to the public are factors that will affect how promptly the Council is able to complete repairs. The Council has developed a Highways Inspection Regime which follows guidance set out in the Department for Transport's '*Well Maintained Highways Code of Practice for Highway Maintenance Management*'. In addition to undertaking a planned regime of highway inspections, highways engineers also carry out responsive and reactive inspections generated from public and Member Enquiries.

50. The Council co-ordinates and services an Access & Mobility Forum that includes representatives from the bus companies operating in the borough as well as Council officers and representatives of local residents and voluntary organisations. This meets on a quarterly

basis and once a year Transport for London (TfL), which has responsibility for delivering the Mayor's transport strategy in partnership with London boroughs, also attends. This group provides an opportunity to raise concerns and issues about public transport provision in the borough. Meetings are also attended by the Safer Transport Team, which is a partnership between TfL and the Metropolitan Police and is concerned about issues such as anti-social behaviour on public transport.

## **Community Equipment Model**

### Key proposal

51. The key proposal is:

- a) The introduction of a retail model for equipment services will provide service users and carers with greater choice in how their needs for Simple Aids to Daily Living are met.

### Consultation Outcome

52. All of the people who commented were in support of the proposals for the retail model. A number of suggestions were made about how the equipment service could work and other matters for the Council to consider including:

- Develop an accessible catalogue of items
- Promote the range of providers that are in place to provide community equipment
- Reduce waiting times for an assessment for equipment to avoid accidents, possible hospital admissions and reductions in independent living
- Increase advertisements about equipment, including hosting exhibitions to increase awareness and produce a DVD
- Tell service users at the point of assessment the type of equipment which is available
- Work with hospitals to ensure that people are discharged with the equipment they need

53. There were queries about:

- The process for requesting an assessment
- Whether providers were already in place to provide equipment
- Service users who may be unable to go to a retailer in order to choose the equipment they require
- How service users would access equipment if they were in a hospital
- Whether suppliers outside of the borough could be accessed for those people who live on the borders of the borough
- Whether equipment could be traded or exchanged if a persons needs change in order to make best use of resources

### Response to consultation

54. Assessments can be requested through Hillingdon Social Care Direct (HSCD) - the Council's contact centre for social care services - or at HCIL in Hayes. Anyone receiving an equipment prescription following an assessment will receive information about other types of

equipment that they may wish to consider. This information will also be written on the prescription form.

55. The catalogue of available items is already accessible to all service users. Information available on the Council's website and in leaflet form signposts service users to all of the available community equipment retailers spread across the borough. The information advises residents that retailers may be able to deliver equipment if they are unable to and also explains that they can approach any accredited retailer to redeem their prescription. Service users are asked to contact the Council's special delivery service if the equipment is no longer required.

56. The suggestions for an exhibition facility have already been taken on board. Residents can see the types of equipment that are available by visiting the Hillingdon Centre for Independent Living (HCIL).

57. The Council is intending to introduce more trusted assessors which will enable occupational therapist (OT) resources to be focused on the assessment of people with more complex equipment needs. Trusted assessors are trained by the Disabled Living Foundation to prescribe items of equipment of low risk.

58. These are very early days for the new prescription service but it is intended that over the next few months it will be introduced into the Hospital. This will mean that family or friends of people in hospital will be able to collect the desired equipment on their behalf before they return home.

## **Supported Housing**

### Key proposals

59. The key proposals are:

- a) To work with private and registered providers to make the best use of the housing supply to address need, including developing and expanding supported housing models such as extra care

### Outcome of consultation

60. All of the people who commented on the proposals for increasing the supply of supported housing were in support. A number of suggestions were made for the Council to consider including:

- Ensure that residents have access to a range of activities
- Ensure that 24 hour support is available
- Install equipment and minor adaptations based on the assessed needs of each resident
- Ensure care and support needs are met, including shopping and money management
- Develop a buddy service to show new tenants around
- Ensure transition plans are in place for those moving from residential to supported housing/extra care
- Give potential residents the opportunity to stay in a placement overnight to see if it suits their needs
- Increase promotion of the available schemes, including on the internet

- Increase the ability to move from private to public sector housing for people who need supported housing or extra care facilities
- Create communal areas for people to meet and socialise
- Ensure there are adequate staff to support people moving in
- Ensure that support staff take into account mental health as well as physical needs
- Ensure that staff working in the Community Mental Health Teams fully understand the implications of the supported housing proposals for adults with mental health needs
- Involve disabled people in the design and planning of schemes
- Consider employing service users with low and moderate needs to work in the reception areas

61. There were queries in a number areas too including:

- Provision of furniture for those moving into an empty apartment
- Whether there would be access for couples who live together but only one is disabled
- Eligibility for people who own their own home but who need supported housing or extra care housing
- Over night care

### Response to consultation

62. The Council will consider all of these positive and constructive comments as part of the development of each supported housing scheme. “Supported housing” covers a wide spectrum of models including those that are suitable for independent and semi-independent living. What this means is that not all housing will require 24 hour on site support, although all extra care housing will certainly have this as part of a standard package of services available to residents.

63. The suggestion of enabling potential residents to “stay the night” in a supported housing scheme as part of the decision-making concerning moving in is a most interesting suggestion with great potential. This will be explored across all schemes.

64. The requests for residents to be able to purchase supported housing is not surprising considering the high proportion of owner occupiers in Hillingdon, particularly amongst older people. As a result, the Council will be working with providers to ensure there is a supply of supported and extra care housing available for residents to purchase on a shared ownership basis for those with some capital or to purchase outright.

65. The Council will also continue to include a number of two bedroom properties in supported housing and extra care developments to reflect situations where the disability of one person in a couple prevents the sharing of a room.

66. It is clear that a number of people moving into supported and extra care housing will not have adequate furniture. The Council will therefore work with housing providers to ensure that furniture starter packs are available if required and these packs will also include crockery and cutlery.

## **Transition**

### Key proposals

67. A simple pathway through transition will be in place that is agreed by all agencies. This will enable all those involved in transition including young people and their families to know how to access information, what is likely to happen and when, and with whom, things are likely to happen.

68. Reduced funding will be available for 3-year placements at residential colleges. Instead young people in transition will have services provided within the borough.

#### Outcome of consultation

69. A number of specific queries were raised by young people during the consultation period.

- How to access supported housing.
- The timescales for the development of college courses with accommodation for Hillingdon.
- Whether there will be any future information sessions to keep young people and their parents informed of developments.
- Whether special educational facilities will be developed locally to prevent young people with complex needs having to be placed outside of the borough.
- How professionals in adult social care become aware of the needs of children being supported by children's social care services.
- How the Council will ensure that supported housing is available only for Hillingdon residents and not people from other boroughs.
- Whether carers's assessments are carried out at the same time as the assessment for the person with disabilities.
- Whether the most is being made of services outside of the borough, i.e. whether we are using existing services in neighbouring boroughs that might be nearer than other parts of Hillingdon or not available at all locally.

#### Response to consultation

70. The comments made during the consultation process show that there is a need to improve communication between the Council and young people and their carers. This will be addressed by arranging more opportunities for young people and carers to meet with Council officers to discuss the transition process, the modernisation of social care and the implications of this.

71. Integral to the modernisation process is the provision of supported housing rather than residential placements that are invariably outside of the borough. Generally supported housing developments will be for people with higher needs (although some housing developments will cater for people with lower needs). The Council will nominate people to supported housing schemes and schemes will only be available to Hillingdon residents.

72. The Council is working to prevent the need to make out of borough placements in residential colleges. The number of young people with more complex needs such as autism is increasing and we will explore how personal budgets can address needs more effectively. Discussions are in progress with local colleges to identify specific courses required. By July 2012 we plan to be able to meet the needs of people currently in out of borough college places who will be leaving in 2012. Firm proposals will be in place for people who would otherwise have to be placed outside of the borough.

73. It is recognised that there are some users who have difficulties in expressing their choice and the Council is seeking to address this by putting appropriate support services in place. A



support planning and brokerage service is currently being tendered and will be provided by an external organisation with experience in assisting people in these circumstances.

74. Early planning is the key to ensuring a smooth transition from children's to adults' services. The Council's Transition Team acts as a conduit between children's and adults' services and has a central role in the planning process. The planning process, which currently starts from around age 16, will start earlier at age 14.

75. Supporting carers is critical to enabling vulnerable young people to remain independent. Identification of the support needs of carers is achieved through the carer assessment process. The assessment of the carer's needs is something that should be offered to the carer by the social worker at the time of the user's assessment.

76. The Council is aware that neighbouring boroughs have a range of services that Hillingdon residents may wish to access. The online information directory which is being developed in partnership with neighbouring London boroughs will include services, clubs and societies that are available across the region. This will not initially include services that are available across the border in Hertfordshire and Buckinghamshire but this is something that can be developed once the directory is established.

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## FURTHER SUPPORT TO VOLUNTARY ORGANISATIONS 2012/13 FINANCIAL YEAR

<b>Cabinet Member</b>	Cllr Douglas Mills
<b>Cabinet Portfolio</b>	Improvement Partnerships and Community Safety
<b>Officer Contact</b>	Kevin Byrne, Nigel Cramb, Central Services
<b>Papers with report</b>	Appendix A HAVS letter of 20 <sup>th</sup> December 2011 Appendix B Equality Impact Assessment Appendix C Assessment of Grant Applications

### HEADLINE INFORMATION

<b>Summary</b>	To agree specific proposals to take forward the Council's support for the voluntary sector in 2012/13.
<b>Contribution to our plans and strategies</b>	Voluntary organisations support the Council in achieving its priorities and objectives including those in the Sustainable Community Strategy.
<b>Financial Cost</b>	Cabinet on the 15 <sup>th</sup> December 2011 confirmed continued investment of £1.415m in the voluntary and community sector for 2012/13 and in addition growth of £400k subject to approval of overall budget in February 2012. This report details proposals which would account for £265k of this additional allocation. This will leave an unallocated balance of £135k, which will be able to be drawn upon throughout the year to fund any priorities which arise through the year.
<b>Relevant Policy Overview Committee</b>	Corporate Services and Partnerships Policy Overview Committee
<b>Ward(s) affected</b>	All.

## **RECOMMENDATIONS:**

That in support of the Council's overall priorities for voluntary sector in Hillingdon the following decisions be made, subject to the approval by Council on 23 February 2012 of the additional £400k priority growth allocation to the voluntary sector, Cabinet agree:

- 1) The broad principles for the operation of a new small grants programme of £50k for one-off development awards in 2012/13 and to delegate authority to the Cabinet Member for Improvement, Partnerships and Community Safety, in consultation with the Deputy Chief Executive and Corporate Director for Central Services, to oversee and make all necessary decisions on the operation of the programme, including the award of such small grants;
- 2) To improve services for victims of Domestic Violence in the borough by:
  - a) Approving the application from Hestia and to develop the refuge based service into a wider community based service for children who are victims of Domestic Violence and;
  - b) Approving to fund EACH £30k to continue to provide the Pukaar culturally sensitive domestic violence counselling and advocacy service in Hillingdon.
- 3) The new approach to monitoring and ensuring value for money as set out in the report;
- 4) To reduce the annual core grant to Hillingdon Association of Voluntary Services by 50%, subject to three months notice, effective from 1st May 2012;
- 5) To fund Age UK Hillingdon to deliver volunteering services for older people of £21k, a one year pilot "Making the right move" programme of up to £24k and up to £10k towards developing the "Care to work" initiative and;
- 6) To fund the WRVS scheme to support sufferers of dementia of £50k in 2012/13, with a view to reducing support in subsequent years.

## **INFORMATION**

### **Reasons for recommendations**

The Council reaffirmed its long term financial support for the Borough's voluntary sector at its December Cabinet and agreed a budget of over £1.4m for expenditure in 2012/13 and proposed additional growth of £400k within the Council's overall budget for 2012.13. This report brings back further details in respect of a number of specific issues for decision.

### **Alternative options considered / risk management**

The Cabinet may choose to reject or delay any of the recommendations or to commission further details on alternative options.

### **Comments of Policy Overview Committee**

The Council support for the voluntary sector and the programme set out in December 2011 is being considered by the Corporate Services and Partnerships Policy Overview Committee at its meeting on 18<sup>th</sup> January 2012.

## **Supporting Information**

At its meeting on the 15<sup>th</sup> December 2011, Cabinet reaffirmed the Council's overall commitments to the voluntary sector in Hillingdon and announced a programme of specific core grants to organisations totalling over £1.4m. At the same meeting, Cabinet considered the draft Council budget for 2012/13 which proposed additional investment of £400k and some priority areas for development of front line voluntary sector services to support residents. The Cabinet instructed officers, in conjunction with the Cabinet Member for Improvement, Partnerships and Community Safety, to report on:

1. The creation of a new small grants development programme of £50k
2. Proposals to improve services for victims of domestic violence.
3. Develop a new approach to ensuring value for money and strengthening the outcomes for residents through an improved monitoring process.
4. The level of funding to be offered to Hillingdon Association of Voluntary Services for the 2012/13 financial year
5. Increased support for Age UK Hillingdon to meet the Council's priorities for older people.
6. A bid from WRVS for funding towards a Dementia support initiative.

### **1. Small Grants Development Programme**

Cabinet agreed at its December 2011 meeting to establish a new Voluntary Sector small grant development programme of up to £50k per year. The scheme will run in conjunction with and complement the overall core grants funding scheme.

The key purpose of the small grants budget is to enable borough based voluntary groups to access a source of funding which will enable organisations to develop services that will ultimately benefit and support the boroughs residents. The small grants programme will support one-off development projects from local voluntary groups. Grants awarded from the programme will generally be awarded at a lower level than those used to support core activities.

The intention is to develop a flexible accessible source of funding which enables organisations to trial and explore new initiatives; develop services into new areas and potentially to modernise the organisation. The programme is not intended to meet shortfalls in organisation's annual running costs.

Officers have drawn upon the experience of the successful small grants programme managed by Hillingdon Community Trust in developing the approach. Guidance and criteria will be developed in preparation for the new financial year. Applications will be invited during period from April 2012 to end of June 2012 and assessed against achievement of one or more of the following priorities:

- Support will be offered to help groups explore mergers, collaboration, transformational change and holistic approaches which will enhance their impact.
- Seek to develop, trial or pilot projects where the intention of the organisation is to develop the initiative into a permanent service if the trial is successful.
- Priority would be given to groups working with directorates to meet commonly identified needs and Council priorities.
- Support newly emerging needs in the borough, for instance after a particular event or change in demography, or policy, or where previous support was insufficient.

### **Process**

Awards are for one-off funding and should not be viewed as replacement for core funding which will be considered separately. Small grants are available up to a maximum payment of £2.5K

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per organisation. The final eligibility criteria, guidance advice and application process is being developed.

The intention is to be flexible and responsive. Officers' recommendations on applications will be determined at the end of June 2012 by the Cabinet Member for Improvement Partnerships and Community Safety.

## **2. Improving Services for victims of domestic violence**

The Council has received a range of requests from organisations looking to develop services to support residents who find themselves victims of domestic violence. Hillingdon's Domestic Violence Action Forum provides a strategic steer with partners with regards to priorities and needs in terms of overall support for victims of domestic violence.

The Council funds and manages an Independent Domestic Violence Advocacy Service (IDVA). The IDVA service exists to risk assess, safety plan and advocate on behalf of high risk victims of domestic violence and their children. IDVA is a crisis service so relies upon working closely with other partner agencies and voluntary sector organisations to support victims of domestic violence with their ongoing needs. The IDVA is also able to provide feedback to the DV Action forum on local needs.

The work of the DV Action Forum has identified the current gaps in provision in the Borough:

- **Support services for children who have experienced domestic violence**

Currently there is no comprehensive service available in the borough to support children who have experienced domestic violence. There are some services provided from grant funding being delivered through the voluntary sector but these are limited and not long term.

- **Specific support to meet the therapeutic needs of women from black and minority ethnic (BME) backgrounds**

Due to reductions in funding from London Council's the service provided in the borough which helped to specifically meet the therapeutic needs of women from BME backgrounds is no longer available. This has left a gap in service provision, which has been highlighted within the Domestic Violence Action Forum's action plan as a priority.

### **Recommendations**

#### **Services for children experiencing domestic violence (DV)**

Hestia provides a floating support service for victims of DV in the borough who are not accommodated within the refuge. A funding application has been received to provide a support service specifically for children within the refuge however, using their existing experience and expertise in the floating support service, there is an opportunity to expand this work more widely to cover children's services. **It is recommended, therefore, to support the proposal from Hestia and develop the refuge based service into a wider community based service for children who are victims of DV and award core grant of up to £45K.**

#### **Specific therapeutic counselling services for BME women.**

"Pukaar", a project run by EACH, has made a substantial contribution to meeting the needs of domestic violence victims in the borough. They deliver a culturally sensitive counselling and support service for particularly vulnerable women. As well as being at

high risk of domestic violence and abuse, the women the 'Pukaar' project focuses on often face and experience additional challenges such as language, cultural and family pressures and sometimes forced marriages. Pukaar has contributed extensively to the objectives in Hillingdon's Domestic Violence strategy and Action Plan and has provided specialist support and expertise to the Advocacy and Support subgroup. **It is recommended, therefore, that EACH be awarded £30,000 to continue with the culturally sensitive domestic violence counselling and advocacy service to meet the specific needs of women from black and minority ethnic communities.**

### **3. Improved Monitoring Arrangements**

The Council intends to develop a new approach to ensuring value for money and strengthening the outcomes for residents through improved monitoring process for core grants. The objective is to maximise the use of core grant to the benefit of residents, without imposing overly bureaucratic processes on the voluntary sector.

#### **Current practice**

All organisations seeking core grant support from the Council are required to complete a comprehensive application form, which is used to determine the level of funding to be offered for the forthcoming financial year.

All organisations in receipt of financial support via the core grants budget are governed by standard terms and conditions. These relate, broadly, to:

- **Financial requirements;** robust financial management arrangements, the production of annual accounts, financial reserves policy, adequate levels of professional and public liability insurance,
- **Management and governance requirements;** including the requirement to have a formally constituted management committee or board of trustees and appointed officers.
- **Reporting requirements** including the production of a range of specific reports including annual report; annual users' satisfaction survey, a business plan and a risk strategy.

#### **Specific Aims**

Each organisation is also set a number of series of 'specific aims' in relation to their core grant setting out what the council expects the grant to help achieve. These are agreed annually and reflect either new developments or new priorities.

These 'specific aims' are the focus of the annual monitoring discussion. Additionally organisations are required to submit detailed monitoring information.

#### **Review**

Whilst the current arrangements work well there are areas where these arrangements can be improved further to assure the Council that organisations deliver value for money and that this is evidenced.

#### **Proposals**

##### **Value for money**

It is proposed that the grant application process is enhanced to give organisations the opportunity to explain/justify the previous financial awards in terms of value for money. In addition to the use of Council funding to secure additional external funding, the Council would

expect organisations to provide evidence of strong financial management and efficiency and effectiveness measures being implemented.

Organisations will also be asked to provide a more detailed justification as to the level of reserves carried. The Council fully acknowledges the need for organisations to plan for unforeseen eventualities and to ensure that adequate reserves are in place to meet future liabilities. The level of reserves will vary from organisation to organisation, however whilst each organisation's circumstances will be unique the level of reserves needs to be in proportion to liabilities and crucially needs to reflect the level of risk an organisation faces.

The Council is keen to support volunteering both as a way of encouraging community activity and as a way of maximising the impact of available resources. Organisations will therefore be asked to provide more details of the use of volunteers and to demonstrate how it is using volunteers to improve services further.

### **Standard terms and conditions**

#### **Increased monitoring**

The current level of monitoring report, together with the specific aims is usually adequate for monitoring purposes. To improve the effectiveness of monitoring and to enable the Council to support organisations that may be facing some difficulties it is proposed to introduce a requirement for organisations to submit either six monthly or quarterly monitoring information if requested.

#### **Audit**

Additionally, the standard terms and conditions will be amended to give the Council the right to undertake an audit of organisation's accounts, if it so chooses. This is considered an appropriate recourse and again strengthens and safeguards the Council's ability to monitor the use of public funds. Groups will also be prohibited from using their grant to support political objectives including lobbying.

#### **Specific Aims**

The Council will continue to develop the approach of agreeing "specific aims" with grant recipients as a way of setting annual targets and encouraging the development of new initiatives as well as a means of managing and monitoring the performance particularly of the larger grants.

It is proposed that for the 2013/14 financial application process that progress against the agreed specific aims will be included in the in the report that is submitted to Cabinet, on a met, not met or partially met basis.

This package of proposals serves both to strengthen the Council's position with regard to monitoring; and also provide additional means by which to assess value for money but at the same time not being over bureaucratic and burdensome on our partners in the voluntary sector and therefore not detracting them from their primary function of supporting our residents.

#### **4. Hillingdon Association of Voluntary Services (HAVS)**

The Council has consulted HAVS to assess the impact of what a reduction in HAVS core funding of up to 25% and 50% in 2012/13 would mean to Hillingdon's voluntary sector and in turn residents. HAVS response is included in full at Appendix A. In addition, in line with the Council's public duties in relation to equalities a full impact assessment of the potential reduction is set out at Appendix B.



Hillingdon Council has stated that it wishes to prioritise investment in front line voluntary services which directly benefit residents and to withdraw support from organisations offering help to other organisations or “Tier 2” bodies.

In 2011/2012, HAVS received £90k in core grants to fund staff salaries including specifically an allocation of £25k for the volunteer centre.

In addition HAVS administer a small participation fund of £2,000 to support the costs of participation by vulnerable groups in events and fora. It is proposed that this should continue.

HAVS has indicated that a reduction in funding of 50% would require the organisation to draw on its reserves and then require it to close, estimated as necessary within 12-18 months. HAVS also estimates that a reduction of up to 25% would require significant down scaling of the existing operation but this is stated in terms of reduced costs and reduced activity rather than services to groups or residents.

The key issues raised in the consultation are, in summary, that a reduction in funding would lead to:

- Reduced ability in the sector to bid for external money, perhaps where local authorities may not be eligible to bid, for example through the National Lottery schemes.
- Reduced capacity to support development of voluntary sector organisations, especially smaller groups. Six organisations have written in support of HAVS from a membership of 421.
- Reduced support on quality standards such as PQASSO and Investing in People which help groups in turn bid for external funds.
- Reduced volunteering support activity given that HAVS is the main source for uploading opportunities to the “Do-it.org” website from Hillingdon. It is possible that the majority of Hillingdon based opportunities posted on the “Do-it .org” website may need to be posted via an alternative organisation and transitional arrangements established.
- HAVS, together with other West London CVS’s, has a bid pending for support from Government under the Transforming Infrastructure Fund, which is due to be decided on in January 2012. This would potentially bring £150k investment to Hillingdon to support external bidding and tendering. It is not clear how a reduced core grant to HAVS would impact on this opportunity.
- HAVS is in effect the anchor tenant at Key House which is owned and run by the Key House Trust as a resource centre for the Boroughs’ voluntary sector.

A reduction in 50% would result in a grant of £48,750 for the 2012/13 financial year (any reduction should apply from 1<sup>st</sup> May if notice is provided by 1<sup>st</sup> February, based on 1 month at £90k and 11 at £45k the total core grant for 2012/13 would be £48.75k.). This will have an impact on the organisation and potentially on the range of services provided. The submission from HAVS states clearly that it cannot survive beyond 12-18 months if core funding is reduced by 50%.

The Council particularly values some of the services HAVS provides and officers would be looking to work with the HAVS management board and provide support whilst the organisation

refocuses and transforms to incorporate the change in finance. The Council would like to engage with HAVS to focus on services which offer best value for residents, especially the support available for new groups seeking to establish and set up and on effective volunteering arrangements.

In the response to the proposal to reduce funding HAVS raise the issue of a reduction in funding having an impact on the Transforming Infrastructure Fund bid. The bid has been submitted and there is no reason to assume that it will not be successful. If the bid is successful it is another area of where the Council and HAVS can work together to ensure a positive outcome.

HAVS have announced that the current Chief Executive is leaving at the end of January and this may present an opportunity to bring forward transformation of the organisation. Whilst a reduction in funding is never welcomed the Council believes there is scope during 2012/13 based on a reduced grant to work with HAVS to focus on a range of priorities.

There is no clear evidence presented on the impact on voluntary groups or residents of reduced core funding, for example in respect of quality standards support or small groups support, so it is difficult to measure the true impact and judge how this might be mitigated where desired.

The Cabinet is recommended, therefore, to proceed with its stated intention of moving away from support to "tier 2" groups and to reduce the core grant to HAVS for 2012/13 by 50%.

An Impact Assessment has been completed at Annex B to identify the consequences of a reduction and to point to mitigating action where appropriate.

## 5. Age UK Hillingdon

In December in line with the Council's priority to provide independence and support for older people an increase to Age UK Hillingdon was agreed. The increase formalised the funding within the core grant for the support the organisation provides to older residents experiencing financial difficulties due to the current economic climate. In addition to this support, officers have been in discussion with Age UK regarding other challenges currently facing older residents and to increase capacity locally of volunteers to support older people.

Age UK has identified three schemes to meet the priorities for older people. The first seeks to build volunteering capacity by recruiting and co-ordinating a **network of volunteers** to support older people at a cost of £21k .

The second scheme '**Making the right move**' serves to assist older people to move to more appropriate accommodation. It seeks to address the range of issues older people encounter when they face the challenge of moving home in later life. Age UK have identified that for many older people the challenge of moving home is just too daunting and therefore many remain in accommodation that they can no longer maintain or is just impractical in terms of size. The service Age UK are proposing will offer;

- Guidance on the options available on a case by case basis
- Practical and emotional support during the lead up to the move
- Support during the settling in to the new accommodation period.

The scheme could provide significant support to a number of older residents and assist them to move to more suitable accommodation. Officers are currently discussing with Age UK the practicalities of piloting this project to ascertain the levels of take up. The pilot approach would

also enable the opportunity to explore whether links with organisations that provide housing for older people can be established.

The third project Age UK is proposing focuses on the employment of older people. Age UK feel that despite legislation against age discrimination in the workplace, older workers are still being targeted for redundancy and are more likely to fail in getting back into work. Often they use their 'redundancy lump sum' to live on whilst they are unemployed, reducing the amount they would have had to live on when they reach pensionable age. Those in this position advise Age UK that the Job Centre Plus environment is not always suitable for older people and they need specialist advice to help access work.

In Hillingdon there is a shortage of skilled and experienced staff working in the health and social care sector, care agencies have great difficulty recruiting people to work in the north of the borough. Officers have been working with Age UK Hillingdon and Uxbridge College on a '**Care to work**' initiative. The proposal is for Uxbridge College to run a bespoke pilot event, and Age UK will promote it. The target audience are borough residents aged 50+ interested in retraining to work in the care sector. The event will give an overview of the training course, work placements and opportunities for employment/business development.

There are a number of Care providers already working with Hillingdon Adult Social Care and Housing who have a number of vacancies in this field.

As with the Making the right move scheme it is proposed to pilot Care to work to assess the demand and to develop links with Care providers to assist with recruitment of people completing the training and who express an interest in gaining employment in this sector.

**It is recommended to fund Age UK Hillingdon to deliver volunteering services for older people of £21k, a one year pilot "Making the right move" programme of up to £24k and up to £10k towards developing the "Care to work" initiative.**

It is anticipated that the Making the right move and Care to work pilots will commence early in the new financial year and that officers together with Age UK Hillingdon will assess the outcomes. If successful, proposals for full schemes will be developed and the funding requirements agreed with the Leader of the Council and the Cabinet Member for Improvement Partnerships and Community Safety.

## **6. WRVS**

Social Care and Housing have been working with the WRVS (Women's Royal Voluntary Service) on a scheme to develop services for people with dementia in the borough.

As was reported at the December Cabinet meeting the WRVS were in the process of submitting a bid for funding. This bid has now been received and there is support for this bid.

In summary the WRVS are seeking to provide a flexible and responsive service to people with dementia and their families. The objective is to provide a community based service which supports people to remain in their homes longer, rather than the alternative of residential care or hospitalisation.

The scheme will utilise the significant numbers of active volunteers the WRVS already engages with and provide a focal point for recruiting further local volunteers. Up to 50 volunteers will be trained to work on the dementia mentoring and befriending service.

**It is recommended to agree funding of WRVS scheme to support sufferers of dementia of £50k in 2012/13, with a view to reducing support subsequent years.**

### **Next steps**

Cabinet on 15th December 2011 agreed a significant level of investment in the borough's voluntary and community sector of over £1.4m, with a budget proposal for an additional £400k investment in this area. The commitments in the December report together with the recommendation of this report are summarised below:

<b>Awards</b>	<b>Amount</b>
December Cabinet Including £50K small grants scheme	£1,449,058
Domestic Violence projects	
Hestia	£45,000
Each	£30,000
HAVS core grant	£48,750
HAVS participation fund	£2,000
Age UK	
Building volunteering capacity	£21,000
Making the right move	£24,000
Care to work	£10,000
WRVS Dementia support	£50,000
<b>Commitment to date</b>	<b>£1,679,808</b>
<b>Total 2012/13 budget</b>	<b>£1,815,058</b>
Balance	£135,250

The Council has stated that it is not intended that additional funds should be used as an across the board increase but should be targeted at areas of greatest need and where support for the voluntary sector will alleviate pressure on council services and meet local front line needs.

The balance of £135,250 of the proposed unallocated growth funding will be held back to support priorities that arise during the year.

### **Financial Implications**

Cabinet on the 15<sup>th</sup> December agreed investment of £1.415m in the voluntary and community sector for 2012/13. At the same meeting the draft Council Budget was considered which proposed an additional £400k of priority growth for the voluntary sector. This report details proposals which would account for £265k of this allocation. This will leave an unallocated balance of £135k, which will be able to be drawn upon throughout the year to fund any priorities which arise through the year. The specific financial implications for each proposal are detailed in the body of the report.

## **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

The overall effect of these proposals will be to strengthen and support Hillingdon's voluntary sector with new growth and initiatives, which will directly benefit residents.

The proposed reduction in HAVS funding will impact on the viability of the organisation.

### **Consultation Carried Out or Required**

The proposed reduction in HAVS funding will impact on the organisation the implications of this have been subject to consultation with HAVS and a written response is included at Appendix A

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and confirms that the budget and financial implications are as stated. The Council's budget to be considered at Cabinet in February and to be agreed at Council in February contains a proposal to increase funding to the voluntary sector by £400k, which if agreed could fund the proposals contained within this report.

The recommendation to improve monitoring arrangements and provide additional means to assess value for money will strengthen the Councils position in these functions.

### **Legal**

The power to make the various grant payments set out in the report can be found in Part I of the Local Government Act 2000. Section 2 of this Act provides that every local authority has the power to do anything which it considers is likely to promote or improve the economic, social or environmental well-being of its area.

The power under section 2 includes power for a local authority to incur expenditure and give financial assistance to any person.

The well-being power, as it is known, is to be repealed in England by the Localism Act 2011 and it will be replaced by a general power of competence with effect from April 2012.

The general power of competence is intended to increase the power of local authorities and it will give them the power to do anything that individuals may generally do. It will include the power for the Council to make grant payments to voluntary organisations and it will therefore replace the well-being power.

Finally, the fourth recommendation in the report is to reduce the annual core grant to Hillingdon Association of Voluntary Services by 50%. Cabinet will note that officers have undertaken an equalities impact assessment in respect of this proposed reduction in accordance with the requirements of the Equality Act 2010.

### **Relevant Service Groups**

Service departments have also been consulted on the proposals.

## **BACKGROUND PAPERS**

Cabinet report 15 December 2011

Ted Hill MBE  
LLB (Hons) MA  
FInstLM. FRIPH MCIPR  
Chief Executive

Kevin Byrne  
Head of Policy and Performance  
LB Hillingdon  
Civic Centre  
3E/02  
Uxbridge  
UB8 1UW

20<sup>th</sup> December, 2011

Dear Kevin,

### **The Case for Supporting HAVS / Local Infrastructure**

In response to your letter dated 2nd December I am now able to reply in detail.

While it is laudable that the local authority wishes to support Hillingdon residents, Members do seem to have missed the point that Hillingdon residents are supported from the range of voluntary & community groups in the borough who in turn are supported by local infrastructure organisations such as HAVS.

In your letter you state:

*“We have discussed the issue with Members who have indicated that they wish to pursue a reduction in support for what we regard as second tier organisations.”*

You agreed at our subsequent meeting on 7<sup>th</sup> December that HAVS was in fact the only second tier organisation in the Borough funded by the authority so that in fact it was specifically HAVS being reviewed rather than a generic approach. An uninformed reader may of course have thought otherwise.

You also agreed that in hindsight, it would have been beneficial if your paper presented to the Hillingdon Partners (LSP) in December on volunteering in the Borough had first been run past ourselves so that we could have corrected errors. The paper discussed the merits of the “Do it” Website for volunteering but did not report it was in fact HAVS who are responsible for entering the data. This appeared to come as a surprise to you.

You also stated at our meeting on 7<sup>th</sup> that Members were not aware of the work of HAVS or our modernisation progress. I challenged this statement as we report formally on an annual basis both in writing and verbally. I have also kept the authority informed of our modernisation plans at the regular monthly meetings with Ian Edwards while he was in post. I have offered to meet you on a similar basis.

## Context

From your comments that it is the intention of the Council to support front line voluntary & community groups rather than second tier infrastructure organisations it would be beneficial and for the avoidance of doubt to first outline exactly what a local infrastructure organisation (LIO) is and does.

**"Local infrastructure organisations (LIOS) work behind the scenes to ensure that local third sector groups and organisations get the support they need". NAVCA**

HAVS provide development support and is 'the voice of the local third sector'. Essentially we work to strengthen the basic framework or foundation needed for the voluntary and community sector (VCS) to function well. Local Infrastructure Organisations exist in every urban and rural area in England and they help the local VCS in a variety of ways:

- Identifying and filling the gaps
- Raising standards
- Enabling communication and collaboration
- Providing a voice for the local VCS
- Promoting strategic involvement

**"Infrastructure services do vital work to help voluntary and community groups achieve their aims, through services such as training, providing information, representing community groups' interests, supporting networks and sharing good practice". The Big Lottery Fund, BASIS programme.**

HAVS provides infrastructure support by building on the services and facilities that are necessary for community groups and voluntary organisations to develop. Although differing in both size and character, each HAVS member is in touch with numerous and sometimes hundreds of their individual members and communities that provide vital community services, regenerate neighbourhoods, promote volunteering and tackle discrimination in partnership with local public bodies.

The importance of second tier organisations such as HAVS is recognised by central government and enshrined in the Big Society programme.

**"We want people to have more power and responsibility for their own lives, the community they live in and the services they use. This Big Society vision underlies an ambitious plan to transfer real power to communities; open up the public services and encourage more social action. That process will present local charities, social enterprises and community organisations with many new opportunities to improve people's lives whether it be by giving voice or delivering services. This scale of change is challenging and we want to be sure that 'frontline' civil society organisations receive the best possible local support.**

**We have a large network of so called 'infrastructure' organisations that provide support, networking and volunteer brokerage. Our consultation (Cabinet Office) showed how valued the 'best in class' are to the communities they serve. ...."**

Nick Hurd MP, Minister for Civil Society

In addition to the political support for organisations such as HAVS the value has been subject of academic study. One such study –*Measuring the impact of third sector infrastructure organisations* by Peter Wells and Chris Dayson, CRESR, Sheffield Hallam University also concluded:

“Local infrastructure organisations (LIOs) take many shapes and forms but they generally exist to serve a common purpose - to ensure that local third sector organisations get the advice, support and representation they need to improve the circumstances of the people and communities they work with. LIOs do this in a number of ways:

they identify and fill the gaps in existing provision by monitoring the services provided by the third sector in its local area, and working with new and existing groups to address unmet needs in their communities.

they raise standards by providing access to information, advice and support to local groups and organisations in order that they have the knowledge, skills and resources they need to support the local community.

they enable communication and collaboration by encouraging local groups and organisations to share resources and to work collaboratively, and establish forums for networking where they can share good practice and form partnerships through which new activity can be developed.

they provide a voice through which the diverse views of local groups and organisations can be represented to local public sector bodies. They also enable two-way communication and consultation so that the local sector can be consulted on and contribute to policy developments and decision-making.

they promote strategic involvement in local policy making and planning, ensuring that the sector is represented and involved in local decision making bodies, and actively work with representatives to ensure they keep on top of key local issues.”

It therefore seems at odds that while the Government, major funders and academics support the basis of second tier, infrastructure organisations the local authority are considering massive and disproportionate funding cuts. The proposal is contrary to the thrust of the Big Society & the Localism Bill.

## **Benchmarking**

With the extensive cuts from the local authority to the voluntary & community sector for 2011/12, HAVS saw its core grant cut by 15%. This was in addition to the 100% cut from PCT/LBH funding for Health & Social Care work and 100% cut from central government for our Capacity Building work via Capacity Builders. The proposed cut of an additional 50% would therefore equate to a massive 65% in core funding and not accounting for inflation, rise in VAT etc.

By comparison other neighbouring local authorities have reviewed their funding to their CVS and where CVS were closed (Brent, Harrow, Hounslow), the local authorities are now looking to reinstate having recognised the gaps that closure left.

Research of funding intentions for neighbouring CVS from local authorities for core funding as revealed for 2012/13:



*Ealing* £138,000 for core & volunteer centre plus a further £60,000 for Community Networking  
**£198,000**

*Hounslow CVS* £76,000 + £31,000 for Volunteer Centre, guaranteed for 3 years  
**£107,000**

*Harrow* – Re-establishing a CVS/Volunteer Centre -estimate based on current interim 3 day service  
**£112,000**

*Westminster* £145,000 for CVS + £90,000 for Volunteer Centre, guaranteed for 3 years  
**£235,000**

*Richmond CVC+* Volunteer Centre + Capacity Building, guaranteed for 3 years  
**£230,000**

*Hammersmith & Fulham* £138,000 for CVC+ Volunteer Centre (est. £60,000)  
**£198,000**

Clearly with HAVS currently providing all the services of a Volunteer Centre and CVS for £92,000 (including Participation Fund) this is already exceptional value for money, reducing to **£45,000** is not sustainable.

## Satisfaction Rating

Despite the already significant cuts and resultant loss of staff, HAVS has continued to provide high quality services. In addition the impact for local groups with the funding cuts from 2011/12 has seen a significant increase in demand for our services. To cut HAVS funding again would be a double whammy.

Annual Membership Surveys already provided to LBH has shown an increase in satisfaction by HAVS membership year on year from 2007.

At the last survey (Feb 2011):

30% of respondents felt HAVS was one of the best with 65% believing HAVS to be better than average –total 95%

95% of respondents felt HAVS looked after its membership

100% were satisfied with HAVS commitment to providing quality services.

In addition, a number of member groups have expressed concern at the potential reduction of funding to HAVS e.g.

*“On behalf of the Yiewsley & West Drayton TCAG, and I know many other Groups would support this, the work started by Carol Coventry and continued by yourself has taken the Voluntary Services in Hillingdon to a level that no one could have possibly forecast. Particularly with the proposed ‘Big Society’ and the level of participation that is required from Voluntary Groups I would have thought that the roll of HAVS should be strengthened and not diminished. I would go further and say that without the support of HAVS we all might just as well pack up and go home.”*

*Carl Nielsen. TCAG*

*“Hillingdon Women's Centre (HWC) is an organisation that offers volunteering opportunities to, in the main, vulnerable and low skilled women. We very often, but do not always have to, train 'women on the job.' This can result in skills gaps within our organisation that can only be covered and advised upon by HAVS. HWC seeks guidance from HAVS on a more often than not daily basis from each of the projects on offer via HAVS e.g. accountancy guidance, Volunteer Centre, Funding matters, ITC matters, Strategic planning and much more. Without HAVS, HWC would be severely disadvantaged as an organisation, as a result, so would the women's sector in Hillingdon”.*

Jill Lynch Hillingdon Women's Centre

*“I am writing on behalf of Harlington Hospice in response to the recent news that there may be additional funding cuts to HAVS of anything up to 50%; this coming on top of last year's cut of 15%.*

*There has been much noise over the years about the need for a more supportive and, importantly, constant relationship between statutory and voluntary sectors and for the voluntary sector to be treated as a real partner in delivery of local answers to need. An example of this being the development of the COMPACT and associated ways of working.*

*There is much in the news these last weeks about the need for the voluntary sector to offer affordable alternatives in those areas where statutory services need to reduce the care they offer.*

*Locally HAVS is an organisation offering robust and practical support and leadership to the voluntary sector and one which would play a crucial part in developing an alternative vision for delivering local services. Slashing of funding for this organisation so deeply will make the LA responsible for removing one of the most important routes for delivering that joint action desired above.*

*Of course we all understand the current financial situation means cuts are inevitable and clearly a plea for HAVS funding to remain uncut would merely be to ask for the axe to fall elsewhere. What we do ask is that cuts are made in a way that shares the strain more widely rather than for such a high percentage of reduction to be made from one single organisation.*

Val Stangoe Harlington Hospice

*I like to express my gratitude to HAVS and its dedicated staff. HAVS have been a focal point of all voluntary groups in the area. As a training provider, without HAVS input and support, we would not have reached a number of voluntary organisations in such a short amount of time and therefore many of their staff would not have access to training. Many organisations that we were put in touch through HAVS expressed their gratitude to the training provided as they did not have the funding to put their staff on training. With this in mind and looking ahead many organisation would find staff with skill gaps without the resources to tackle them.*

Asif Hussain  
Employer Engagement Officer - Tribal

*“The organisation (HAVS) is a lynch pin in the voluntary and community sector in this borough, bringing voices together that enable charities/voluntary organisations, community groups and volunteers in the borough to coordinate their activities to complement and supplement what the Council is able to achieve. HAVS is a partner in many successful bids and projects, bringing funding, expertise and activities into Hillingdon that simply would not be here otherwise. HAVS*

*has acted as a referee, sponsor, supporter on a large number of REAP bids and funded projects, not least in the very original of REAP itself in the joint collaborative bids between HAVS, PCT, LBH to ALG in 1999 resulting in funding for almost a decade; later in the collaborative bid that led to the Health Living Centre funding (later renamed HOPE project) which brought funding and activities into the borough for 5 years. More recently HAVS has acted as referee, partner and external evaluator for our ESF/LC funding that brought approx £300k into the borough over 3+ years.*

*It is not only the large amounts of funding, but the practical, on the ground services that HAVS provides and makes possible. We have been fortunate to be involved in the successful HAVS bid to Lotteries for 5 years of funding to improve the use of ICT across marginalised social groups in the borough that has 2 years left to run. One element of the bid is to 'lever' community use that multiplies the value of other existing opportunities, such as the opportunities created by the Hillingdon Volunteer Bureau.*

*A reasonable level of core funding creates the potential for all this work, capitalising on human and physical resources, networking and communications to optimise expertise and referrals amongst voluntary and statutory sector in the borough, enabling joint planning and bid-writing/tendering that lever in resources from outside the borough in multiples of the amounts initially invested by the Council.*

*Everyone understands the current policy and funding climate, but relatively small investments such as adequate core funding for a key coordinating body such as HAVS are smart use of funds available.”*

Sarah Crowther REAP

## **Impacts**

The impact of reducing the core funding to HAVS by the amount outlined will be disastrous not only for HAVS as the local Council for Voluntary Services but also for local front line groups and the community as a whole as detailed above.

It is recognised that these are difficult times and the impact of the economic down turn experienced over the last two years appears to be deepening in the voluntary sector. When the economic environment starts to get tough, naturally charitable donations are the first things which most people will start to cut back on. Unfortunately as the economy starts to recover charitable donations are one of the last things to be reinstated therefore prolonging the recession for the voluntary sector.

In your letter you asked for an outline of the consequences of reducing the core funding to HAVS by 50% & 25%. I have attempted to summarise below.

The traditional view of the voluntary sector is one of well meaning people, primarily unpaid volunteers giving a few hours of their time each week. In part that may still be true. At the last count in Hillingdon (the Mori Poll) there were some 38,000 people each giving at least 2 hours a week of their time.

Let's try and put some momentary value on that.

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38,000 people giving 2 hours per week is over 3.9 million volunteer hours pa.

If you multiply that figure by £10 should they be paid for their contribution that's a cool £39.5 m (and even if you use the min wage as the multiplier it's still well over £22m) - and that is just the tip of the iceberg. In fact our own research would suggest a figure of "formal" volunteering alone of nearer 55,000 in Hillingdon.

Many volunteers give more than two yours a week and many more people do not even consider themselves as volunteers. They just do it.

The National Council for Voluntary Organisations (NCVO) calculates that to replace volunteers the annual cost to the national economy would be £27.5 billion.

**At the last LSP your paper recommended using the Do It website as the main contact for on line volunteering. HAVS administers and populates this website. Your proposals to cut funding therefore run contrary to the Hillingdon Partners most recent decision.**

HAVS & my colleagues in the local voluntary and community sector promote a modern, enterprising third sector.

- Our staff teams are professional and passionate in achieving change and delivering results
- We have a commitment to professional development, training and diversity
- We are well-governed and accountable and have robust and fit-for purpose systems to protect independence and enable effective decision-making
- We are enterprising and innovative, taking a businesslike approach to funding issues and strive for continuous improvement and sustainable development.

And it's not only the paid staff that take a professional approach to the work.

Trustees take on huge responsibilities and risk in what is becoming an increasingly litigious society. Trustees are under a huge pressure of work and sometimes their work goes if not unrecognised, certainly underestimated. HAVS supports Trustees improve their Governance.

One of our areas of our work is that of quality assurance. Certainly all of the larger groups in the borough work very closely to defined quality standards.

As well as the standards required by their client group or area of work there are generic standards. Locally groups work to PQASSO, Investing in People, Investing in Volunteers and very many groups are now thanks to HAVS so accredited helping them seek funding.

As individuals working in the sector as volunteers or paid staff there are very many highly qualified, professional people with many years experience. Doctorates, MA's, degrees, diplomas, NVQs etc etc covering diverse areas of expertise such as health, social work, law, social policy and much more.

There are certain fixed core costs which remain, exclusive of staff costs:

Rent	£23,300
Equipment Rental/charges	£15,000
Insurances	£2000
ICT Costs	£1000
Audit	£4800
	<b>£45,800</b>

This does not include sundry core costs of stationary, telephone volunteer expenses etc etc.

At 25% Cuts.

Reduction of staff costs by reducing hours/redundancies  
Reduce premises costs by vacating ground floor of Key House  
Suspend on line training  
Reduce strategic involvement/networking etc.  
Reduction in Volunteering brokerage/CVS core function  
Impact on TIF\*  
In ability to take a full part in the strategic development of the Borough

This would impact on our ability to:

- Identifying and filling the gaps
- Raise standards
- Enable communication and collaboration
- Provide a strong voice for the local VCS
- Promote strategic involvement
- Loss of engagement of the authority with the wider sector

At 50% Cuts

The above cuts would be intensified resulting in greater redundancies/loss of staff and loss of support to the voluntary & community sector  
The reserves of HAVS could be used to sustain the organisation, pending new funding for approximately 12 -18 months but it would completely deplete reserves and close the organisation.

The current core funding is for:

“Towards salaries and on costs of Chief Executive, Volunteer Centre Manager, Office Manager, general overheads and other costs.”

Current Salaries of and on costs (NI/Pension@3%) of these staff are:

Chief Executive:	£72,700
Volunteer Centre Manager	£41,000
Office Manager	£25,400

TiF\* (Transforming Infrastructure Fund)

This is new competitive funding from Central Government to support & enhance LIOs. Together with 4 other west London boroughs, HAVS has submitted a bid for a substantial funding.

If successful (this will be announced late January 2012) approximately £1m will be available to the 5 partners in west London with HAVS attracting a minimum of £150,000 to support local groups become able to bid for contracts & tenders (Business Hub) and an on line database of good practice, policies etc.

If the cuts of 50% are made this may impact negatively on the ability of HAVS to receive this funding so cutting even deeper into the local third sector in Hillingdon and the remainder of West London.

The overall impact of these potential cuts is that these services and support will be lost at a time when it's needed most. HAVS provides real value for money with less than 6% of expenditure spent on governance and there is the hidden impact. There is increasing evidence that links social capital such as knowing neighbours, community spirit etc with volunteering & community cohesion.

## **Local Area Agreement Stretch Target**

In your letter you asked that I detail how the LAA Reward Grant has been used.

As you will recall the original agreement drafted by Paul Williams in 2007 and subsequently administered by Ian Edwards was a legal undertaking to provide a defined Reward Grant for a defined target, a legal contract in any other name. The contract did not have any clauses nor was it restricted funding so that HAVS agreed to use the initial Pump priming monies plus an element of HAVS reserves to ensure the target was met to enable a long term programme of development work.

The incoming Coalition Government reneged on the agreement so that only 50% of the agreed monies were paid even though the target was met. After a repayment to LBH, some £156K was made available to HAVS, paid this financial year.

This money has been used to:

- Repay Reserves

- Sustain current volunteering work

- Develop & re focus volunteering project.

I hope you will see that the work of HAVS goes deep into sustaining and Supporting the wider voluntary & community sector within the borough, cuts of 25% or greater would be unsustainable with the inevitable closure of the organisation.

I reiterate where other local authorities have made decisions to cease funding their CVS, they have subsequently discovered the need and are re investing, but of course having lost a wealth of local knowledge & expertise.

## **Cost Savings to Borough**

It is accepted that saving /cuts have to be made but the impact should not fall disproportionately to one partner the voluntary sector.

Last year the rebate to Hillingdon from London Councils from the pan London Voluntary sector budget was not redistributed locally so hitting once again the sector. I understand additional rebates are due in the next financial year which could be used locally to offset the cuts.

I have also suggested that the savings made by the authority from the recent Day of Action (30<sup>th</sup> November) from not payment of salaries could be used to support the local voluntary sector. This was clearly a financial windfall to the authority.

You indicated at our meeting on 7<sup>th</sup> that the London Council savings would not be used locally for the sector but you did not know how the Day of Action monies may be used.

As the published Grant recommendations to Cabinet indicate in general terms a standstill budget (not accounting for inflation of course) with a small increase on 2012/13 of £34,000, that the savings made from the above be used to maintain HAVS grant at the current rate for the next financial year.

If I can provide any further information I would of course be pleased to do so.

Yours Sincerely,

Ted Hill MBE  
MA LLB (Hons)  
FRIPH, FInst LM, MCIPR

Chief Executive

### **The work benefits the community at large since 2007 our achievements have included:**

**In 2007** HAVS helped to make a difference by:

- Assisting local voluntary groups to raise well over £1/2 m
- Giving tailored support and advice to 400 voluntary and community groups
- Training more than 330 local volunteers and voluntary sector workers
- Providing in depth IT advice and support to over 25 groups
- Providing in depth HR advice & support to over 24 groups
- Giving parents a voice in Children's Centres in Hillingdon
- Involving 400 voluntary organisations in planning for local services and community development
- Influencing local policy
- Developing a 3 year business plan
- Modernising the website making it more accessible

**In 2008** HAVS:

- Developed high quality training
- Increased engagement with the Health & Social Care sector
- Raised quality standards & was re accredited with Investors in People
- Modernised our internal structures making our selves more efficient
- Produced a DVD on volunteering
- Sourced over £100,000 to the local community
- Supported 700 new volunteer placements
- Run 23 training programmes with 229 learners from 60 different groups
- Held 33 network events.
- Re branded ourselves with a new logo & new website
- Re-launched the Hillingdon Consortium which itself has been successful in attracting funds
- Establishing student interns from Brunel University
- We have recruited more organisations to HAVS and recruited more volunteers
- Our Capital Volunteering project was a runner up in the London NHS awards
- Played an active part in the strategic direction of the borough as part of the LSP –



*Hillingdon Partners* and other forums and groups.

- We have also held a very successful Step Up Your Game event in March.

#### **In 2009 HAVS:**

- Were Finalists in the national Third Sector Magazine Excellence Awards
- Provided high quality information
- Provided high quality training
- Ran a successful End of Life Conference
- Developed the growth & development of Health & Social Care Forum
- Development of Children Youth & Families & the Volunteer Forums
- Conducted & published research regarding implementation of Safeguarding Children.
- Sourced over £350,000 to the borough for the voluntary & community sector – that we know of.
- Developed & supported small groups
- Conducted Member surveys to listen to your needs & represented the voluntary & community sector on a range of forums
- Active member of Hillingdon Partners (Local Strategic Partnership)
- Raised the sector profile within borough
- Developed Hillingdon Consortium
- Recruited more groups to HAVS
- Recruited & supported 700 new volunteers

#### **In 2010: HAVS**

- Successfully met the Local Area Agreement Stretch targets of increasing the level of volunteering in the Borough.
- Re-launched the HAVS newsletter.
- Revised the HAVS page on Hillingdon People.
- Ran a successful Equalities Conference
- Were Winners of the Brunel University Business School Workplace Employer 2009/10
- Re accredited with Investors in People.
- Launched a new interactive website – Hillingdon Connects.
- Developed new partnership arrangements with national charities
- Volunteer Awards Ceremony

#### **In 2011 (to date) HAVS has**

- Dealt with the funding reductions while maintaining services
- Launched an on line training programme for staff & group members
- Initiated NVQ level 2 & 3 training for staff
- Developed its Website/portal
- Won the Digi TV awareness contracts for Hillingdon & Harrow
- Won a contract with 2 other CVS to develop the CVS in Harrow
- Successful and positive audit of HAVS services
- Maintained the high level of satisfaction ratings from staff & member groups
- Launched the HAVS newsletter on line
- Worked successfully in partnership with 5 boroughs to submit the TIF bid.
- Supported groups through difficult periods
- Launched the Pilot-Light initiative in the Borough
- Delivered 5 training events to groups re funding/contracts
- Organised a conference for December 2011 with Rt Hon Nick Hurd MP

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HILLINGDON  
LONDON

## Appendix B - Impact Assessment

### What is being assessed?

A reduction to the Hillingdon Association of Voluntary Services (HAVS) 2012-13 core grant funding of up to 50%.

Who is accountable? E.g. Head of Service or Corporate Director

Hugh Dunnachie, Chief Executive

Date assessment completed and approved by accountable person

18 January 2012

Names and job titles of people carrying out the assessment

Vicky Trott, Senior Policy Officer  
Nigel Cramb, Partnerships and Business Engagement Manager  
Kevin Byrne, Head of Policy, Performance and Partnerships

A.1) What are the main aims and intended benefits of what you are assessing?

The current core grant funding is unrestricted but HAVS have said is used towards salaries and on costs of Chief Executive, Volunteer Centre Manager, Office Manager, general overheads and other costs.

Current Salaries of and on costs (NI/Pension @ 3%) of these staff are:

Chief Executive:	£72,700
Volunteer Centre Manager	£41,000
Office Manager	£25,400

The proposal is to reduce the core grant funding by up to 50% subject to three months notice so effective from 1st May 2012 equating to a grant in 2012/13 of £48.75k.

According to the consultation response from HAVS, this would mean that the organisation would more than likely have to close within 12-18 months.

HAVS have described its mission as 'to promote the advancement of and support for,

the voluntary and community sector in the London Borough of Hillingdon; encourage and develop mutually beneficial links between the voluntary and statutory sectors; act as the focal point and principal forum for the voluntary sector locally and surrounding boroughs/communities.'

According to their 2012-13 bid, the services that HAVS provide in Hillingdon are:

- ICT – A project funded through Big Lottery Basis 2 to provide free ICT help advice, training & support, specifically targeting groups for whom English is not the first language.
- Community Web portal providing information and training more efficiently to the voluntary & community sector within the borough. The Portal also acts as a conduit for information between organisations and to allow statutory organisations to reach the voluntary & community sector.
- Training & Quality – provide high quality training which is provided free on line and via a B2B training programme.
- Small Groups – enables smaller groups to build their capacity and ensure good governance.
- Children & Families – brings together the voluntary sector and statutory sector to develop initiatives and disseminate information. HAVS has a place on the Children's Board.
- HR – On line support & referral advice provided. Work is in hand to provide this facility free to the voluntary and community sector.
- Volunteering – acts as a broker and seeks to place volunteers with organisations that are seeking volunteers.
- General advice/support
- On line newsletter
- Forums (Health & Social Care, Children's, volunteers, Chief Officers) continue to draw together experts in these areas.
- Capacity Builders Hillingdon Consortium lead. This successful project has ceased with the demise of Capacity Builders. The work however is being continued under a Transforming Local Infrastructure Bid to be led by HAVS.
- Representation at cross sector / cross borough meetings (e.g. LSP, WLN)

A.2) Who are the service users or staff affected by what you are assessing? What is their equality profile?

HAVS have a membership of 421 voluntary sector groups that in turn support residents of Hillingdon. No information is provided on the breakdown of these groups.

The groups are varied and range from small community groups to large national charities e.g. uniformed and youth groups, older peoples clubs, Age UK, Hillingdon Carers. There is no information on which groups benefit from which services.

The following shows the demographic breakdown of Hillingdon residents by age, sex, race, disability and religion/belief.

### **Estimated total population**

The Office of National Statistics (ONS) estimated (2008 MYE based) Hillingdon population for 2010 at 263,527.

#### **Age**

0-19	25.7%
20-39	30.3%
40-59	26.2%
60-79	14.1%
80+	3.7%

There are a total of 34,385 people over the age of 65 in Hillingdon, out of which 14,797 (43%) are men and 19,588 (57%) are women. Older People's (65+) population is predicted to increase by 7.1% in the next 5 years compared with 5% overall increase in Hillingdon's population.

The total number of people aged 85+ is 4,716, out of which 1,529 (32.4%) are men and 3,187 (67.6%). In the next 5 years, the population of persons aged 85+ is expected to increase to almost 5000 which is an increase of 8%. Males are expected to increase by 16% to 1700 persons and females by 4% to almost 3300 persons.

Source: ONS 2008 MYE based population projections, May 2010

#### **Sex**

Approximately 49% of residents are male and 51% female

#### **Race**

Black and minority ethnic (BME) communities make up approximately 30% of Hillingdon's population, the largest of which is Asian people. Indian people form 12.2% of the total population, followed by Black African at 3.4%. Source: GLA EGPP 2007 PLP

#### **Disability**

Whilst we do not have fully comprehensive data on the number of people with disabilities in Hillingdon, there are approximately 10 million disabled people in Great Britain who would be covered by the Equality Act; this represents around 18 percent of the population. Source: Family Resources Survey, Disability prevalence estimates 2008, as used by the [Office for Disability Issues](#)

During 2010/11 505 people with a learning disability were supported by the local authority and 681 adults of working age with a physical and/or sensory disability. These people were supported by provision of community services (e.g. personal care, day opportunities and outreach services), through a Direct Payment or within registered care provision (residential or nursing care homes).

The Projecting Adult Needs and Service Information database (PANSI) developed by the Institute of Public Health indicates that over the next five years the number of people aged 18-64 with a moderate physical disability will increase by a further 425 people and those with a serious learning disability are expected to increase by a further 99 people.

**Religion or Belief**

- Christian 64.10%
  - Buddhist 0.39%
  - Hindu 4.61%
  - Jewish 0.81%
  - Muslim 4.63%
  - Sikh 4.55%
  - Other religions 0.40%
  - No religion 13.37%
  - Religion not stated 7.13%
- Source: Census 2001

A.3) Who are the stakeholders in this assessment and what is their interest in it?

Stakeholders	Interest
<ul style="list-style-type: none"> <li>• Voluntary Sector Organisations</li>   <li>• Residents of Hillingdon</li>   <li>• Leader</li>   <li>• Cabinet Member Improvements, Partnerships and Community Safety</li> </ul>	<ul style="list-style-type: none"> <li>• To ensure grant funding is being allocated in an appropriate and fair manner in order to meet the needs of Hillingdon residents and support the Council to meet their priorities.</li>   <li>• To ensure grant funding is being allocated in an appropriate and fair manner that meet the needs of Hillingdon residents.</li>   <li>• To ensure grant funding is being allocated in an appropriate and fair manner in order to meet the needs of Hillingdon residents and deliver on the Council’s priorities.</li>   <li>• To ensure grant funding is being allocated in an appropriate and fair manner in order to meet the needs of</li> </ul>

<ul style="list-style-type: none"> <li>• Deputy Chief Executive and Corporate Director Central Services</li> <li>• Head of Policy, Performance and Partnerships</li> <li>•</li> </ul>	<p>Hillingdon residents and deliver on the Council's priorities.</p> <ul style="list-style-type: none"> <li>• To ensure grant funding is being allocated in an appropriate and fair manner in order to meet the needs of Hillingdon residents and deliver on the Council's priorities.</li> <li>• To ensure grant funding is being allocated in an appropriate and fair manner in order to meet the needs of Hillingdon residents and deliver on the Council's priorities.</li> </ul>
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A.4) Which protected characteristics or community issues are relevant to the assessment? ✓ in the box.

Age	✓	Religion or belief	✓
Disability	✓	Sex	✓
Gender reassignment	✓	Sexual Orientation	✓
Marriage or civil partnership	✓	Community Cohesion	✓
Pregnancy or maternity	✓	Community Safety	✓
Race/Ethnicity	✓	Other – please state	

B.1) Consideration of information and data - what have you got and what is it telling you?

<p>Core grant funding for HAVS enables them to support a wide range of organisations that provide services which are available to residents and whether generic or bespoke, cover all the protected characteristics as defined in the Equality Act 2010.</p> <p>There is no evidence to suggest that a reduction in funding would immediately affect these organisations or HAVS itself.</p> <p>If, however, the reduction of 50% results in the closure of the organisation in 12-18 months, this could have an impact on the groups that HAVS support, which in turn</p>
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could have a potentially negative impact on some protected groups as a number are run by, and for, minority groups e.g. Hillingdon Asian Women's Group, Bangladeshi Association, Hillingdon Refugee Support Group, Hillingdon Special Needs Farm, although there is no evidence to support this.

There could also be an impact on the work that HAVS does for children and families. They have a dedicated Children's Youth and Families Officer who coordinates a Children's, Youth and Families Network, provides safeguarding children guidance and training, and supports an online resource centre, although there is no evidence to support this.

HAVS also provide free ICT help, advice, training and support, specifically targeting groups for whose members have English as a second language. If this training is no longer available, this could have a potentially negative impact on the people the training supports, although there is no evidence to support this.

HAVS facilitate the Children's, Youth and Families Network and the Hillingdon Voluntary Sector Health & Social Care Forum. These forums provide an opportunity for the groups in these fields to coordinate their policy and planning and share good practice. If there is no longer a role to coordinate and facilitate these forums, this could have a potentially negative impact on the people that these groups support, although there is no evidence to support this.

## Consultation

B.2) Did you carry out any consultation or engagement as part of this assessment?

Please tick ✓

NO

YES ✓

Hillingdon Council's priority is to support services which directly meet the needs of residents and to reduce funding for "tier 2" organisations.

A letter was sent to the Chief Executive of Hillingdon Association of Voluntary Services (HAVS) requesting a written response on the implications of any reduction in HAVS core grant funding and the effect this may have on services to residents, before any decisions are taken. The outcome of this consultation is provided in Appendix A.

HAVS has indicated that a reduction in funding of 50% would require the organisation to draw on its reserves and then require it to close. This is estimated as necessary within 12-18 months. HAVS also estimates that an alternative reduction of up to 25% would require significant down scaling of the existing operation but this is stated in terms of reduced costs and reduced activity rather than services to groups or residents.

The key issues raised in the consultation are, in summary, that a reduction in funding would lead to :



- Reduced ability in the sector to bid for external money, for example where local authorities may not be eligible to bid, say through the National Lottery schemes.
- Reduced capacity to support development of voluntary sector organisations although there is no detail on the scale of support currently provided or the direct impact of reduced funding on this service. Six organisations have written in support of HAVS (see HAVS Letter of 20 December 2012).
- Reduced support on quality standards such as PQASSO and Investing in People which helps groups demonstrate standards, sometimes necessary in bids for external funds. No indication is provided of the level of this support or numbers of beneficiaries so it is not possible to gauge impact of reduced funding.
- Reduced volunteering support activity given that HAVS is the main source for uploading opportunities to the “Do-it.org” website from Hillingdon.
- HAVS together with other West London CVS’s has a bid pending for support from Government under the Transforming Infrastructure Funding which is due to be decided on in January 2012. This would potentially bring £150k investment to Hillingdon to support external bidding and tendering. A reduced core grant to HAVS would not impact on this opportunity directly but would limit capacity to go for similar opportunities.
- HAVS is in effect the anchor tenant at Key House which is owned and run by the Key House Trust as a resource centre for the boroughs’ voluntary sector.

### B.3) Provide any other information to consider as part of the assessment

#### Background

For 2012/13, it is proposed to invest growth money in the voluntary sector core grants budget of an additional £400,000, to further support and develop services to residents.

The Council is looking to maximise value for money through the strategic allocation of the new funds and it will not, therefore, be allocating additional funding on an ‘across the board’ basis. It will instead seek to focus and target resources to organisations and service areas where it believes additional investment is required.

Where the Council has chosen to invest additional funding in organisations it has taken into account a number of issues. In particular it has sought to target support organisations that deliver:

- Direct services that resident’s value.
- Services that directly or indirectly save the Council from committing expenditure.

Legal context

The Council has a public duty to pay due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations (Equality Act 2010).

### C) Assessment

C.1) Describe any **NEGATIVE** impacts (actual or potential):

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
Race	<p>HAVS provide free ICT help, advice, training and support, specifically targeting groups for whose members have English as a second language. If this training is no longer available, this could have a potentially negative impact on this group.</p> <p>There is, however, no direct evidence of beneficiaries at this time to gauge the true impact of this change.</p> <p>The council provides ESOL training and ICT training through Adult Education Services which is accessible to all. Each of councils 17 libraries has free access to internet and computers. In addition, providers such as Uxbridge College are able to offer ESOL support and job related training for unemployed residents seeking work.</p>
All	<p>HAVS support smaller groups to build their capacity and ensure good governance. If this support is no longer available, it could have a potentially negative impact on some of these groups that are run by, and for, minority groups.</p> <p>There is, however, no direct evidence of beneficiaries at this time to gauge the true impact of this change.</p> <p>Groups would be free to access information online and through other support organisations such as the National Council for Voluntary Organisations or locally through Hillingdon Community Trust, subject to eligibility. In addition Council officers have some limited capacity to signpost and support organisations.</p>
All	<p>HAVS provide support for groups seeking volunteers by assisting them to specify their needs and publish opportunities on the Do-It.org volunteering website. If this support is no longer available, it could have a potentially negative impact on some groups in encouraging volunteers to make contact.</p> <p>There is, however, no direct evidence of beneficiaries at this time to gauge the true impact of this change.</p>

Age	<p>HAVS have a dedicated Children's Youth and Families Officer who coordinates a children's, youth and families network, provides safeguarding children guidance and training and supports an online resource centre. If this support is no longer available, this could have a potentially negative impact on this group.</p> <p>This project work is commissioned separately through Children Services via a service level agreement and therefore in the event of the closure of HAVS, would be commissioned elsewhere.</p> <p>As there is no direct evidence of beneficiaries at this time, it is not possible to gauge the true impact of this change.</p> <p>The multi agency approach to safeguarding children and the developments of plans and actions is not dependent on HAVS being involved or running the network.</p>
Age and disability	<p>HAVS facilitate the Children's, Youth and Families Network and the Hillingdon Voluntary Sector Health &amp; Social Care Forum. These forums provide an opportunity for the groups in these fields to coordinate their policy and planning and share good practice. If there is no longer a role to coordinate and facilitate these forums, this could have a potentially negative impact on the people that these groups support.</p> <p>There is, however, no direct evidence at this time to support this and groups would be free to continue to support their own networks and discussions.</p> <p>On health and social care new requirements under the Health and Social Care Bill are proposing that the Local Involvement Network should cease and a new HealthWatch be created. It is likely that the role of the new HealthWatch will require it to reach out to residents and organisations to take forward local issues.</p>

C.2) Describe any **POSITIVE** impacts

<b>Equality Group</b>	<b>Impact on this group and actions you need to take</b>
All groups	Any reduction in funding will be redistributed within the sector so that any gaps in support or provision are filled.

**D) Conclusions**

The Council recognises the role that HAVS plays in supporting the voluntary sector in

Hillingdon and we acknowledge there are potentially some negative impacts resulting from a reduction in funding on some voluntary groups and as a result, on some minority groups.

Hillingdon Council has said that it is seeking to prioritise investment in front line voluntary services which directly benefit residents and to withdraw support from organisations offering help to other organisations or “Tier 2” bodies.

Hillingdon Council has also agreed that overall its commitment through core grants to frontline voluntary organisations in the borough will increase in 2012/13 to over £1.8m. This additional support will include a small grants fund for one-off projects plus additional support for areas of need including older people, victims of domestic violence and those with dementia. Other support will be evaluated on merits but will focus on supporting services to residents and ensuring value for money.

**Signed and dated:** *Hugh Dunnachie – 18 January 2012*

**Name and position:** *Hugh Dunnachie, Chief Executive*

Organisation: <b>WRVS</b>		Amount Requested and Proposed Use	
<p>Description/Activities To set up a community based dementia service based on volunteers supporting and befriending clients with suffering from dementia. The purpose of the scheme is to help dementia sufferers to remain living independently in their own homes.</p> <p>The scheme aims to train 50 volunteers who will support 80 clients at any one time, with a 1,000 clients being reached in yr 2 and yr 3. The scheme estimates that they will deliver 160 volunteering hours per month in the first year, with additional telephone support = to 30 hours per month.</p>		£50,000 for year 1 for setting up the scheme including a service co-ordinator, training volunteers and premises costs.	
		<b>Recommendation: £50,000</b>	
Grant Awarded 11-12	Total Estimated Income 11-12 for LBH	Grant as % of total income	Unrestricted reserves at Mar 11
-	-	-	-
<i>Legal Statutes: This proposal can be funded under Section 65 of Health Services and Public Health Act 1968</i>			
<p><i>Comments by Finance</i> These figures are for the national accounts of the company, rather than being Hillingdon specific and the figures have been taken from their charity accounts, rather than consolidated accounts.</p> <p>The organisation has seen a decrease in the income received in relation to Hospital Services (as a result of closing 7 retail units which were not economically viable) and Food Services (due to 3 major suppliers expiring during the year), but has not shown the same decrease in expenditure. This has resulted in the organisation drawing from its considerable balances to cover the deficit, however, this is listed as a specific objective of the organisation to manage balances down by targeting money to specific mission purposes as outlined by the trustees.</p>			
<p><i>Comments by Directorate</i> Social Care, Health and Housing are fully in support of this proposal. Dementia is a shared priority for both the Council and the NHS, particularly in terms of reducing dementia related hospital admissions and unscheduled care costs. The over 65 population is expected to increase by over 8% over the next 5 years, while the over 85 population is set to increase by 11% over the same period. The WRVS service is focused on prevention, increasing support and tackling isolation of Hillingdon residents with dementia. The emphasis on volunteering is particularly refreshing as is the emphasis that has been placed by WRVS on working with local services and other relevant third sector organisations such as Age UK in order to provide an effective hub of information and advice to borough residents. If funding is agreed, expected outcomes for service users will be monitored closely in partnership with the provider.</p>			
<p><i>Comments by Partnerships Team</i> This is a new service for the borough, which aims to identify and provide support to people with dementia and their carers. It will work closely with existing older people's agencies and support groups to ensure a holistic approach. The structure of the service proposed is cost effective and relies on 2 paid staff and 50 trained volunteers to reach up to 1,000 sufferers in the first year and more thereafter.</p> <p>The scheme is unusual in that WRVS tends to support clients identified in hospital and follow up their support in the community. In this proposal the support will start in the community, working with other relevant voluntary sector organisations, GP surgeries etc to identify potential sufferers at an earlier stage and so preventing hospitalisations, isolation etc of sufferers. In this sense, it is an important pilot for the National WRVS and one they are committed to supporting. Given all the above, this project represents good value for money and meets a clear need.</p>			

## CORPORATE GRANTS 2012-13

<i>Organisation:</i> <b>Hillingdon Association of Voluntary Services (HAVS)</b>		<i>Amount Requested and Proposed Use</i>	
<i>Description/Activities</i> The group aims to support and promote the development of the voluntary and community sector in Hillingdon, acting as a focal point for sector representation. It represents the sector in over 25 statutory strategy groups. Activities include small group development, a volunteer centre, ICT support, and forums for representation and liaison in specific areas of interest.  421 groups are registered with HAVS 20 + (Trustees/Volunteer Centre/Admin)		£96,600  Contributes to core salaries, overheads with £2K for participation fund	<b>Recommendation:</b>  <b>£48,750 + £2,000 participation fund</b>
<i>Grant Awarded 11-12</i>	<i>Total Estimated Income 11-12</i>	<i>Grant as % of total income</i>	<i>Unrestricted reserves at Mar 11</i>
£90,000 + £2,000 (Participation fund)	£420,020	22%	£92,640
<i>Comments by Corporate Finance</i> The organisation has had deficits over the last two years and have managed to reduce it significantly in 2010-11 by increasing voluntary income. However, they still had a deficit in 2010-11 of £73k. In addition to this grant, HAVS receive £38k in contracted services from LBH for a Children & Families officer.  The increase in grant requested is to cover the cost of inflation. The increase could be funded from the large balances of cash that they hold. The grant constitutes 20% of the organisation's income.			
<i>Comments by Directorate</i> The department has had little contact with HAVS during 2011/12 and is unable to comment. There is potential for them to develop a supportive role for smaller organisations seeking to ready themselves to meet the opportunities presented by the personalisation agenda.			
<i>Comments by Partnerships Team</i> HAVS is an infrastructure organisation providing capacity building support and representation to the voluntary sector in Hillingdon. The group has experienced significant reductions in income over the past 3 years and has restructured accordingly, reducing staff, using e-learning for training and networking with West London boroughs to develop future sustainability. It is now one of three remaining Council for the Voluntary Sector groups in West London. It is therefore planning to extend into other boroughs where there are gaps, making it more sustainable in the long term. It is submitting a major joint West London bid to support the sector in West London as a whole. HAVS has won the contract with 2 other CVS's to develop a CVS in Harrow (£112K). It has also bid for the Hounslow CVS contract (£107k pa) with decision pending this month. It received LAA reward money of £156,500 in 11-12.  Officers have been in consultation with HAVS regarding the level of funding and a recommendation is being made to reduce the grant by 50%. This is in line with the Councils stated aim of supporting essential front line services with HAVS as the only 2 <sup>nd</sup> tier organisation that the Council continues to support. While this will no doubt mean a reduction in services that benefit of the sector, HAVS did not provide quantifiable data making it difficult for officers to assess actual impact. HAVS did respond that such a reduction would result in redundancies and loss of support to the voluntary sector, specifically: reduction in strategic involvement, in volunteering brokerage, and reduced ability to deliver successful bids. Ultimately, HAVS could sustain itself for 12-18 months using reserves and then close.			

## CORPORATE GRANTS 2012-13

<i>Organisation: EACH - Pukaar</i>		<i>Amount Requested and Proposed Use</i>	
<i>Description/Activities</i> Pukaar is an established counselling outreach service in Hillingdon providing Asian language specific domestic violence counselling (4 languages inc English). Last year, under London Councils funding, it provided services to 47 BME women in LBH. This included 1:1 counselling, advice, advocacy and group work for domestic violence.  The London Councils grant of £60K pa provided domestic violence counselling across 7 boroughs. It is applying to the Council to continue the service in Hillingdon, which ceased this year as part of London Councils scheme restructure.  With this funding it is aiming to provide 75 assessments for BME women, and counselling to 60 women, including information and care plans plus 40 group sessions per annum in Hillingdon. Lastly, it will provide 4 training sessions to professionals in LBH.		£30,000 salary for part time counsellor and project costs  <b>Recommendation: £30,000</b>	
<i>Grant Awarded 11-12</i>	<i>Total Estimated Income 11-12</i>	<i>Grant as % of total income</i>	<i>Unrestricted reserves at Mar 11</i>
£60,000 (for LC project across 7 boroughs)	£1,743,468 (regional agency)	-	£457,721 (regional agency)
<i>Comments by Finance</i> The accounts analysed are for the year 2009-10. More recent accounts have not yet been made available. This is one of a number of organisations that have had their funding cut from London Councils and therefore are applying for funding directly to LBH to support local activities.  This organisation has made a surplus over the past two years, though this has reduced by 42% in the current year due to increased expenditure on charitable activities. The negative balance for restricted funds relates to an overspend on a Residential Rehab project for which they held a restricted balance. The organisation did not apply for a grant last year. Relative to their income, the grant requested this year would only represent 2% of all income received. The organisation's cash balances are sufficient to fund the grant request.			
<i>Comments by Directorate</i> (Each - Pukaar) provides a service for victims of domestic violence in the borough, particularly Black, Asian and Minority Ethnic women (BAME). The services are culturally sensitive and meet their unique needs providing therapeutic interventions to women who are high risk.			
<i>Comments by Partnerships Team</i> This is a well regarded agency, closely linked to local statutory and voluntary groups in the borough. It is based in Hounslow and works mainly in 4 West London boroughs providing a range of primarily BME focused projects around domestic violence, mental health, drug and alcohol, and ex-offenders. This bid aims to continue work set up under London Council's grant scheme for a DV counsellor. London Council's originally estimated LBH benefit to be in the region of £10,000 out of the £60,000 for the scheme.  The group has had a presence in the borough since 2003, and Hillingdon Carers have endorsed the programme. EACH are also involved in Hillingdon's Drug and Alcohol partnership and undertakes joint outreach with HAGAM. The project has received funds Hillingdon PCT and EACH aim to secure continuation funding from them for the Tamil project in Hillingdon. EACH receives substantial PCT/DAAT funding from Brent, Ealing Harrow and Hounslow. Its accounts are healthy.  As per the Cabinet report, new groups applying for grants to work on domestic violence have been considered as part of a wider process to strengthen support in the borough. Officers have worked with the borough's Domestic Violence Coordinator to identify gaps and develop proposals on how best to use some of the additional funding available to improve services. The bid from EACH has been considered as part of this process. The gaps analysis has identified specific priorities with regards a therapeutic based service for BME women. The Pukaar project delivered by EACH would fill this specific gap.			

## CORPORATE GRANTS 2012/13

<i>Organisation: Hestia</i>		<i>Amount Requested and Proposed Use</i>	
<i>Description/Activities</i> This group successfully provides in Hillingdon, a domestic violence refuge and floating support service and mental health floating support all funded under contract by Supporting People.  Hestia are applying for provision of a 3 day per week Children and Families service to supplement the work at the refuge. This would target children with different activities and give parents support.  Estimated 46 children and 25 women supported Approx 8 volunteers in Hillingdon		£24,232 for a part time children and families worker  <b>Recommendation: up to £45,000 for a full time worker available in floating support as well as at the Refuge</b>	
<i>Grant Awarded 11-12</i>	<i>Total Estimated Income 11-12</i>	<i>Grant as % of total income</i>	<i>Unrestricted reserves at Mar 11</i>
£0	£521,152 (LBH projects)	-	£7.6m (whole organisation)
<i>Comments by Finance</i> This organisation have had surpluses for the last two financial years. Their unrestricted balances cover 5 months of their total annual expenses. They have not previously applied for a grant from the Council.  The grant represents less than 1% of their total income received. As it is such a small proportion of the organisation's total income, it is questionable whether the grant would have a significant impact on its activities.			
<i>Comments by Directorate</i> Hestia is looking for funding for a child worker at the refuge in Cowley. The child worker will work in partnership with the supported housing officers.			
<i>Comments by Partnerships Team</i> Hestia are a large organisation covering 17 London boroughs. The organisation has confirmed funding for its current projects in Hillingdon (with a deficit of £4,000) and this bid is to add a service. It is unlikely that the group would pursue the programme without further funding.  This bid is not strictly within the corporate grant remit which provides core funds to groups based in the borough or an outreach service to meet a gap in borough provision. However, the proposal is strong and some children's activities are already being undertaken with small grants accessed locally. The bid also supports Hillingdon's Children's Trust Plan.  As per the Cabinet report, new groups applying for grants to work on domestic violence have been considered as part of a wider process to strengthen support in the borough. Officers have worked with the borough's Domestic Violence Coordinator to identify gaps and develop proposals on how best to use some of the additional funding available to improve services. The bid from Hestia has been considered as part of this process. The gaps analysis has identified specific priorities with regards a therapeutic based service for BME women and also for children who have experienced domestic violence. There is a need for a community based service for children as well as within the refuge and it is recommended that Hestia deliver a wider service for children across the borough which fits with the priorities of the DV Action Forum.			



## CORPORATE GRANTS 2012/13

<i>Organisation: Southall Black Sisters (SBS)</i>		<i>Amount Requested and Proposed Use</i>	
<i>Description/Activities</i> A long established organisation providing BME women experiencing DV, violence or harmful traditional practices with a range of services and resources to keep themselves free from harm. Services include information, advice, advocacy, counselling and support.  Previously funded by London Councils, Hillingdon was part of a wider West London programme to support BME victims of violence. This application seeks to continue and expand the service from 20 to 40 individual cases and 180 to 200 helpline enquiries. They plan to have an advocacy worker at the Hillingdon Women's Centre to deliver their advice surgeries.  Last year, as part of the London Councils funding, SBS supported 217 BME women residents of LBH (20 for advice, 197 telephone assistance)		£15,000 salary costs for adviser and helpline	
		<b>Recommendation: £0</b>	
<i>Grant Awarded 11-12</i>	<i>Total Estimated Income 11-12</i>	<i>Grant as % of total income</i>	<i>Unrestricted reserves at Mar 11</i>
£6,262 (London Councils Commission)	£8,938 (LBH only)	70%	£89,000 (whole agency)
<i>Comments by Finance</i> This organisation achieved a surplus of over £100k in 2009/10, but have a deficit of £14k this year due to increased staff and admin costs. They did not receive a grant from LBH last year, and the amount requested this year almost matches the deficit. This is one of a number of organisations that have had their funding cut from London Councils and therefore are applying for funding directly to LBH.  The grant would represent 3% of the income received. As it is not a large proportion of their income, it is questionable as to whether this amount would affect the activities of the organisation.			
<i>Comments by Directorate</i> This funding proposal presented is potentially a duplication of existing specialist domestic violence support services in the borough.			
<i>Comments by Partnerships Team</i> This is a well established agency supporting BME women experiencing Domestic Violence in West London. If the bid is successful the organisation proposes to work with Hillingdon's key Domestic Violence agencies, aiming to increase its outreach through joined up working, including establishing joint referral protocols.  The organisation continues to deliver services in Hillingdon, which are funded via the grant from London Council's grant scheme. Funding for the two projects has been reduced and London Council's funding to the organisation is scheduled to cease in September 2012. Without new funding from the Council future SBS would be unlikely to continue the programme of work in Hillingdon.  As per the Cabinet report, new groups applying for grants to work on domestic violence have been considered as part of a wider process to strengthen support in the borough. Officers have worked with the borough's Domestic Violence Coordinator to identify gaps and develop proposals on how best to use some of the additional funding available to improve services. The bid from SBS has been considered as part of this process. The gaps analysis has identified specific priorities with regards a therapeutic based service for BME women and also for children who have experienced domestic violence. Services outlined within the SBS proposal are provided through other agencies already working in the borough.			

## Corporate Grants 2012-13

Organisation: <b>Age UK Hillingdon</b>		Amount Requested and Proposed Use	
Description/Activities Age UK Hillingdon have submitted three proposals to support priorities older people.  The first support capacity of manrecruit train and manage volunteers at a cost of £21k p.a.  The second assists older people with important life choices – Making the Right Move – is a service to assist people in thinking through their options and making informed decisions about their accommodation and support needs.  It is proposed to bring the service to the three existing information centres serving the borough. It will provide accurate and relevant advice, practical and emotional support to help people make choices and settling in support for the first 6 weeks of being in a new home.  The third involves Age UK working with Uxbridge College to develop a proposal to enable older people to access new work opportunities in the care field.		£ 21k + £24k + £10K = £55K  <b>Recommendation:</b>  <b>£21k for volunteering capacity building</b>  <b>£24K for Making the Right Move and</b>  <b>Up to £10k for developing the Care to Work project</b>	
Grant Awarded 11-12	Total Estimated Income 11-12	Grant as % of total income	Unrestricted reserves at Mar 11
-	-	-	-
<i>Comments by Corporate Finance (comments on audited accounts 10-11)</i>			
<p>Over the past few years, Age UK has had deficits; this year (10-11) it has increased significantly by almost £200K. This is mainly due to their increased expenditure on charity shops and social contact activities. Although they appear to have a high balance of the unrestricted reserves, approximately 2/3 relates to fixed assets.</p> <p>The grant required in 2012-13 is not a significant proportion of their total income (although the total value of grants from LBH amounted to 63% of their income in 2010/11). However, given that they have introduced a new service, the grant could have an impact on their activity.</p>			
<i>Comments by Directorate</i>			
<i>Comments by Partnerships Team</i>			
<p>Age UK has identified three schemes to meet the priorities for older people. The first seeks to build volunteering capacity by recruiting and co-ordinating a <b>network of volunteers</b> to support older people at a cost of £21k .</p> <p>The second scheme '<b>Making the right move</b>' serves to assist older people to move to more appropriate accommodation. It seeks to address the range of issues older people encounter when they face the challenge of moving home in later life. The scheme could provide significant support to a number of older residents and assist them to move to more suitable accommodation.</p> <p>The third project Age UK is proposing focuses on the employment of older people. Age UK feel that despite legislation against age discrimination in the workplace, older workers are still being targeted for redundancy and are more likely to fail in getting back into work. In Hillingdon there is a shortage of skilled and experienced staff working in the health and social care sector, care agencies have great difficulty recruiting people to work in the north of the borough. Officers have been working with Age UK Hillingdon and Uxbridge College on a '<b>Care to work</b>' initiative. The proposal is for Uxbridge College to run a bespoke pilot event, and Age UK will promote it. The target audience are borough residents aged 50+ interested in retraining to work in the care sector.</p>			

The event will give an overview of the training course, work placements and opportunities for employment/business development.

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## NEIGHBOURHOOD PLANNING: THE IMPLICATIONS FOR HILLINGDON

<b>Cabinet Member</b>	Councillor Keith Burrows
<b>Cabinet Portfolio</b>	Planning, Transportation and Recycling
<b>Officer Contact</b>	Jales Tippell – Planning, Environment, Education & Community Services
<b>Papers with report</b>	Appendix 1: response to consultation

### 1. HEADLINE INFORMATION

<b>Summary</b>	Members are asked to (i) note the response sent by officers to the Government's recent consultation on Neighbourhood Planning Regulations; and (ii) note the potential implications for Hillingdon of the Government's introduction of a Neighbourhood Planning system.
<b>Contribution to our plans and strategies</b>	The neighbourhood planning system potentially offers closer community engagement with the Council in the future planning of individual areas of Hillingdon
<b>Financial Cost</b>	Under the Localism Act the Council will have a duty to facilitate the introduction of the neighbourhood planning system, with potential staff and other costs, the extent of which are unknown.
<b>Relevant Policy Overview Committee</b>	Residents' and Environmental Services
<b>Ward(s) affected</b>	All

### 2. RECOMMENDATION

That the Cabinet:

- 1) Notes and endorses the response sent by officers to the Government's recent consultation on Neighbourhood Planning Regulations.
- 2) Notes the potential implications for Hillingdon of the Government's introduction of a neighbourhood planning system.
- 3) Instructs officers, after the Neighbourhood Planning Regulations come into force, to facilitate a workshop in each of the four areas referred to in paragraph 24 of this report and to report the outcomes to a future Cabinet meeting in 2012.

## **Reasons for recommendation**

The planning measures in the Localism Act are expected to come into force in April 2012. The Council needs to give early consideration to the potential implications for Hillingdon and how it will meet its new statutory duty to facilitate the introduction of neighbourhood planning in the borough.

In October 2011 the Department for Communities and Local Government (DCLG) issued its proposed Neighbourhood Planning Regulations for consultation. The consultation deadline was 5<sup>th</sup> January 2012. The Government's proposed Neighbourhood Planning Regulations will govern the process for establishing neighbourhood areas and forums, the requirements of Community Right to Build organisations, and the preparation of neighbourhood plans and neighbourhood development orders, and the Community Right to Build Orders. These new regulations will have significant implications on the land use planning system and the influence that local councils and communities will have on future developments within their areas. Given the deadline, approval was given by the Leader and Cabinet Member for officers to submit the enclosed response. It is now brought to Cabinet for information and endorsement.

## **Alternative options considered / risk management**

None.

## **Policy Overview Committee comments**

None at this stage.

## **3. INFORMATION**

### **Supporting Information**

#### Background to the Localism Act 2011

1. The Localism Bill was introduced to Parliament on 13 December 2010, and it was given Royal Assent on 15 November 2011, becoming an Act. It is a key part of the new Government's strategy of decentralising powers from Whitehall down to local level. Various commencement orders necessary to implement its provisions are expected to be implemented in April 2012.
2. Members will be aware that the Act provides for wide-ranging changes to the planning system. These include:
  - Abolition of regional strategies (but not the London Plan).
  - Abolition of the Infrastructure Planning Commission and return to a position where the Secretary of State takes the final decision on major infrastructure proposals of national importance.
  - A duty on local authorities and public bodies to co-operate on planning issues.

- Reforms to how local plans are made limiting the discretion of planning inspectors to insert their own wording into local plans.
- Changes to the Community Infrastructure Levy, which will give local authorities greater freedom in setting the rate that developers should pay; and allows some of the money raised to be spent on items other than infrastructure. Some of the money will be available for the local community.
- Provision for local residents and businesses to prepare neighbourhood plans.
- Provision for neighbourhood development orders to allow communities to approve development without requiring normal planning consent.
- A requirement for developers to consult local communities before submitting certain applications.
- New planning enforcement rules, giving councils the ability to take action against people who deliberately conceal unauthorised development.
- Increased powers for councils to remove illegal advertisements and graffiti and prevent fly-posting, and gives planning authorities stronger powers to tackle abuses of the planning system
- An end to the system for overseeing the behaviour of councillors by abolishing the Standards Board
- Clarification of the rules on predetermination in order to free up councillors to express their opinions on issues of local importance without the fear of legal challenge
- Provision for councils to return to the committee system of governance, if they wish.
- Provision for communities to bring forward proposals for development they want - such as homes, shops, playgrounds or meeting halls, through the Community Right to Build.

### Neighbourhood Planning

3. The Localism Act introduces new powers for communities to influence planning decisions in their neighbourhood. By producing Neighbourhood Plans, they will be able to shape new development, such as where the building of new shops, offices or homes should take place or which local green spaces should be protected.
4. In October 2011 the Department for Communities and Local Government (DCLG) issued its proposed Neighbourhood Planning Regulations for consultation. Officers have prepared a response and submitted this prior to the consultation deadline on 5th January 2012. This is attached as Appendix One to this report.
5. The key aspects for neighbourhood planning are as follows:
  - Neighbourhood planning can be taken forward by two types of body - town and parish councils or 'neighbourhood forums'. Neighbourhood

forums are community groups that are designated to take forward neighbourhood planning in areas without parishes.

- The criteria for establishing neighbourhood forums are being kept as simple as possible to encourage new and existing residents' organisations, voluntary and community groups to put themselves forward.
- Neighbourhood forums and parish councils can use new neighbourhood planning powers to establish general planning policies for the development and use of land in a neighbourhood. These are described legally as 'neighbourhood development plans.'
- Local authorities have a duty to provide 'technical advice and support' to communities preparing Neighbourhood Plans. This could include providing evidence, help with facilitation and advice on consultation. Engaging communities in this way will be important for ensuring that any developments proposed have regard for the strategic policies specified in the local plan, are based on solid evidence and are genuinely representative of broader community interests.
- In an important change to the planning system, communities can use neighbourhood planning to permit the development they want to see - in full or in outline – without the need for planning applications. These are called 'neighbourhood development orders.' Local Planning Authorities (LPAs) will have the power to designate a neighbourhood area where a "relevant body" – in London this will be designated Neighbourhood Forums - has applied to the LPA for the area to be designated. Regulations will specify procedures, form, content and requirements for LPAs in discharging this power.
- Local councils will continue to produce development plans that will set the strategic context within which neighbourhood development plans will sit.
- Neighbourhood development plans or orders do not take effect unless there is a majority of support in a referendum of the neighbourhood. They also have to meet a number of conditions before they can be put to a community referendum and legally come into force. These conditions are to ensure plans are legally compliant and take account of wider policy considerations (e.g. national policy). In summary the conditions are:
  - To have regard to national planning policy
  - To be in general conformity with strategic policies in the development plan for the local area (i.e. such as in a core strategy)
  - To be compatible with EU obligations and human rights requirements.
- An independent qualified person then checks that a neighbourhood development plan or order appropriately meets the conditions before it can be voted on in a local referendum. This is to make sure that referendums only take place when proposals are workable and of a decent quality.
- A proposed neighbourhood development plan or order needs to gain the approval of a majority of voters of the neighbourhood to come into force. If it receives approval via a simple majority of the vote, the new



plan will form part of the statutory development plan and any planning applications in that neighbourhood will be determined using those policies.

- Local planning authorities must publish details of every Neighbourhood Area Order they make, and maintain a map showing these designations.

6. There will be five key stages to neighbourhood planning:

#### Stage 1: Defining the neighbourhood area

7. First, local people will need to decide which organisation should lead on coordinating future work. Existing or new community groups may want to put themselves forward as a Neighbourhood Forum to do this. The Government is proposing that they should comprise at least 21 members and must be open to new members.
8. The Forum will then need to apply to the Council for formal recognition by submitting a plan or statement explaining the area covered and a justification for the proposed designation and include a formal written constitution. The Council must publicise the proposal in the local area for a period of six weeks and invite responses before it then goes on to determine whether the designation is acceptable.
9. Where a local planning authority has already accepted an application, they cannot accept a subsequent application that is received more than 28 days after the information was first published on their website.
10. The Council will have a duty to keep an overview of all the different requests for neighbourhood planning in its area and must check that suggested boundaries for different neighbourhoods make sense and fit together. The Council may not approve a proposal where, for example, two proposed neighbourhood areas overlap.
11. The Council must also be satisfied that community groups who want to take the lead on neighbourhood planning meet adequate standards, e.g. they should not be too small or not representative enough of their local community.
12. Provided a community group meets the Council's standards, the group will be able to call itself a 'neighbourhood forum' (the technical term for groups which have been granted the legal power to undertake neighbourhood planning).

#### Stage 2: Preparing the Neighbourhood Plan

13. A neighbourhood forum will be able to establish general planning policies for the development and use of land in a neighbourhood. They will be able to say, for example, where new homes and offices should be built, and what

they should look like. The Government's advice is that the neighbourhood plan will set a vision for the future and can be detailed, or general, depending on what local people want.

14. With a neighbourhood development order, the community can grant planning permission for new buildings they want to see go ahead. Neighbourhood development orders will allow new homes and offices to be built without developers having to apply for separate planning permission.
15. Local people can choose to draw up either a plan, or a development order, or both. It is entirely up to them. Both must follow some ground rules:
  - They must generally be in line with local and national planning policies
  - They must be in line with other laws
  - If the local planning authority says that an area needs to grow, then communities cannot use neighbourhood planning to block the building of new homes and businesses. They can, however, use neighbourhood planning to influence the type, design, location and mix of new development.

#### Stage 3: Independent check

16. Once a neighbourhood plan or order has been prepared, consultations should be held on it within the local area for at least six weeks. An independent examiner should then be appointed to check that it meets basic planning standards – e.g. that it conforms with the London Plan and the borough's Local Development Framework. If it does not, the examiner can then recommend changes. The Council will then need to consider the examiner's views and decide whether to make those changes. If the examiner recommends significant changes, then the neighbourhood forum may decide to consult the local community again before proceeding.

#### Stage 4: Community referendum

17. The local council will organise a referendum on any plan or order that meets basic planning requirements. The Government wants to do this to ensure that the community has the final say on whether a neighbourhood plan or order comes into force.
18. People living in the neighbourhood who are registered to vote in local elections will be entitled to vote in the referendum. In some special cases where, for example, the proposals put forward in a plan for one neighbourhood have significant implications for other people nearby, people from other neighbourhoods may be allowed to vote too. If more than 50 per cent of people voting in the referendum support the plan or order, then the local planning authority must bring it into force.

### Stage 5: Legal force

19. Once a neighbourhood plan is in force, it carries legal weight. Decision-makers will be obliged, by law, to take what it says into account when they consider proposals for development in the neighbourhood.
20. A neighbourhood order will grant planning permission for development that complies with the order. Where people have made clear that they want development of a particular type, it will be easier for that development to go ahead.

### Implications of the Neighbourhood Planning System

21. **How will individual neighbourhoods be defined?** This is likely to be problematic in a diverse, densely-developed city. London is characterised by communities which are very complex and difficult to define in geographical terms. They are often fragmented (e.g. where they might be divided by major road routes), have a wide socio-economic range and high population turnover. It is difficult in those circumstances to expect a single neighbourhood forum to come forward which can readily agree on a set of common objectives.
22. It may be possible to base neighbourhoods around individual town centres or well defined housing areas. A neighbourhood plan for that area might then readily relate to a wider borough-level local planning framework and the London Plan. But where that is not possible or where proposed neighbourhoods cross individual borough boundaries, or as can happen in outer London, cross the Greater London Authority boundary, there will be issues for local authorities in resolving how to take a neighbourhood plan forward.
23. Hillingdon has a number of active residents' associations with a long involvement in local planning matters. It is likely that these associations might be expected to come forward with individual proposals for neighbourhood plans. It is also anticipated that existing community engagement and initiatives by the Council, such as town centre improvement initiatives, may also result in some interest in drawing up neighbourhood plans in parts of the borough. However, the likelihood is that these neighbourhood plans may look to protect and enhance the existing character of their local areas, rather than to encourage new development. There may also be an issue of reconciling local aims with wider borough or London strategic priorities.
24. The Government has not prescribed the size of a neighbourhood and therefore a plan could be prepared for an area which just includes a high street or a few streets. This means that there could be a large number of neighbourhood plans being produced across the borough. Each is likely to take about two years to complete, because of the process involved and therefore there will be significant commitment and resource implications on behalf of the local community, local councillors and council staff. In order to

maximise the benefits of the neighbourhood planning system, communities should be encouraged to produce neighbourhood plans for larger geographical areas, although the Council cannot insist on this. The larger areas could focus on the existing established community engagement areas which have been created using known ward building blocks as follows:

- the north area (Harefield; Northwood; Northwood Hills; Eastcote and East Ruislip)
- the metro wards (Ickenham; West Ruislip; Manor; Cavendish; South Ruislip)
- the Uxbridge Road area (Uxbridge North; Uxbridge South; Hillingdon East; Brunel; Charville; Barnhill; Yeading)
- the Community Trust area (Yiewsley; West Drayton; Botwell; Townfield; Pinkwell; Heathrow Villages).

25. Given the above, it is suggested that officers facilitate a workshop in each of the four established community engagement areas above, in order to encourage neighbourhood plans for wider geographical areas.
26. **Will neighbourhood plans be produced where the development potential is greatest?** The Government sees the neighbourhood planning system as a means of promoting growth in new homes and jobs. It believes that local communities will work together to plan for new development and it has therefore introduced the neighbourhood planning system in a way which deliberately gives local communities the lead role in terms of a) the choice of whether or not to produce a neighbourhood plan, b) when it will embark on that process; c) the geographical area to be covered; d) the topics to be addressed in the plan and e) what the plan will contain. The Council therefore can only act as a facilitator and consultee in the process rather than the 'initiator' or a key decision maker.
27. Whilst the Council may wish to facilitate neighbourhood plans in parts of the borough where there is the greatest capacity for new homes and jobs, as set out in Hillingdon's Core Strategy, it cannot take a leading role in ensuring that this happens. There is a concern therefore that resources may be diverted to areas where the potential for new development may be very limited but where local communities who are most active, rather than focussing on areas where there are significant opportunities for growth in housing and jobs but where neighbourhood forums have not come forward. In order to ensure that neighbourhood plans are able to have maximum influence on shaping future new development in the borough, communities should be encouraged to produce neighbourhood plans for areas where a large number of new homes and/or jobs can be accommodated.
28. **Will neighbourhood plans encourage greater local involvement in planning?** It remains to be seen whether the introduction of neighbourhood plans will result in those parts of the borough which have been less involved in planning matters to date now taking greater interest. Without a major, sustained development focus in their area they may remain disengaged from the planning system.

29. The Localism Act is part of a general initiative by the government to shift power to local communities, helping them to do more for themselves. For this to happen, communities need support to be able to confidently research, discuss and agree priority actions for improving their neighbourhood. They will need a formal structure in place to do this. Establishing a steering or management group for a Neighbourhood Forum may be difficult without considerable support from the local council. This support might also be required to help keep that group functioning during what could be a lengthy process of plan research, preparation and consultation. There will then need to be a means of ensuring the neighbourhood plan is implemented and actively monitored by the community.
30. **How will neighbourhood plans fit with existing plans?** The draft National Planning Policy Framework issued by the Government states that neighbourhood plans 'must be in general conformity with the strategic policies of the Local Plan. To facilitate this, local planning authorities should set out clearly their strategic policies for the area. Neighbourhood plans should reflect these policies and neighbourhoods should plan positively to support them. Neighbourhoods will have the power to promote more development than is set out in the strategic policies of the Local Plan' (paragraph 50).
31. Hillingdon's Core Strategy is well advanced and will provide a good strategic framework for neighbourhood planning in the borough. However other complimentary key Local Development Framework documents will also need to be produced to ensure the provision of robust strategic policies in the borough, including the proposals map and the Development Management Development Plan Document.
32. The draft National Planning Policy Framework also states that 'Outside these strategic elements, neighbourhood plans will be able to shape and direct development in their area, subject to the presumption in favour of sustainable development. When a neighbourhood plan is made, the policies it contains take precedence over existing policies in the Local Plan for that neighbourhood, where they are in conflict.' There is therefore the potential for tension between the neighbourhood plan and the local plan in determining planning applications.
33. Experience in Southwark in bringing forward initial neighbourhood plans there has suggested that it can be difficult to focus neighbourhood forum groups on what the output of their local neighbourhood plan should be. Before doing detailed work there may need to be some time spent in agreeing what the final form and content of the neighbourhood plan will be, if it is not to be too wide-ranging in scope and unmanageable for a neighbourhood forum to attempt. As a first step to producing a plan, it might help to have an agreed project plan or memorandum of understanding in place to avoid this.

34. This is where the facilitation role by the local authority or an independent planning advisor (e.g. a planning consultant) may be important in advising local neighbourhoods on the implications of their proposed plans and whether they are in general conformity with the borough LDF and London Plan. An alternative source of advice and support for neighbourhood plans in London might be the Planning Aid service which has extensive experience of supporting local community groups' in the planning system.
35. **What are the most likely issues for local communities in engaging with the planning system?** – Hillingdon has a number of active residents' associations with a long involvement in local planning matters. The main involvement has generally been with regard to planning applications, because these tend to relate to specific areas which local people know and appreciate. It has generally been more difficult to engage the public in planning policy documents, because these tend to be perceived as very technical and they normally cover much wider geographical areas and are more strategic in content.
36. Experience in Hillingdon has shown that local communities tend to focus on local issues without reference to that wider perspective, and also they are primarily concerned with protecting and enhancing the assets that they have locally, rather than being supportive of new developments in their localities. The challenge will be for local communities to identify and agree realistic sites for new homes and jobs, in a way that meets the wider strategic policies of Hillingdon's Core Strategy and the London Plan.
37. **Can neighbourhood planning achieve greater public involvement?** A critical issue will be whether local authorities have the resources available at present to help facilitate the neighbourhood planning system to come forward. Due to the budget pressures facing all councils, staff resources in borough services generally are already much-reduced across London and there must be a question as to whether there will be adequate numbers of skilled planning staff available to prepare and review the statutory planning documents required, let alone to facilitate local neighbourhood forums who wish to produce plans for their areas.
38. It is not borough planning staff alone who will be facilitating this work. There will be additional pressures on local ward councillors who will be required to commit a significant amount of their time to helping in the work of one or more neighbourhood forums in their wards.
39. Local residents will need to recognise the area proposed for a particular neighbourhood plan as one they are committed to and would wish to maintain involvement with over a long period of time if this system is to function properly. The practicalities of how they are involved, through a steering group or some other mechanism, have already been noted above and would need to be resolved for a neighbourhood forum to work effectively.

40. One potential benefit of the neighbourhood plan system will be if it can encourage and maintain the involvement of local people who know their area best. Whereas top-down consultations may ask for views on pre-defined and limiting topics, the concept of a neighbourhood plan is that it should allow people with a connection to a particular place to articulate their views and aspirations for it without constraint. This might bring to light issues, concerns and priorities that may have previously failed to register in pre-existing data about that area.

### **Financial Implications**

41. As the report above has outlined, the Localism Act will give Councils a statutory duty to facilitate the introduction of neighbourhood planning in the Borough, through the provision of technical advice and support. It is anticipated this will have a resource implication for the existing planning, democratic services and other business support sections within the Council.
42. The agreement of neighbourhood development plans and orders would potentially reduce workloads in terms of numbers of planning applications requiring approval. This therefore has potential to have an adverse impact on planning application fees that are collected, consistent with a need to potentially downscale resource in this area. However, this will be at the same time that the planning department will need to provide technical support to the Neighbourhood Forums, a resource requirement that would not provide a fee income.
43. The report above also highlights a strategic risk in that Neighbourhood Plan's that are developed may not work in accord with the overarching Council strategies for regeneration of homes and employment, potentially blocking areas for future development and drawing resources to other areas that may not have the same priority for development. This in turn has potential to impact on developer S106 monies and CIL monies collected by the Council.
44. It is too early to assess what the overall resource implications might be, and whether there would be a need for any new dedicated resource or if it can be subsumed within existing current budgeted support structures. However this report is only outlining the response to the DCLG consultation, further updates will be provided to Cabinet as the processes are clarified, and consequently the impact on resources becomes clearer.

## **4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

The Government has made clear in supporting information for the Localism Act that neighbourhood planning will allow local communities to shape new development by coming together to prepare neighbourhood plans. "As it currently stands, the planning system doesn't give local communities enough influence over decisions that make a big difference to their lives.

Neighbourhood plans will enable local people to ... have genuine opportunities to influence the future of where they live..." by actively helping to choose where new housing development should take place, shaping local town centre regeneration or deciding which local green spaces should be protected from development.

### **Consultation Carried Out or Required**

No consultation was required prior to the Council responding to the Neighbourhood Planning Regulations consultation paper. The Council may decide in future to undertake local consultation to explore how and where neighbourhood plans might come forward in the borough.

## **5. CORPORATE IMPLICATIONS**

### **Corporate Finance**

This report provides a response to the Governments recent consultation on the Neighbourhood Planning Regulations and therefore the full financial impact of the proposals are unknown at this stage.

However a number of issues that would potentially impact on Hillingdon financially have come to light. The statutory duty for Hillingdon to provide technical advice and support, as well as the potential need for facilitating forums will have a financial impact on the Council as too will the loss in potential S106 income. An adverse impact on planning applications would have an impact on planning application fees and would also necessitate a reduction in resources in this area. However there would be a resource need for technical support at the same time.

Once the fuller implications of the regulations become known the full financial impacts will be reported to Cabinet.

### **Legal**

This report summarises the statutory framework contained in the Localism Act 2011 relating to neighbourhood planning. Chapter 3 of Part 6 of the Localism Act 2011 deals with neighbourhood planning and schedules 9 to 12 of the Act contain detailed provisions relating to the neighbourhood planning system. Although the Localism Act 2011 has now been enacted, the provisions relating to neighbourhood planning are yet to be brought into force. The provisions of the Act relating to neighbourhood planning are expected to be brought into force in April 2012. The Government is now in the process of introducing secondary legislation to govern the procedures to be followed in order to establish neighbourhood forums, neighbourhood plans and neighbourhood development orders. The Government has consulted the Council on the draft secondary legislation and the Council's response to that consultation is set out in appendix 1 to this report.



## **Corporate Property & Construction**

The Head of Corporate Property and Construction supports the recommendations in this report.

### **6. BACKGROUND PAPERS**

- Neighbourhood Planning Regulations Consultation – Department for Communities and Local Government, October 2011
- Draft National Planning Policy Framework - Department for Communities and Local Government, July 2011

**APPENDIX ONE:  
Officer Response to the Government's consultation paper on  
Neighbourhood Planning Regulations**

# Response form

## Proposals for new neighbourhood planning regulations

### Consultation

We are seeking your views on the following questions on the Government's proposed approach to new regulations on neighbourhood planning. **If possible, we would be grateful if you could please respond by email.**

Email responses to: [neighbourhoodplanning@communities.gsi.gov.uk](mailto:neighbourhoodplanning@communities.gsi.gov.uk)

Alternatively, we would be happy to receive responses by post.

Written responses to:

Neighbourhood Planning Regulations Consultation  
Communities and Local Government  
Zone 1/J1  
Eland House  
Bressenden Place  
London  
SW1E 5DU

## (a) About you

### (i) Your details

Name:	Jales Tippell
Position (if applicable):	Head of Transportation, Planning Policy and Community Engagement
Name of organisation (if applicable):	London Borough of Hillingdon
Address:	3N/02, Civic Centre, High Street, Uxbridge, Middlesex, UB8 1UW
Email Address:	jtippell@hillingdon.gov.uk
Telephone number:	01895 556763

### (ii) Are the views expressed on this consultation an official response from the organisation you represent or your own personal views?

Organisational response

Personal views

### (iii) Please tick the one box which best describes you or your organisation:

Private developer or house builder

Housing association

Land owner

Voluntary sector or charitable organisation

Business

Community organisation

Parish council

Local government (i.e. district, borough, county, unitary, etc.)

National Park

Other public body (please state)

Other (please state)

**(iv) Please tick the one box which best describes which viewpoint you are representing:**

Rural

Urban

## (b) Consultation questions

### Question 1:

Do you agree that the proposed approach is workable and proportionate, and strikes the right balance between standardising the approach for neighbourhood planning and providing for local flexibility on:

#### a) designating neighbourhood areas

Strongly agree

Agree

Neither agree nor disagree

Disagree

Strongly disagree

Explanation/Comment:

The definition of individual neighbourhoods is likely to be problematic in a diverse, densely-developed city. London is characterised by communities which are often fragmented (e.g. where they might be divided by major road routes), have a wide socio-economic range and high population turnover. It is difficult in those circumstances to expect a single neighbourhood forum to come forward which can readily agree on a set of common objectives.

It may be possible to base neighbourhoods around individual town centres or well defined housing areas. A neighbourhood plan for that area might then readily relate to a wider borough-level local planning framework and the London Plan. But where that is not possible or where proposed neighbourhoods cross individual borough boundaries, or as can happen in outer London, cross the Greater London Authority boundary, there will be issues for local authorities in resolving how to take a neighbourhood plan forward.

Hillingdon has a number of active residents' associations with a long involvement in local planning matters. It is likely that these associations might be expected to come forward with individual proposals for neighbourhood

plans. It is also anticipated that existing community engagement and initiatives by the Council, such as town centre improvement initiatives, may also result in some interest in drawing up neighbourhood plans in parts of the borough. However, the likelihood is that these neighbourhood plans may look to protect and enhance the existing character of their local areas, rather than to encourage new development. There may also be an issue of reconciling local aims with wider borough or London strategic priorities.

The Government has not prescribed the size of a neighbourhood and therefore a plan could be prepared for an area which just includes a high street or a few streets. This means that there could be a large number of neighbourhood plans being produced across the borough. Each is likely to take about two years to complete, because of the process involved and therefore there will be significant commitment and resource implications on behalf of the local community, local councillors and council staff.

In order to maximise the benefits of the neighbourhood planning system, communities should be encouraged to produce neighbourhood plans for larger geographical areas. This could be further encouraged if narrowly defined areas were only permissible if all the ward councillors in the locality were in agreement. This would enable the local councillors to advocate for areas that reflect the needs of the wider locality with regard to new development.

We would also emphasise that where a local authority has already established a successful format for community engagement and there already exists mechanisms that facilitate discussions between residents and the Council, then those arrangements should be encouraged in order to avoid duplication and addition costs of consultation and engagement. This would be the default position but still allow a group of residents coming forward to establish a neighbourhood area.

The Government sees the neighbourhood planning system as a means of promoting growth in new homes and jobs. It believes that local communities will work together to plan for new development and it has therefore introduced the neighbourhood planning system in a way which deliberately gives local communities the lead role in terms of a) the choice of whether or not to produce a neighbourhood plan, b) when it will embark on that process; c) the geographical area to be covered; d) the topics to be addressed in the plan and e) what the plan will contain. The Council therefore can only act as a facilitator and consultee in the process rather than the 'initiator' or a key decision maker.

Whilst the Council may wish to facilitate neighbourhood plans in parts of the borough where there is the greatest capacity for new homes and jobs, as set out in Hillingdon's Core Strategy, it cannot take a leading role in ensuring that this happens. There is a concern therefore that resources may be diverted to areas where the potential for new development may be very limited but where local communities who are most active, rather than focussing on areas where there are significant opportunities for growth in housing and jobs but where

neighbourhood forums have not come forward. In order to ensure that neighbourhood plans are able to have maximum influence on shaping future new development in the borough, communities should be encouraged to produce neighbourhood plans for areas where a large number of new homes and/or jobs can be accommodated.

**b) designating neighbourhood forums**

- Strongly agree
- Agree
- Neither agree nor disagree
- Disagree
- Strongly disagree

Explanation/Comment:

Experience elsewhere in London in bringing forward initial neighbourhood plans suggests that it can be difficult to form neighbourhood forum groups and then to focus them on what the output of their local neighbourhood plan should be. Before doing detailed work there may need to be some time spent in agreeing what the final form and content of the neighbourhood plan will be, so that it is not to be too wide-ranging in scope and unmanageable for a neighbourhood forum to attempt. As a first step to producing a plan, an agreed project plan or memorandum of understanding might need to be negotiated and in place to avoid this.

Hillingdon has a number of active residents' associations with a long involvement in local planning matters. The main involvement has generally been with regard to planning applications, because these tend to relate to specific areas which local people know and appreciate. It has generally been more difficult to engage the public in planning policy documents, because these tend to be perceived as very technical and they normally cover much wider geographical areas and are more strategic in content.

Experience in Hillingdon has shown that local communities tend to focus on local issues without reference to that wider perspective, and also they are primarily concerned with protecting and enhancing the assets that they have locally, rather than being supportive of new developments in their localities. The challenge will be for local communities to identify and agree realistic sites for new homes and jobs, in a way that meets the wider strategic policies of Hillingdon's Core Strategy and the London Plan.

The Act also looks to each Neighbourhood Forum's membership representing different sections of the community. In practise this may be difficult for local groups to co-ordinate and operate effectively as one entity

representing residential, commercial or other local sections of the community in a neighbourhood plan area. It may also prove difficult for councils to resolve differences between groups within individual neighbourhood forum areas and to encourage them to work collectively together to produce a single plan for their area.

**c) Community Right to Build organisations**

- |                            |                                     |
|----------------------------|-------------------------------------|
| Strongly agree             | <input type="checkbox"/>            |
| Agree                      | <input checked="" type="checkbox"/> |
| Neither agree nor disagree | <input type="checkbox"/>            |
| Disagree                   | <input type="checkbox"/>            |
| Strongly disagree          | <input type="checkbox"/>            |

Explanation/Comment:

It remains to be seen whether these organisations are likely to come forward in London with its high land values.

The Council does not wish to comment on these proposals.

**d) preparing the neighbourhood plan**

- |                            |                                     |
|----------------------------|-------------------------------------|
| Strongly agree             | <input type="checkbox"/>            |
| Agree                      | <input type="checkbox"/>            |
| Neither agree nor disagree | <input type="checkbox"/>            |
| Disagree                   | <input checked="" type="checkbox"/> |
| Strongly disagree          | <input type="checkbox"/>            |

Explanation/Comment:

One critical issue here will be whether local authorities have the resources available at present to help facilitate the neighbourhood planning system to come forward. Due to the budget pressures facing all councils, staff resources in borough services generally are already much-reduced across London and there must be a question as to whether there will be adequate numbers of skilled planning staff available to prepare and review the statutory planning documents required, let alone to facilitate local neighbourhood forums who wish to produce plans for their areas.

It is not borough planning staff alone who will be facilitating this work. There will be additional pressures on local Ward Councillors who will be required to



commit a significant amount of their time to helping in the work of one or more neighbourhood forums in their wards. Similarly, Cabinet Members with planning portfolios will also have to commit their time and energies to this, at a time when they are facing increasing pressures due to scarce resources.

Dependent on the success of establishing a neighbourhood forum, the onus will fall on the local authority to maintain involvement of local community members in the forum over a period of time whilst a neighbourhood plan is in preparation and then to help monitor its implementation.

Whether an individual forum will have access to sufficient information to provide an adequate evidence base for its neighbourhood plan is also at issue. Again the onus may fall on the local authority to provide information and support towards neighbourhood plan preparation.

**e) preparing the neighbourhood development order**

- |                            |                                     |
|----------------------------|-------------------------------------|
| Strongly agree             | <input type="checkbox"/>            |
| Agree                      | <input type="checkbox"/>            |
| Neither agree nor disagree | <input checked="" type="checkbox"/> |
| Disagree                   | <input type="checkbox"/>            |
| Strongly disagree          | <input type="checkbox"/>            |

Explanation/Comment:

The Council would simply note that whilst neighbourhood plans are not meant to be used as a means of restricting local development, it may be the case that local neighbourhood forums seek to impose strict local design criteria which effectively do this.

**f) preparing the Community Right to Build order**

- |                            |                                     |
|----------------------------|-------------------------------------|
| Strongly agree             | <input type="checkbox"/>            |
| Agree                      | <input type="checkbox"/>            |
| Neither agree nor disagree | <input checked="" type="checkbox"/> |
| Disagree                   | <input type="checkbox"/>            |
| Strongly disagree          | <input type="checkbox"/>            |

Explanation/Comment:

The Council does not wish to comment on these proposals.

**g) Community Right to Build disapplication of enfranchisement**

- |                            |                                     |
|----------------------------|-------------------------------------|
| Strongly agree             | <input type="checkbox"/>            |
| Agree                      | <input type="checkbox"/>            |
| Neither agree nor disagree | <input checked="" type="checkbox"/> |
| Disagree                   | <input type="checkbox"/>            |
| Strongly disagree          | <input type="checkbox"/>            |

Explanation/Comment:

The Council does not wish to comment on these proposals.

**h) independent examination**

- |                            |                                     |
|----------------------------|-------------------------------------|
| Strongly agree             | <input type="checkbox"/>            |
| Agree                      | <input type="checkbox"/>            |
| Neither agree nor disagree | <input type="checkbox"/>            |
| Disagree                   | <input checked="" type="checkbox"/> |
| Strongly disagree          | <input type="checkbox"/>            |

Explanation/Comment:

Neighbourhood Development Plans do not have to be examined by the Planning Inspectorate (but simply a suitable and proper person). Consequently there may be considerable scope for conflict within parts of the neighbourhood plan which may be informed by a varying degree/quality of evidence. It is worth noting the experience of the London Borough of Tower Hamlets 20 years ago it attempted to introduce a neighbourhood planning system there. There was difficulty throughout in reaching agreement between individual neighbourhoods and the Council's corporate centre over resource and policy priorities, and disputes between individual neighbourhoods over appropriate local policies.

**i) referendum**

- |                            |                                     |
|----------------------------|-------------------------------------|
| Strongly agree             | <input type="checkbox"/>            |
| Agree                      | <input type="checkbox"/>            |
| Neither agree nor disagree | <input type="checkbox"/>            |
| Disagree                   | <input checked="" type="checkbox"/> |

Strongly disagree

Explanation/Comment:

The Council is concerned at the potential difficulty in programming and resourcing individual referenda for neighbourhood plans across its area.

**j) making the plan or order**

Strongly agree

Agree

Neither agree nor disagree

Disagree

Strongly disagree

Explanation/Comment:

The Council does not wish to comment on these proposals.

**k) revoking or modifying the plan**

Strongly agree

Agree

Neither agree nor disagree

Disagree

Strongly disagree

Explanation/Comment:

The Council does not wish to comment on these proposals.

**l) parish councils deciding conditions**

Strongly agree

Agree

Neither agree nor disagree

Disagree

Strongly disagree

Explanation/Comment:

The Council does not wish to comment on these proposals.

### Question 2:

Our proposition is that where possible referendums should be combined with other elections that are within three months (before or after) of the date the referendum could be held. We would welcome your views on whether this should be a longer period, for example six months.

Three months

Six months

A different period

Explanation/Comment:

The Council has noted its concerns above regarding the potential cost and resource implications of needing to hold local referenda on proposed neighbourhood plans and development orders. It would suggest that these should be held as soon as reasonably practical rather than within a set period. It would then fall to the neighbourhood forum and Council to agree – perhaps by way of a memorandum of understanding an acceptable time period from finalisation of the plan or order for a referendum to take place.

### Question 3:

The Bill is introducing a range of new community rights alongside neighbourhood planning – for example the Community Right to Buy and the Right to Challenge. To help communities make the most of this opportunity, we are considering what support measures could be made available. We are looking at how we could support people in communities, as well as local authorities, other public bodies, and private businesses to understand what each right can and cannot do, how they can be used together, and what further support could be made available for groups wanting to use them.

We would welcome your views on what support could usefully be provided and what form that support should take.

Explanation/Comment:

Community empowerment is an agenda which boroughs are also addressing through making best use of new communication technology (e.g. via the Facebook and Twitter websites) to put across information cheaply and quickly to local communities. They also have existing networks of community groups

and associations they can use to provide advice and support on neighbourhood plans.

Rather than introduce further new initiatives, councils should, from local knowledge of their neighbourhoods, be able to determine for themselves the best methods to use to support their local communities to encourage their greater involvement in the planning process.

#### Question 4:

Do you have any other comments on the proposals?

(Please begin with relevant regulation number and continue on a separate page if necessary)

Explanation/Comment:

Part Three of the draft Regulations:

Neighbourhood forums will need formal management structures in place for them to develop plans in their areas. There will need to be an agreed mechanism in place for a neighbourhood to respond with its collective view on individual development proposals. Again, they may require substantial support from their local council to enable them to do this efficiently.

Resource availability for the boroughs will be a key issue, particularly regarding the proposal for local referenda to adopt finalised neighbourhood plans. The costs and staff time involved in advertising and staging individual referenda could be significant for local boroughs, especially in cases where they have several neighbourhood plans coming forward in their areas on a similar timescale.

At a time when there is considerable focus on reducing local authority expenditure, it will important to ensure that the process for neighbourhood planning is streamlined and consistent with other existing mechanisms that councils have in place. We would therefore emphasis that where a local authority has already established a successful format for community engagement and there already exists mechanisms that facilitate discussions between residents and the Council, then those arrangements should be encouraged in order to avoid duplication and addition costs of consultation and engagement.

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## UPDATE ON THE HILLINGDON KHAT REVIEW

*RESIDENTS' AND ENVIRONMENTAL SERVICES POLICY OVERVIEW COMMITTEE'S UPDATE TO CABINET ON THE REVIEW OF PROBLEMS POSED TO HILLINGDON, AND BEYOND, BY KHAT AND HOW TO TACKLE THEM*

<b>Cabinet Member</b>	Councillor Douglas Mills
<b>Cabinet Portfolio</b>	Improvements, Partnerships & Community Safety
<b>Officer Contact</b>	Natasha Dogra, Central Services
<b>Papers with report</b>	Appendix 1: Hillingdon Partners: Local Strategic Partnership (LSP) Executive Statement

### HEADLINE INFORMATION

<b>Purpose of report</b>	To receive the update from the Residents' and Environmental Services Policy Overview Committee and note the progress made locally and nationally in tackling the problems posed by the legal stimulant khat.
<b>Contribution to our plans and strategies</b>	This report contributes to the Council's priorities for a safe borough.
<b>Financial Cost</b>	No direct costs are associated with the recommendations of this report.
<b>Relevant Policy Overview Committee</b>	Residents' and Environmental Services Policy Overview Committee
<b>Ward(s) affected</b>	All

### RECOMMENDATIONS

**That Cabinet welcome the update report from the Residents' and Environmental Services Policy Overview Committee and note the progress made in tackling the problems posed by the use of the legal stimulant khat within the London Borough of Hillingdon and on a national scale.**

### INFORMATION

#### Reasons for recommendations

The recommendation is aimed at providing Cabinet with a progress update following their decision to approve the Hillingdon Khat Report recommendations in June 2011.

## **Alternative options considered / risk management**

The Cabinet could decide to reject or amend the Committee's recommendations.

### **Supporting Information**

In May 2011 the Residents' & Environmental Policy Overview Committee (RESPOC) published the 'Hillingdon Khat Report' into the effects of the legal stimulant khat and the impact on local communities within Hillingdon.

The report recommended that the Local Strategic Partnership (LSP) progress the report with a view to:

- A more joined-up approach when dealing with issues of khat;
- A zero tolerance approach to khat related anti-social behaviour by the Council and Safer Neighbourhood Teams.

The LSP discussed the report at the Executive meeting on the 12 July 2011 and partners agreed that the Health & Wellbeing Board, the Safer Hillingdon Partnership and the Strong & Active Communities Partnership should review the report and advise how they can contribute to taking forward the action points within it and consider any implications for the partnership.

### **Partnership Activity & Response**

Theme groups agreed that the report provided a valuable insight into the use of khat, its origins and the potential health and social effects of high misuse. The groups identified that the effects of high khat misuse are localised in Hillingdon, centred around Hayes and some of the surrounding areas. The view however, was that there was limited evidence on the real extent of these issues on Hillingdon's families and communities.

The Strong and Active Communities Partnership raised a concern that by isolating high khat misuse from wider drug and alcohol related issues, this could further widen the negative perception and alienation of communities in which there is high khat usage and potentially impact on community cohesion and tensions. The group agreed with the recommendation that there needs to be a more joined up approach to dealing with issues of high khat misuse, but that this should be integrated within the borough's wider drug and alcohol programme. The group suggested that issues around the effects of high khat misuse use should be included in mainstream community education and awareness raising activities.

The Safer Hillingdon Partnership reported that all anti-social behaviour in Hillingdon was dealt with in a robust manner. Whilst a "zero tolerance" approach to ASB solely related to high khat misuse was viewed to be out of proportion to other types of ASB, there is already a wide programme of work which is being undertaken across the partnership which is dealing directly and indirectly with the effects of high khat misuse. These include:

#### Enforcement

- Two Khat houses in Hayes have been closed by the Council's ASB Investigations Team and the local Police Safer Neighbourhood Team.

#### Community development and engagement

- There is ongoing work through the Hayes Town Partnership which includes the Somali Community Groups' Action Plan. The plan focuses on young people, crime and



education which were the key areas of concern raised by the Somali Community organisation.

- The work being undertaken through the Hayes Community Engagement Programme which is focussing on environment, young people, health and wellbeing and community cohesion. An event focussed around health and wellbeing was held on 3 December 2011 at Botwell Green Library and provided an opportunity to raise awareness of the effects of high khat misuse alongside other drug and alcohol messages.
- The Schools Community Cohesion Partnership work has improved communication and relationships between parents and schools to address social and educational issues and increase access to relevant support and mainstream services. Through this partnership, there is an opportunity for schools to include khat as part of their broader drug and alcohol education work within the Personal, Social and Health Education curriculum.

#### Prevention and support

- Hillingdon PCT commission support through Ethnic Alcohol Counselling Hounslow (EACH) to provide a service to khat users. This role is in two parts; outreach work in the khat café's and a counselling service for users and their carers and family members. The service is in its 3rd year of commissioning and it is monitored on a quarterly basis, with the specification being reviewed on an annual basis to ensure it reflects the priorities identified from the needs assessment.

#### **Influencing National Policy**

In September 2011 John Randall MP submitted the findings of the review on khat to the Home Secretary Theresa May and Minister for Crime Prevention and Anti-Social Behaviour Reduction, Baroness Browning. In October 2011, the Residents' and Environmental Services Policy Overview Committee received a letter from Baroness Browning stating that the Hillingdon Khat Report had been reported to the Advisory Council for the Misuse of Drugs (ACMD) as they had embarked on a review of legal stimulants, in particular khat, as requested by the Home Secretary.

On 11 January 2012 the House of Commons debated khat and commended the Hillingdon Khat report. MPs agreed the London Borough of Hillingdon had been forthright enough to make recommendations to the Government on matters ranging from classification to temporary bans. MPs agreed that an integrated solution would be needed to help tackle the issues posed by khat – an idea which was evident throughout RESPOC's review of khat.

James Brokenshire MP, Home Office Minister, stated during the debate that the Government was concerned about khat use, particularly among young people, and about the societal impact on the most affected communities, and they adopt a serious approach to their role in taking appropriate action to protect all sections of the community from harms caused by drugs. The Minister stated that since the ACMD's last review in 2005 there had been an advance in the evidence base, leading him to request the ACMD to undertake a comprehensive review to update its 2005 assessment. The Residents' and Environmental Services Policy Overview Committee will continue to support the work of the Advisory Council for the Misuse of Drugs and give evidence, where applicable, during their review of Khat.

## **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendations?**

The Committee's recommendations will provide a springboard for the Council to take those steps necessary to tackle anti-social behaviour and health issues posed by using khat.

### **Consultation Carried Out or Required**

None at this stage

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and is satisfied that there are no direct financial implications associated with the recommendations of this report and that any subsequent costs associated with enforcement or monitoring will be contained within existing budgets.

### **Legal**

The report has been prepared following input from Legal Services. It is confirmed that the recommendations comply with legal advice provided to the author of this report.

## **BACKGROUND PAPERS**

Residents' & Environmental Services Policy Overview Committee's Review of problems posed to Hillingdon, and beyond, by khat and how to tackle them.



Hillingdon Partners Executive  
29 November 2011

## Hillingdon Khat Report – LSP Response

### LSP Executive Statement

*'The LSP Executive notes the findings of the report and agrees that it provides a valuable insight into the use of Khat, its origins and the potential health and social effects of high misuse.'*

*Partners identified that the effects of high Khat misuse are localised in Hillingdon, centred around Hayes and some of the surrounding areas. The view however, is that there is limited evidence on the real extent of these issues effect Hillingdon's families and communities.*

*In order to address the issues raised in the report, the LSP Executive will;*

- review scale and scope of evidence available on Khat use in Hillingdon through the Joint Strategic Needs Assessment.*
- through the Health and Wellbeing Board, review as part of a three year commissioning plan, how Ethnic Alcohol Counselling Hounslow (EACH) services are providing support to individuals and families affected by high Khat misuse as part of the wider Drug and Alcohol Services programme in Hillingdon.*
- through the Strong and Active Communities Partnership, explore how local agencies and front line services promote awareness of Khat, the impacts of high Khat misuse and provide access to support from mainstream services.*

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## ANNUAL REPORT OF THE LOCAL SAFEGUARDING CHILDREN BOARD

<b>Cabinet Member</b>	Councillor David Simmonds
<b>Cabinet Portfolio</b>	Deputy Leader of the Council Cabinet Member for Education and Children's Services
<b>Officer Contact</b>	Paul Hewitt – Social Care, Health and Housing
<b>Papers with report</b>	LSCB Annual Report

### HEADLINE INFORMATION

<b>Purpose of report</b>	This is the Annual Report of the Local Safeguarding Children Board (LSCB) for the year 2010-11. It is for information and gives a view on effectiveness of children's safeguarding in Hillingdon, and identifies priorities for future action and attention.
<b>Contribution to our plans and strategies</b>	This report will contribute to the Children and Young People's Plan in order to ensure that Hillingdon's children and young people are kept safe.
<b>Financial Cost</b>	The LSCB is jointly funded by LBH, NHS Hillingdon and other partners, there are no additional costs linked to this report.
<b>Relevant Policy Overview Committee</b>	Education and Children's Services
<b>Ward(s) affected</b>	All – Borough wide

### RECOMMENDATION

**That Cabinet note this report and takes account of its conclusions in future planning for children's services.**

#### Comments of Policy Overview Committee(s)

The draft report was considered and noted by Education and Children's Services Policy Overview Committee on November 23rd 2011.

## **Supporting Information**

1. LSCB is a statutory multi agency body established with the overall aim of monitoring, overseeing, supporting and challenging the work of all agencies with regard to their responsibilities to safeguard and protect children. LSCBs are required to produce an annual report which comments on the effectiveness of local arrangements to safeguard children. (The Apprenticeships, Skills, Children and Learning Act 2009) This is the second annual report under the new requirements, and we are required to publish this report by 1 April 2012.
2. The following areas are required elements of the Report (Working Together 2010)
  - An assessment of local arrangements to safeguard and promote the welfare of children, to include achievements and challenges
  - An assessment of the effectiveness of policies and procedures to recruit and train frontline staff
  - An assessment of progress in implementing lessons from Serious Case reviews and child death reviews
  - An assessment of progress in key priority areas ( e.g. child trafficking)
  - A challenge to the work of the Children's Trust Board in driving improvements in safeguarding

### **3 Summary of conclusions**

- 3.1 Overall, evidence available to the LSCB indicates that children are well safeguarded with some areas for development that are in hand. The LSCB supports the Ofsted findings of 'good' for safeguarding children in Hillingdon (announced inspection 2009, grade of good, Ofsted Children's Services Assessment 2011, provisional grade 3 – performs well, an organisation that exceeds minimum requirements) There is evidence of strong multi agency working and commitment and a large number of tasks and actions have been progressed under the auspices of the LSCB. A continuing and nationally recognised success is work that has taken place to reduce the numbers of children and young people who go missing at risk of trafficking through Heathrow Airport.
- 3.2 The increase in child protection activity noted in 2010 has stabilised at a high level. This increase in child protection activity has had an impact on all agencies, particularly specialist services. This workload has to be absorbed in order to ensure that children are kept safe, but the workload, along with staffing capacity to deal with it, is putting a strain on all services.
- 3.3 This will be exacerbated by reductions in available resources and in changes in partner agencies, particularly Health.
- 3.4 The LSCB is continually developing ways of scrutinising services to ensure that these changes do not place children at unnecessary risk, and the annual report includes in its recommendations those targeted areas of activity that are likely to achieve most benefit
- 3.5 The LSCB also strongly recommends that resources are secured and protected for specialist front line services who work with children at risk of harm.
- 3.6 The Council is currently leading on the development of early intervention services. The LSCB recommends that these are multi agency and that they have clear pathways and provision for co-ordinated plans and services, targeted at those most in need .

- 3.7 The LSCB would also welcome the opportunity to contribute to service commissioning, particularly health services for under fives and mental health services.
- 3.8 The recent pilot Ofsted inspection of child protection has made various recommendations which are reflected in the LSCB Business Plan and will be monitored by the LSCB in accordance with the recommended timescales.

### **Financial Implications**

The LSCB is jointly funded by LBH, NHS Hillingdon and other partners, there are no additional costs linked to this report.

## **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

### **What will be the effect of the recommendation?**

The remit of the LSCB is to ensure that all agencies are working together effectively to keep children safe. It does this by monitoring the effectiveness of all agencies to this end, and by making recommendations for priority action. This ensures that all agencies which have a statutory duty to safeguard and promote the welfare of children (Children Act 2004) are able to carry out their functions. The Board's work is therefore critical in ensuring that children and young people in Hillingdon are safeguarded, and that risks are minimised as much as possible.

### **Consultation Carried Out or Required**

LSCB members and staff were consulted in preparation of the annual report. One of the continuing priorities for the LSCB is to engage better with children young people and their families, and with staff, in developing priorities and monitoring the effectiveness of services

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and is satisfied that there are no additional costs associated with the recommendations of this report.

### **Legal**

The LSCB retains its statutory functions within Children's services, and is legally compliant in constitution and membership as reflected in Working Together 2010. This Guidance is being revised by the current Government, and new Guidance is likely to be published in early 2012.

## **BACKGROUND PAPERS**

Working Together to Safeguard Children 2010  
[http://www.workingtogetheronline.co.uk/wt\\_2010.PDF](http://www.workingtogetheronline.co.uk/wt_2010.PDF)

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# Hillingdon Local Safeguarding Children Board Annual report 2010-11

*'That every child and young person is as safe and physically and emotionally secure as possible, by minimising risk as much as we can'*



Dec 2nd 2011

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## **INTRODUCTION**

This report covers the work of the Local Safeguarding Children Board (LSCB) during 2010-11. It highlights the main achievements in safeguarding Hillingdon's children and young people, and identifies the priority areas for improvement for the following year and beyond.

The main purpose of the LSCB is laid out in 'Working together to Safeguard Children' (Dept of Education 2010). It is the key statutory mechanism for agreeing how organisations in the area work together to safeguard and promote the welfare of local children, and for ensuring that they do so effectively.

The LSCB consists of senior managers and key professionals from all agencies who work with children and young people in Hillingdon. They work together through the Board to make sure that staff are doing the right things to ensure that children are safeguarded. It ensures that key professionals are talking to each other and that children and their families and all adults in the community know what to do and where to go for help. Many of the LSCB's responsibilities therefore consist of setting up and overseeing systems and procedures

The Board regularly checks to make sure these are working well, and that professionals are fulfilling their safeguarding responsibilities effectively. The main focus of our work is to ensure the safety of those most at risk, or potentially most vulnerable. Through this report, and through the Hillingdon Children and Families Trust, the LSCB also recommends appropriate action to ensure that preventative work is identifying and working with those most at risk of future harm.

This year has been one of considerable change resulting from the change of Government in spring 2010. The Munro Review of Child protection and the Government response will require a change of focus towards less bureaucracy and greater focus on professional practice and children's views. There are changes across all agencies, particularly Health and Education, and these, along with considerable resource constraints are a potential risk to our ability to effectively safeguard children. The LSCB must be vigilant to ensure that these changes do not negatively impact on safeguarding children.

A great deal has been achieved by partner agencies in Hillingdon, and this has been confirmed by inspection and audit. However, the potential risks identified above make it even more critical that everyone is working together as efficiently and effectively as they can, and that resources are targeted towards those most in need.

Hillingdon has a population of approximately 264,000 of which approximately a quarter are under 19. This is slightly higher than England and London. There has been an actual and projected increase in numbers of very young children, and a slight reduction in those 10 years and over. About 30% of the resident population, and 49% of the schools population, belong to an ethnic group that is not white British and this diversity is expected to increase, especially among the very young, reaching a projected 50% by 2016.

Hillingdon is a comparatively affluent borough (ranked 24th out of 32 London boroughs in the index of multiple deprivation, where 1 is the most deprived) but within that there is variation between north and south, with some areas in the south falling in the 20% most deprived nationally.

Heathrow airport is located entirely within Hillingdon boundaries and this has a major impact, particularly in respect of children and young people who pass through the airport. Close and effective multi agency work has led to Hillingdon being considered a national leader in the field of protecting children and young people from potential and actual trafficking

During 2010-11 2814 referrals were received by social care of which 2498 received some form of assessment. At 31<sup>st</sup> March 2011 there were 232 children with child protection plans. This was the same number as in 2010, though there had been an increase in number of referrals and assessments, and those subject to care proceedings.

**Lynda Crellin**

**Independent Chairman**

**November 2011**

## **WHAT WE HAVE DONE**

### **What we planned to do – our key priorities**

Priorities for 2008-11 were developed and agreed in early 2008, and refreshed in 2010 to reflect all the changes contained in the Laming enquiry into the death of Baby Peter.

Seven priority areas of work were identified and these are detailed below with a summary of work completed against those priorities.

### **Priority 1 Improving infrastructure and functioning of LSCB**

- Revised terms of reference agreed and induction sessions established for new members
- The Partnership Improvement plan (PIP) was used proactively to monitor progress against multi agency action plans and reviewed at each Board meeting
- Progress was made on developing the performance profile –e.g. addition of information from A&E
- Annual Report completed and fed into development of the Children and Families plan
- Relationship with schools strengthened through development of SCR action plan. Feedback loops established through the schools representatives on the LSCB, and schools agreed funding for full time post to support staff management in schools

### **Priority 2 Ensuring effective and improving operational practice**

- Performance was good against all national indicators
- Good unannounced inspection of Referral and Assessment with much good practice identified
- In 2010 a team from the Youth Justice Board (England and Wales) validated the Youth Offending Service self assessment of safeguarding practice as Good. In August 2011 Her Majesty's Inspectorate of Probation (HMIP) identified areas for improvement for the YOS which will be overseen by the LSCB
- UKBA inspection achieved Good in relation to aspects of safeguarding children
- Much good practice identified in Health Service Improvement Team (SIT) visit
- Audit completed against revised Working Together and new London procedures issued with guidance and appropriate training
- Guidelines for thresholds for social care developed and issued to all agencies
- Development of guidelines and procedures developed and issued covering complex strategy meetings, health guidelines for working with sexually active young people, updated medical examination and report for child protection enquiries,

- Schools and main statutory agencies asked to complete safeguarding audits to enable LSCB to monitor single agency quality

**Priority 3 Improving outcomes for children affected by adult issues – particularly domestic violence, adult mental health, substance misuse, including influence of significant males, and working with non compliance**

**Domestic Violence:**

- Drop-in sessions delivered at Uxbridge College and Hayes campus to support young people with emotional issues including DV
- Information and training provided to staff across health agencies

**Adult mental health:**

- A protocol has been agreed between Children's Social care, and the three Community Mental health teams in Hillingdon.
- Arrangements are also in place for a named link practitioner in Children's social care and Community Mental Health teams in the Borough to offer consultation to each other on relevant issues.
- Community health services (health visitors, schools nurses, community paediatricians) integrated with the mental health provider (Central and North West London -CNWL) thus providing an opportunity to bring children's services together with adult mental health and substance misuse services

**Priority 4 Ensuring effective engagement with children young people and their families, and with the wider community**

- Pupils trained as cyber bullying mentors and focus group formed
- Children and families fully involved with SCR and informed the action plan
- Regular articles about safeguarding included in schools newsletters for parents
- Some progress achieved on developing the LSCB website

**Priority 5 Improving safeguarding for vulnerable groups, or high risk areas**

**E-safety:**

- Cyber mentors have developed a DVD for secondary schools on the risks of 'sexting'
- ICT co-ordinators in schools have been trained and policies and procedures developed for schools
- Cyber mentors trained in schools and a focus group have formed

**Trafficking:**

- Key role in advising national and international agencies, including peer review at Gatwick
- All time low numbers missing from airport as result of operational meetings

- Operational model replicated for children missing from home care and school

**Disabled children and young people:**

- NSPCC audit recommendations implemented through Disabled Children Strategy Group
- Increased numbers of disabled children on CP plans at year end. Benchmarking indicates that this is a sign of increased awareness

**Priority 6 Ensuring a safe workforce**

- Guidance on managing allegations against staff were developed and implemented
- Safer recruitment guidance developed and produced
- Practice guidance was produced for schools to support safe caring issues as identified in the Serious Case Review
- Information was cascaded on the Vetting and Barring Scheme and changes
- Schools agreed funding for complex investigations manager for schools
- Some progress was made in obtaining staffing information for the LSCB but more clarity to be achieved in 2011
- A full programme of multi agency training delivered ( 54 days, 19 topics, 1211 staff)
- Increased use ( 1000+) and satisfaction with e-learning

**Priority 7 Learning from SCRs and CDOP**

- Ofsted evaluation of 'good' for SCR
- Much of the action plan completed
- Schools agreed funding for new post
- Agreed participation in SCIE pilot
- CDOP training delivered to health professionals
- Awareness of key issues delivered through screens at THH A&E, Mt Vernon, Uxbridge shopping centre

## **GOVERNANCE AND ACCOUNTABILITY ARRANGEMENTS**

### **Operation**

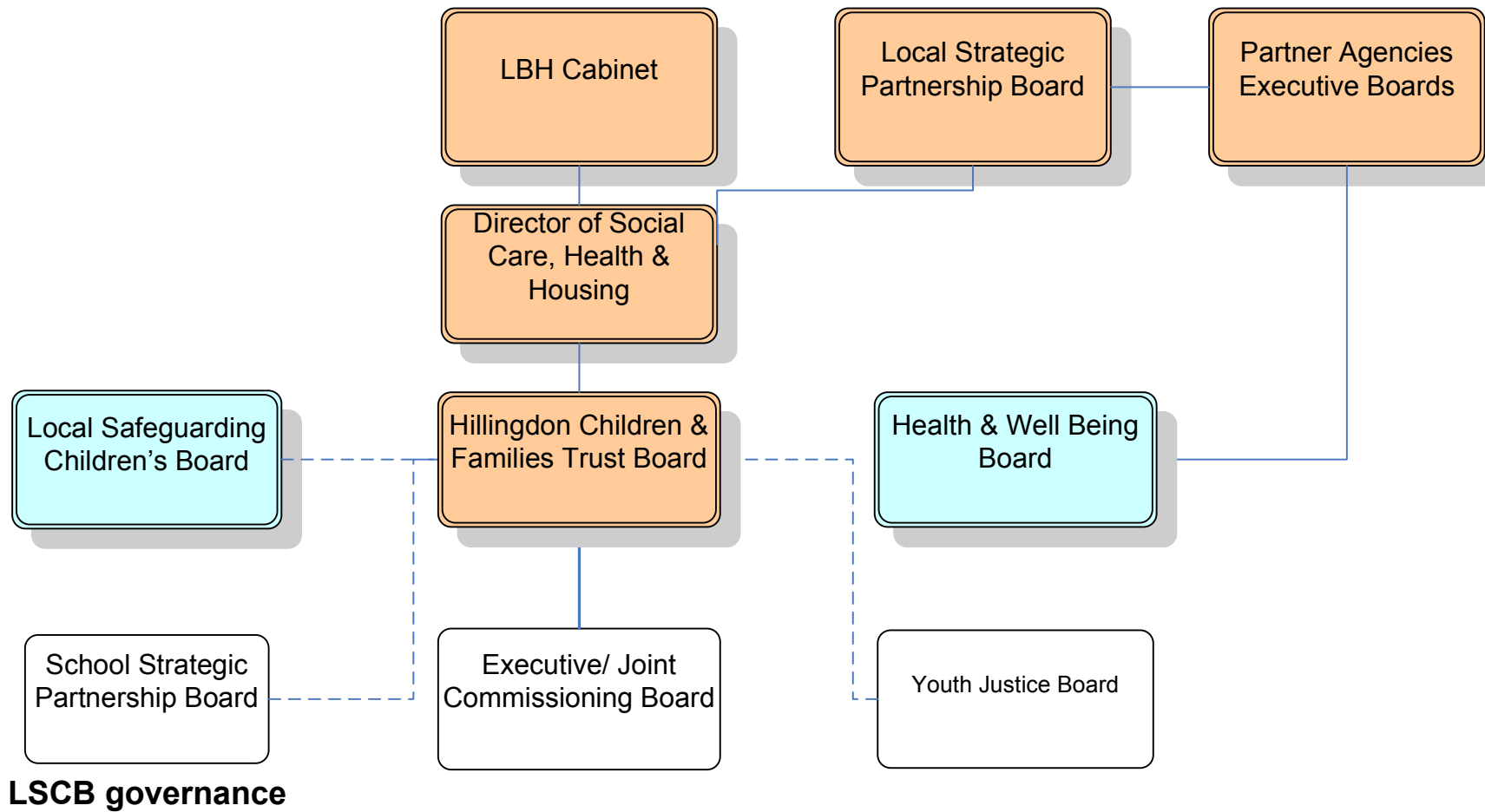
The LSCB operates in accordance with Working Together 2010. Current local governance arrangements are identified below. There are currently 11 sub groups who meet between Board meetings and take responsibility for actions identified in the Business Plan. The Domestic Violence Forum is a Council led body that sits outside the LSCB governance structure, so joint work is taken forward through the Community Engagement sub group.

Sub group chairs and LSCB officers meet monthly with the chairman to undertake detailed planning for the Board and to monitor progress against the business plan and Partnership Improvement plan (PIP).

Although there is no longer a statutory requirement to have a Children's Trust, the Hillingdon Children and Families Trust Board (HCFTB) continues to meet in order to oversee the Children and Families Plan. The LSCB chairman sits on the HCFTB and through regular updates ensures that the HCFTB is kept abreast of key safeguarding issues and that these can influence the Children and families plan and the work of the HCFTB.

This annual report will be presented to Council Scrutiny committee and to Cabinet, and will feed into the Local Strategic Partnership Board (LSP) through the HCFTB. Future arrangements may evolve further in accordance with the Munro review which recommends that the LSCB annual report is presented to the Health and Well Being Board and the local Police Partnership Board.



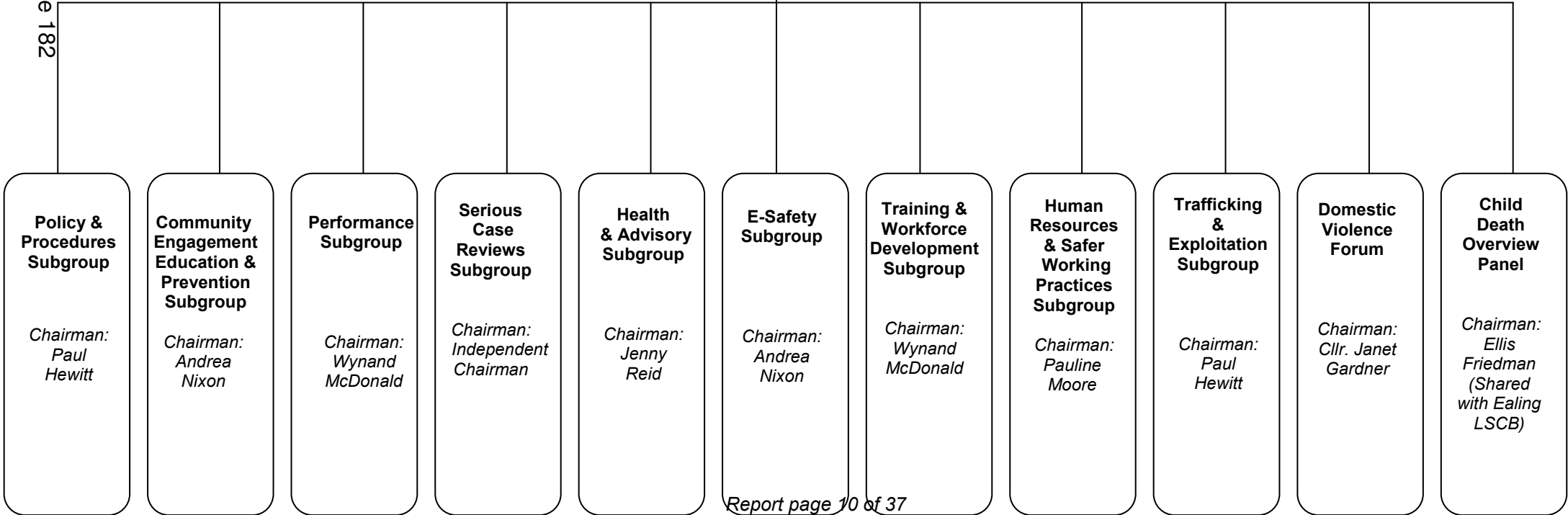


**LSCB governance**

# THE STRUCTURE OF HILLINGDON'S LOCAL SAFEGUARDING CHILDREN BOARD

**Hillingdon LSCB**  
Independent Chairman:

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## **Membership**

The LSCB is a large, inclusive and generally well attended Board, supported by strong sub groups. Overall attendance during 2010-11 was 69%, with Police and CAIT showing 100% attendance and Health and schools 89% and 80% respectively. Local authority showed a lower attendance (55%) due to quite a large number of representatives –but LA senior management attendance was similar to the other main agencies. Low attendees were CAFCASS and Probation due to capacity and number of Boards covered. This will be followed up to try and resolve in 2011-12. The Executive member acts as participant observer on the LSCB in order to ensure he is able effectively to discharge his political accountabilities. He and the Chief Executive attend on an occasional basis and receive papers. Full membership 2010-11 is attached at appendix 1 and will be reviewed in 2011-12 to reduce numbers, and improve attendance through use of deputies where appropriate.

## **Independent chairman**

There is an independent LSCB chairman who operates within a protocol agreed by the Board, and based on that recommended by the London Safeguarding Board. The chairman reports to the Director of Children's Services (DCS) and is held accountable through the Hillingdon performance framework. The chairman meets regularly with the Chief Executive, Executive member, and senior managers from partner organisations.

## **Relationship to agency boards**

Each of the statutory agencies has its own safeguarding governance and audit arrangements, summarised below. Key agencies are asked to complete an LSCB audit each year summarising their internal findings and key issues for the LSCB. Compliance with Children Act section 11 will be tested out across each agency in 2011-12. This will be completed in line with London guidance which is being developed at the request of those agencies that have to complete audits for more than one LSCB.

## **Hillingdon Council**

The Council is represented on the LSCB by the Director of Social Care and Housing (designated DCS) and by the Deputy Directors for Social Care and Education. Most of the statutory indicators for safeguarding rest with social care and these are monitored monthly and also shared with the Corporate Management Team, Chief Executive and Lead Members on a quarterly basis. The Lead Member and Chief Executive receive monthly updates on local safeguarding issues and attend regular safeguarding meetings with senior officers across children's social care education youth and early years services. The Children's Scrutiny Committee reviews key safeguarding areas – the most recent of these being self harm and children educated at home. Recommendations are incorporated as appropriate in the LSCB work plan. This report will be presented to Scrutiny Committee and Cabinet.

## **Social Care**

Social care is developing a quality assurance programme which will report to the LSCB as well as through the internal management line. Social care as the lead agency for child protection has taken responsibility for improving joint working with schools, adult mental health services and the airport. This has resulted in improved identification of children at risk of trafficking, and improved working across agencies. The Ofsted acclaimed work with children on the edge of care has resulted in reduced numbers, though there has been an increase in those going through care proceedings. Reflective practice workshops have improved the quality of supervision and support to front line staff.

Important challenges are to continually improve stability of staffing, to continue close working with schools and other agencies, and to support the continued development of early intervention services through the Team around the Child approach.

From April 2011 children's social care has been managed alongside adult social care and housing.

## **Education and Early years**

The year 2010/11 has been a year of significant change for Education Services and Schools, both nationally and in Hillingdon. Over two thirds of Secondary schools in Hillingdon have now become Academies and operate as independent maintained schools. We expect the numbers of Academies to continue to rise. Currently no Primary Schools have applied for conversion to Academy status. All schools remain represented on the LSCB and HCFTB and work very closely with colleagues in Education and Social Care irrespective of the status of the school.

The Education Bill and changes to the OFSTED Inspection of Schools Framework will impact in 2012.

Education, early years and youth services were managed within a different Council group from April 2011 which makes the joint working that has developed since 2004 even more critical.

Much of the early intervention work takes place in Children's Centres, such as individual and group parenting support, work with those experiencing domestic violence. They work with children who do not meet the social care threshold, and these services are critical in future development of support for young children and their families, but consequentially potentially at risk in the prevailing economic climate.

Specialist education services –particularly Behaviour Support and Special Educational Needs (SEN) work frequently with the most vulnerable and are key members of the multi agency networks. Behaviour Support have been key in working with schools on bullying –an important LSCB issue.

Key issues for the future relate to the increasing independence of schools and the likelihood of more external commissioning of services. Therefore robust mechanisms will need to be in place to ensure safety in recruitment and working practices.

Outcomes of inspections of education and early years settings are reported to the LSCB which monitors resulting actions taken to ensure and improve safeguarding.

Universal and targeted informal education, support information advice and guidance are provided by youth workers and personal advisers. Services are targeted at vulnerable young people during their transition through adolescence to adulthood including those who may be engaged in risk-related activity. This targeted work includes intensive personal adviser support delivered in partnership with service areas working with specific vulnerable groups including looked after young people and young offenders. These services are currently under review given emergent changes in national policy in relation to the provision of careers information, advice and guidance for young people”.

### **Voluntary Sector**

The Hillingdon Association of Voluntary Services (HAVS) is represented on the LSCB. The Children Youth and Families Forum (CYFF) are given regular written reports from each LSCB meeting, and are able to raise issues at the LSCB via their representative. In addition, electronic circulation and a newsletter are used to inform all known voluntary organisations of policy updates, training, conferences and consultations as appropriate.

### **Health Agencies**

All the main health agencies are represented on the LSCB, also the Director Public Health (DPH) as safeguarding lead, and designated doctor and nurse. The Designated Nurse is based with Hillingdon Public Health and, alongside the Designated Doctor, has the main responsibility for overseeing safeguarding practice in each health agency. Each Agency has its own safeguarding steering group and these in turn feed into the Hillingdon PCT Safeguarding Group chaired by DPH. Quality assurance work and the monitoring of key actions rest with the health sub group of the LSCB. During 2010-11 a peer review for health was carried out by the Safeguarding Children Improvement Team (SIT) from NHS London. The team found that *‘child protection arrangements in Hillingdon are very good, with clear high priority given and good staff’*. Recommended improvements have been included in safeguarding children action plans and these are monitored by each agency’s safeguarding committee and at LSCB.

### **Hillingdon Community Health**

Hillingdon Community Health is represented on the LSCB by the Managing Director (who is also deputy chairman of LSCB) and by the designated doctor who remains based in HCH as part of a SLA with the PCT.

HCH is responsible for key groups of staff who are now within the CNWL Trust. Safeguarding governance arrangements remain the same until a satisfactory integration can be achieved. The Managing Director chairs a dedicated Safeguarding Group, which has representatives from relevant clinical and managerial groups, and Hillingdon Hospital. This Group reports directly both to the HCH senior management group and the CNWL Safeguarding Committee.

Along with other agencies the financial climate poses a challenge in ensuring safe practice when the amount of child protection work has increased. The birth rate has increased but health visiting and school nursing staffing has not increased. This will put pressure on universal services.

### **The Hillingdon Hospitals NHS Foundation Trust**

The Hillingdon Hospitals NHS Foundation Trust is represented on the LSCB by the Deputy Director of Nursing.

Safeguarding children arrangements at the hospitals have continued to strengthen during 2010/11. The Executive Director for safeguarding, who sits on the hospital trust board oversees the annual work and audit programmes for safeguarding children and progress against these are reported to the Safeguarding Children Steering Group (SCSG) and the Clinical Quality and Standards Committee (a board committee) on a bi-monthly basis. An annual report on safeguarding activity was presented to the Trust Board in August 2010. The hospitals are well represented on the LSCB and its sub-groups by the hospitals named professionals for safeguarding and senior management staff.

Some of the key developments during the previous 12 months include development of multidisciplinary safeguarding children meetings in orthopaedics and genito-urinary medicine, recruitment of a lead nurse to the children's area in the Accident and Emergency department with recruitment of further children trained nurses to this area, recruitment of a full-time safeguarding midwife role, improved feedback from social services on referrals generated by the hospital and a quarterly safeguarding newsletter that is distributed across the Trust

Key challenges are to ensure compliance with safeguarding training requirements and the maintenance of good safeguarding practice in the midst of financial constraints

### **Central and North West London Health (CNWL)**

CNWL provides adult and child mental health and addiction services across 6 LSCBs, and is represented by the Associate Director for Operations who is also the safeguarding lead. There is an established safeguarding team within the Trust who meet regularly. Hillingdon Community Health joined the Trust in January 2011. Community health has now joined the other services at quarterly Safeguarding Group meetings, which monitors outcome of audits, training, safeguarding policies and procedures. The Safeguarding Group reports to the Board of Directors and links to PCT Safeguarding Group.

The transfer of community health opens opportunities for improved joint working with mental health services but challenges remain. Within mental health, there is a historic under funding of CAMHS and a service review will be undertaken during 2011-12. There are pending changes in adult mental health with a move to payment by results, at the same time the Think Family agenda is one that adult mental health needs to take on board. The financial impact is likely to impact particularly on early intervention services, with a consequential impact on targeted services and possible risks to the ability to provide safe services. This is being monitored within the Trust.

## **Metropolitan Police**

The Police are represented on the LSCB by DCI Public Protection and by Detective Inspector Child Abuse Investigation Team (CAIT). The DCI is responsible for local safeguarding arrangements, particularly CAIT, Public Protection Delivery Team (PPD) Multi Agency Public Protection Arrangements (MAPPA) and the Domestic Violence Unit. He also provides a link with borough policing and Community safety. Relevant statistics are made available to London LSCBs through the Metropolitan Police (MPS) and the framework for ensuring the effectiveness of safeguarding arrangements is delivered through the MPS.

This year the Police worked with the Referral and Assessment Team to assess police notifications using the newly developed Child Risk Assessment Matrix (CRAM). It is too early to assess the impact of this. Another development has been the establishment of a forum with the local authority to consider cases of children who go missing from home or care, and to problem solve key issues. This will be developed further with more comprehensive central analysis around who those are who go missing and where they go missing from.

Locally, the Police have used central funding to develop some programmes for young people. These include a Young Leaders programme to work with those at risk of offending, Rehabilitation theatre workshops to help support young offenders into education or work, and Young Women's programme which will support those most vulnerable as identified by the Public Protection unit.

## **Child Abuse investigation team (CAIT)**

CAIT teams are inspected annually and work to a rolling quality assurance programme which is reported monthly through bi monthly meetings chaired by Commander of SCD 5. Weekly audits are undertaken focusing on risk management, and all crime reports are reviewed on a daily weekly and monthly basis. Police and social care are now working to the Crime Risk Assessment Matrix (CRAM) to try and ensure that relevant high risk cases are picked up. Relevant issues of joint working are brought to LSCB and followed up.

## **Financial arrangements**

The LSCB is funded in partnership by the following agencies:

Hillingdon Council, NHS Hillingdon, Metropolitan Police, Probation, CAF/CASS, United Kingdom Border Agency. Between them, the Council and NHS Hillingdon contribute over 90% of the total budget. The Council and NHS also make contributions in kind through LSCB manager, multi agency training, and designated health professionals, plus staff time for training delivery. Capacity is reducing across agencies but multi agency training can only be effective if all key statutory agencies contribute to this. The LSCB budget is sufficient for day to day purposes but has been put under considerable pressure due to a serious case review and further management review, both of which incurred considerable costs for independent reviewers.

## **LEARNING FROM CASE REVIEWS**

### **Serious Case Reviews (SCRs)**

Serious case reviews have to be carried out if a child has died as a result of abuse or neglect, but may also be carried out if a child or children have experienced significant harm, and there are concerns about how agencies work together.

One SCR was completed during this year, and was evaluated as 'good' by Ofsted.

The case related to abuse of children in a school, and there were many lessons learnt about safe working practices and recruitment in schools, as well as improving procedures and processes for investigating concerns and allegations about staff.

The action plan was developed with the support of a small group of school head teachers and governors, and by April 2011 most of the identified actions had been completed. One outcome was the agreement by schools to use some of their dedicated schools grant to fund a full time post to support them in managing allegations and improving safe working practices. All schools are now asked to send a return each year to the LSCB about safe working practices, which will enable support to be directed as necessary to help schools maintain high standards of safeguarding.

Each SCR is based on one case, which always has individual characteristics. However, common features are identified by the Department of Education (DfE) in their biennial reviews of SCRs, the most recent of which covers six years of reviews. Messages from SCRs have been consistent over the six year period. The majority of SCRs concern children under 5, with 45% being under one year of age. This emphasises the key role of universal health services, and early years services, in detecting and helping prevent harm.

But the remaining 25% were mainly older young people who posed a risk to themselves or others, and whose needs are not always recognised. This theme is further explored in the case review identified in the next section. However, neglect was a predominant theme in many cases, along with the 'toxic trio' of domestic violence, substance misuse and adult mental illness.

A further Ofsted report evaluating serious case reviews from April to September 2010 has recently been published. The main themes reflect earlier learning but a particular focus of this report is the lack of attention given to listening to children. There were several areas of concern –that the child was not seen often enough, or asked for their views; that agencies did not listen to adults who tried to speak on behalf of the child; that professionals focused too much on the needs of parents (particularly those most vulnerable) rather than on protecting the child, and that some parents and carers were too easily able to prevent professionals from seeing the child.

### **Other case reviews**

During the course of the year one further case was identified for review. Another local authority referred a case of two young people and queried Hillingdon practice in the case. The SCR sub committee agreed that, although



it did not meet the SCR criteria, it did raise concerns about local practice and agreed that a management review should be carried out. This was completed as part of a London pilot using the systems methodology developed by the Social Care Institute for Excellence (SCIE), and recommended in the Munro Review. The review completes in autumn 2011. Early themes indicate that the methodology promotes useful learning, though it is as resource intensive as a SCR. The findings are due to be discussed at the LSCB in autumn 2011 but some of the preliminary findings indicate that, although many agencies were aware of the family, they did not assess or respond in a holistic or coordinated way, nor was there an effective multi agency mechanism for scrutinising and monitoring high need case that were not child protection. There also seemed to be a failure to recognise and manage chronic neglect. These are familiar themes that have been reflected in other case both locally and nationally. The LSCB and the Children's Trust will develop a response plan when the review is complete and the findings agreed.

### **Child Death Overview Panel (CDOP)**

There was a slight reduction in child deaths, from the previous year and the majority of the deaths were neo-natal, and were non-preventable. However, 6 of the child deaths were deemed to have modifiable factors which may help prevent child deaths in the future. The modifiable factors were mainly in relation to medical care issues which have been followed up.

Further analysis is being undertaken into the demographic factors linked to the neo-natal deaths. For example, the majority of neo-natal deaths in the last two years originated from the Hayes and Harlington wards, where there is generally a higher level of environmental deprivation. It is far too early to draw any conclusions from this data, but there will be some interesting lines of enquiry for Public health and social care services.

## **WORKFORCE**

### **Evaluation of single and multi agency training**

The LSCB continued to offer core safeguarding training to all agencies. Participation in the e-learning module on *Introduction to Safeguarding Children* has shown a year-on-year increase of almost 140% (630 to 1511 participants). This is a very welcome development, especially because this mode of learning is cost-effective and reaches hitherto hard to train groups such as frontline teachers.

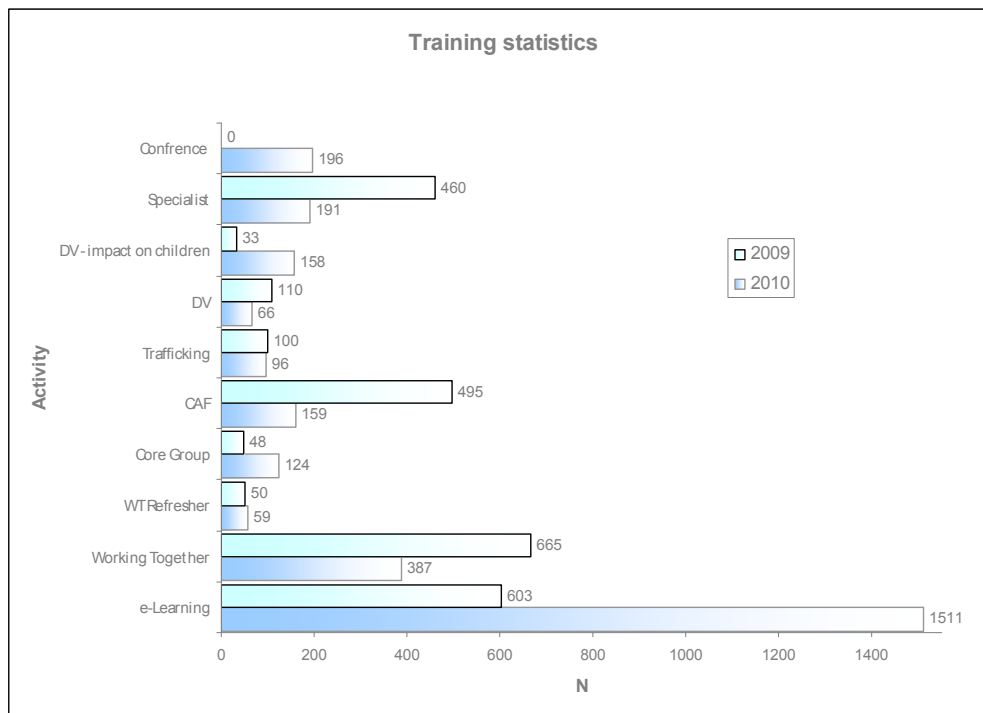
Regrettably, fewer practitioners have taken up the opportunity to attend multi-agency *Working Together* training which has slipped from 665 to 387 participants, nearly 42%. This tendency was partly expected because the previous year's figure was unusually high after the death of Baby Peter. Strict training policies in the NHS have meant an initial increase in attendance of the LSCB's health partners but because saturation levels are now being reached attendance is also slowing. Refresher training is mostly attended by named and designated professionals showing a slight increase of 18% but in absolute numbers that meant only 9 more participants.

Named and designated nurses as well as the Education Officer for Education have worked hard to improve the quality and attendance of core groups. Working Together training has also been re-designed last year with aim to focus on more relevant staff who are likely to attend case conferences or become responsible for child protection plans. This strategy has paid dividends with participation in Core Group training increasing by 158%.

As before, the LSCB offered a mixed menu of courses in line with the LSCB priorities including Domestic Violence, Child Trafficking, Neglect, Impact of Adult Mental Health on Children and recommendations from the serious case review of Mr X. Financial pressures, however, meant focussing on priorities; as a result other specialist training has more than halved (58%) from 460 places to 191.

Over 700 multi agency practitioners are trained in CAF and the demand in training has decreased accordingly. Ad-hoc training sessions are currently provided when requested for new members of staff.

Overall, the LSCB has trained nearly 3000 members of staff which is an increase of 14% over the previous year. Mostly, staff attend courses they have identified which is an improvement over the previous year when there were some difficulties with non attendance.



## **Capacity**

All agencies have experienced financial reductions and some consequential staffing reductions as a result of the economic downturn. In high risk areas numbers of front line staff have been maintained but workloads have continued to increase and reductions in non frontline staff have had an inevitable impact on their work. In other areas staffing has remained the same but responsibilities have increased and/or management post and therefore oversight has been reduced.

There have also been structural changes which may impact on safeguarding. A reduction in Council senior management has resulted in children's social care coming under the same management structure as adult social care and housing. This has positive aspects, but they are no longer based with education and early years services in a dedicated children's department. Changes in the PCT towards a commissioning only service have resulted in community health services coming under the management of CNWL. There have been no reductions in designated or named safeguarding professionals within health.

The Board receives some staffing information but is trying to develop a better system to facilitate effective monitoring of the impact of staffing changes on safeguarding children.

There has been a reduction in the number of social work post vacancies and the number of agency staff, both at practitioner and manager level, thus improving the stability of the workforce.

There has been a dramatic reduction in midwife vacancies with 17 in January 2010 reducing to 8 in January 2011 and none by October 2011. Whilst recruiting, vacancies are filled by bank and agency staff to maintain the required staffing ratios.

## **Allegations**

The recommendations from the serious case review relating to Mr X have been implemented. The delegated Local Authority Designated Officer (LADO) role for schools was filled with the post holder commencing in April 2011. The post holder is now the single point of contact for allegations of abuse or concerns about staff working with children in education settings and other child related services in the Borough.

The LADO chairs all Complex Strategy Meetings and provides consultation and guidance to schools when concerns arise that do not meet the threshold for a meeting. The LADO is also the point of contact for the Independent Safeguarding Authority and will liaise with Ofsted when allegations arise in early years settings.

All schools have been informed of the function of the LADO and are utilising the services of the post holder appropriately on a frequent basis.

Final strategy meetings/discussions are now being held on all cases and the LADO continues to liaise with CAIT police where there are criminal proceedings that continue for lengthy periods after the initial child protection enquiry has been concluded. This enables outcomes to be formally recorded for future reference. Further work is being undertaken to devise an Allegations Management database system for the more concise recording and monitoring of cases.

The number of allegations against professionals for the period [April 2010-March 2011] totalled 78, 43 of which related to education settings. Looking at the current figures for the period April 2011 to date, it is envisaged that the number of allegations has increased from last year, as have the requests for consultations on concerns that do not meet the threshold for a strategy meeting.

A positive working relationship has been maintained with the Schools HR department whom, whilst operating independently of the local authority, continue to provide a service to the majority of schools in the Borough and are working effectively with the LADO in support of their staff at strategy meetings.

School staff have been briefed extensively on the outcomes and recommendations of this serious case review and relevant training and advice is provided by the Designated Child Protection Officer for schools. There is an accessible rolling programme of School Governor training on safer working practice and safer recruitment. An e-learning module has been devised, which will be rolled out in the late autumn, covering all aspects of learning, including the key messages from the serious case review.

## **HOW WE ARE DOING: effectiveness of local safeguarding**

### **How the LSCB monitors local safeguarding arrangements**

The LSCB has put various mechanisms in place to assess individual and multi agency performance.

The Partnership Improvement Plan (PIP). This is a reactive work plan that responds to actions arising from inspections, case reviews, audits etc. Regular monitoring ensures that the LSCB can be assured that relevant single and multi agency actions are completed.

At the start of the year there were 50 open actions on the PIP. During the year a further 114 actions were added, including 64 from the Serious Case Review. 140 were completed, leaving 24 in progress at the end of March 2011.

Performance Profile. This is a report that summarises performance against national and local indicators, plus inspection reports across all agencies. It is presented at each Board meeting and enables the LSCB to monitor progress and take action as appropriate.

Business plan and sub group action plans. Sub group action plans are reviewed at business meetings between Board meetings and feed into the end of year review of the LSCB business plan.

Audits. Each agency carries out a programme of internal audits. Key actions are fed into the PIP and also reported annually to the LSCB. The main statutory agencies are asked to complete an annual return to the LSCB identifying their internal audit programme and consequential actions taken. Following the serious case review schools are now asked to complete an annual safeguarding audit for the LSCB. These are reviewed by the performance sub group.

Action plans arising from Serious and other case reviews and Child Death reviews feed into the PIP to ensure that progress is monitored

The LSCB provides a quarterly update for the Children's Trust and, through attendance of the chairman, is able to influence the Children and families Plan, particularly development of preventative services.

### **Effectiveness of local arrangements to safeguard children**

The LSCB's monitoring activity has enabled us to comment on the effectiveness of local safeguarding arrangements:

#### **Inspections and other external validation**

The Ofsted Annual Children's Performance Assessment for the year 2010-11 judged that children's services in the London Borough of Hillingdon perform well. 'This performance has been sustained from 2010 to 2011. The majority of services, settings and institutions inspected by Ofsted are judged good or outstanding and few are inadequate. Most are good at keeping children and young people safe'

Unannounced inspection of Referral and assessment services completed in February 2011, found that the frontline child protection services were safe, and had some outstanding features around initial assessments and decision. Areas for development included more consistent use of the threshold policy across partner agencies, and improvements in the use of chronologies. These issues have been covered in subsequent action plans monitored by the LSCB.

The YOS Core Case Inspection took place between 25<sup>th</sup> and 28<sup>th</sup> July 2011 led by Her Majesty's Inspectorate for Probation (HMIP). The inspection included an evaluation on how effective the YOS is in safeguarding and identified that substantial improvement was required.

Within the YOS inspection framework references to 'safeguarding' include both welfare and safeguarding matters although the current policy direction from central government is about focussing on child protection, as opposed to the wider definition of child safeguarding. The commentary and findings in the YOS inspection report would appear to suggest that child protection activity and co-work with social care was well evidenced. However activity on the wider welfare issues was less well documented.

The inspection report also acknowledged that the YOS had undertaken a service review in late 2010 and that changes had been implemented for new cases from February 2011 but this was too late for the sample inspected. The report notes these provide a framework which alongside the improvements identified to address the issues identified in the inspection, would suggest there are encouraging prospects for improvement.

UK Border Agency had a routine inspection during the year. The conclusion was that the UK Border agency was meeting its safeguarding duties and obligations under section 55 of the Borders, Citizenship and Immigration Act 2009.

An area for close monitoring was that of ensuring that children and families are not kept in the Holding areas of the airport terminals for more than 24 hours. This is now monitored by the Local LSCB in Hillingdon; especially in relation to the airport terminals.

Hillingdon took part in an Ofsted inspection/survey focusing on Children on the edge of care on 15<sup>th</sup>/16<sup>th</sup> June 2011. Hillingdon has been consistently rated good or outstanding in this area of work, with a sustained reduction of the number of children in care. Hillingdon's work was validated and confirmed by the Ofsted inspectors, who found clear improved outcomes for the children and families who participated in the inspection. The inspectors commended the strong collaborative working of the partner agencies in Hillingdon, and the "stickability" of the practitioners who intervened decisively with these families to help keep the children at home. Hillingdon's model of intensive family support will be cited in Ofsted's final research paper on this area of practice, due to be published in the Autumn 2011. The emphasis on early intervention is likely to be highlighted in this report. This will be included in Hillingdon's multi-agency Family Interventions Programme, which is currently being pursued to help organize services more efficiently to avoid duplication.

- There have been 285 inspections of childcare from 1<sup>st</sup> September 2008 to 31<sup>st</sup> March 2011 with 6% being rated outstanding, 55% good, 35% satisfactory and 4% inadequate for overall effectiveness.
- In terms of the effectiveness of safeguarding in childcare provision, performance was above overall effectiveness with 7% being judged outstanding, 59% good, 31% satisfactory and 4% inadequate. Of the inadequate judgements, 7 childminders and 1 group provider were issued with actions in relation to safeguarding and all received support from the Childcare and Early Years Service. Most actions related to inadequate standards of record keeping or failure to attend training prior to registration. Improvement plans were drawn up by the C&EY Service and regularly monitored for compliance. Nationally 15% of all actions from childcare inspections were in relation to safeguarding and welfare.

**NHS London SIT visit:** the team found that *'child protection arrangements in Hillingdon are very good, with clear high priority given and good staff'*.

Recommended improvements have been included in safeguarding children action plans and these are monitored by each agency's safeguarding committee and at LSCB.

At time of writing this report, Hillingdon was taking part in a pilot inspection of child protection services. This was carried out by Ofsted in order to test out the new methodology which reflects the recommendations contained in the Munro review. Some recommendations are emerging which will be appropriately reflected in the LSCB Business Plan and monitoring activity.

### **Child protection activity**

There has again been an increase in referrals to social care rising from 2300 last year to 2814 in 2010-11. This increase was reflected across all the main agencies and resulted in an increase in both initial and core assessments, along with an increase in the proportion of those completed within timescales. This reflects both a greater awareness of child protection issues, and a rising birth rate.

The number of children on child protection plans has remained constant, as has the average time spent on plan (9.5 months), after an increase the previous year. There are significant numbers on plan for emotional abuse (28.4%) and neglect (41.4%) reflecting national trends. However, evidence from national and local cases indicates that more needs to be done to ensure that cases of neglect and emotional harm are identified earlier and responded to appropriately.

There has been an increase in the number of care proceedings initiated which has become more marked in the current year (2011-12). Clearly appropriate action is being taken in the case of those families where children are likely to remain at risk of significant harm.

### **Trafficking**

The three tier model for combating child trafficking has been commended by the Home Office, and included in the National Strategy published in July 2011. This model includes fortnightly operational meetings identify children who may be at risk of trafficking or going missing. By this mechanism the total number

of children who went missing has been reduced considerably from 24 to 8 during the year

An area for development is the trafficking and sexual exploitation of children and young people within country. Regular operational meetings with Borough Police have been set up to share intelligence and assess the needs of local children who may be at risk of going missing or sexual exploitation or intimidation from local gangs.

### **Private fostering**

Across agencies there is evidence of raised awareness about the identification of children who are privately fostered. This is particularly true for partner agencies such as UKBA and schools, where training on private fostering has been rolled out throughout the year. Despite the slight increase in numbers of children who are privately fostered in Hillingdon [10 children this year -7 in the previous year], this remains an area for further local development, as it is nationally. [According to the Governments statistics there are approximately 1,400 privately fostered children across all Local Authorities. It is estimated by BAAF that there are as many as 10,000 children privately fostered in the UK]. The LSCB in Hillingdon will continue to raise awareness about this key safeguarding issue.

### **Disabled children.**

There was an increase in the number of disabled children on child protection plans. This is evidence of increased awareness of safeguarding following the audit undertaken in 2009-10. The CWD service has shown more a greater ability to support parents with disabled children, whilst being robust in applying thresholds of child protection.

### **Looked after children**

The number of children in care reduced during 2010-11 from 438 to 384. This included both local children and those who arrived unaccompanied at Heathrow. The majority of those coming into care were up to 5 years of age, although there was also a small but significant number aged 13-16. This reflects the work undertaken in ensuring that the right children are safeguarded through coming into care. The teenagers brought into care are those who have been seriously exploited outside the family home. The increase in younger children coming into care represents a proactive approach to permanency, and ensuring that the most vulnerable children are being protected through the care system.

### **Young carers**

Raising the awareness of young carers is a vital part of the LSCB's role. Young carers - children and young people aged under 18 - must not carry out inappropriate levels of care and should be able to fulfil their own aspirations. Protecting this vulnerable group remains a key priority.

Recent national figures reveal an alarming increase in the number of children under 18 providing care within their family. In 1996 it was estimated that there were 51,000 young carers. This has now nearly tripled to 149,000. The real figure could be much higher as many families do not recognise the caring tasks that a child is taking on and therefore do not publicly acknowledge it.



There continues to be a rise in the number of young carers in Hillingdon. There are currently 270 registered carers, which is a rise of 41 from the previous year.

The Local Authority has produced a poster, designed with help from our Young Carers' group, which is focussed on reaching young people who don't recognise themselves as having caring responsibilities. The poster signposts to the range of support available to them from Hillingdon Carers. The poster has been circulated to schools, colleges, GP surgeries, libraries and other community organisations.

### **Children who experience domestic violence**

These continue to form a high proportion of those with child protection plans, and many of them also come from families where substance misuse and/or mental illness are present. During the year 554 children were known to the Independent Domestic Violence Advocacy Project ( IDVA) –this is likely to be a considerable under estimate as it does not include those families considered standard risk. It is well known that all children who experience domestic violence are at risk of potentially damaging emotional harm and those who do not come to the attention of services may well live with the issue for a longer period. Support for these children remains a priority for the LSCB and the Children's Trust.

### **Serious case Review**

All the identified actions from the Serious Case Review were completed by year end. There is anecdotal evidence that implementation has been carried through into practice – improved identification indicated by increased referrals to LADO, procedures followed in strategy meetings, evidence from schools audit. Processes have been put in place to enable the LSCB to ensure that actions are fully embedded into local practice.

The removal of the TELUS survey means that the LSCB has less access to information from children and young people. Shortage of information from children and their families is an important gap in the LSCB arrangements which will be addressed in our new planning from 2011 onwards.

Much useful learning came from two case reviews –the SCR and the SCIE pilot case. However, the time taken up by these cases meant that the LSCB was unable to progress any formal action relating to assessment of the quality of day to day multi agency practice. Again, this is addressed in our planning for 2011. However, information from inspections (see above) and some anecdotal cases that are reported to the LSCB, indicate that there is much sound practice at the front line, and a willingness among professionals to swiftly address concerns about practice when they occur.

In the last annual report the LSCB raised concerns about the deficiencies in identification and support for children and young people who suffer emotional harm. This remains an important theme in this report. It is a strong emerging issue in the SCIE pilot case, particularly in respect of CAMHS provision. The shortage of CAMHS provision was also highlighted by health and education agencies in their audit responses. CAMHS provision in Hillingdon is comparatively poorly funded.

Overall, the LSCB is confident that safeguarding practice in Hillingdon remains good, supported by strong multi agency partnerships. However there are some important potential risks to maintaining this position.

### **Potential risks to safeguarding**

**Resources.** The biggest risk, as ever, is the availability of staffing capacity when measured against workload. Although agencies have had notable success in increasing the stability and ability of the workforce, staffing numbers have not kept up with the increase in child protection work, and the rising birth rate. This will now be exacerbated by the financial climate and an inevitable reduction in services for non targeted and non specialist work. The LSCB receives information about staffing and is trying to improve the effectiveness of its monitoring arrangements.

**Re-organisations.** Most agencies are carrying out some reorganisation with the aim of improved efficiency. However successful, the actual process of reorganisation creates uncertainty with the consequential risk that safeguarding issues may be missed. Relationships may be harder to maintain if management lines change. Agencies feed back to the LSCB on a regular basis on progress, but the impact of reorganisations and cost savings are as yet hard to assess.

**Lack of coordination of early intervention work.** Evidence from the SCIE pilot and other case work indicates that support services are not always planned and delivered in a coordinated way. This is partly due to the differential processes that apply within each agency. The LSCB will inform the future development of early intervention services through the Children's Trust

**Heathrow.** The presence of Heathrow Airport within the Borough boundaries poses particular risks in respect of a transient population, particularly those at risk of trafficking and exploitation. This has been mitigated by effective and organised multi agency cooperation and action which has reduced the numbers of children and young people at potential risk.

**Gaps in LSCB quality assurance mechanisms.** The LSCB has been able to assure itself of the effectiveness of internal agency audit work, and through case reviews has some awareness of system deficiencies. However, further work is needed to ensure that the LSCB can confidently assess the child's progress through the system through a multi agency quality audit system and ways of obtaining views of children and their families. This is addressed in the LSCB action plan.

### **Potential opportunities to improve safeguarding**

**Staffing.** On the whole children are effectively safeguarded in Hillingdon through the efforts of skilled and hard working staff. The LSCB will continue to ensure the delivery of a strong multi-agency training programme and will do more to engage with staff and obtain their views.

**Reorganisations.** Although a distraction, there are some potential gains in multi agency working through closer links between children and adult services which have come about in both social care and community health.

**The Munro Review.** If the Munro recommendations are implemented, the process of assessment should be more continuous and based on cumulative

assessment of need, and the exercise of professional judgement, rather than being constrained by artificial timescales and targets.

Hillingdon Family Intervention Project. This is a developing project which aims to use available early intervention resources to provide a coordinated response to children in need and their families. This does provide a potential opportunity to provide early interventions to ensure that issues are addressed before the child protection threshold is reached.

Ofsted new inspection framework. This is based on the Munro report, and will be unannounced, and based more on the child's journey. If it works, it will involve much less prior work and be a more realistic assessment. Hillingdon will be one of six areas piloting this approach. Unfortunately, there is at present no plan for the Care Quality Commission or other relevant inspectorates to be involved in a concurrent inspection as previously, which raises concerns that it will focus on the local authority more than other agencies, and miss opportunities to assess the effectiveness of early intervention work.

## **NATIONAL AND LOCAL CONTEXT: implications for safeguarding**

### **The Eileen Munro review of child protection.**

The Munro Review of Child protection was published in May 2011 and an initial Government response appeared in July 2011. The review is available from the [DfE website](#)

Professor Munro made many recommendations which are intended to reduce bureaucracy by removing many prescribed targets, and focusing more on professional judgement backed up by research and impact on children and their families. She emphasises the importance of early help to families to address problems before they escalate to child protection concerns. She also recommends a different form of inspection focusing more on feedback from families.

The Government has accepted the recommendations and has set up an Implementation Working Group to develop their response. The Government has committed to reducing central regulation and slimming down current guidance on assessments. A joint programme of work with the Dept of Health will ensure that children's safeguarding is a central consideration of health reforms instead of current processes. Further consideration will be given to using systems methodology (as used in SCIE pilot) for SCRs.

Ofsted are consulting on a new framework for inspections which will be unannounced and will focus more on impact on children and their feedback. A small amount of funding has been provided in 2011-12 to facilitate the development of principal social worker, provide support for early help and training and development activities of LSCBs.

[Government response to the Munro review \(PDF\)](#)

### **National Health Service**

The Health Service is facing significant organisational and financial challenges. The health Bill will lead to Public Health moving to the Borough in 2013 and increased commissioning responsibilities for GPs. The precise implications of how child safeguarding will be affected by these organisational changes are unclear. In the interim, liaison arrangements between the various health organisations in Hillingdon remain strong. The Hillingdon PCT has become part of a de facto new PCT –Outer West London, joining with Ealing and Hounslow PCTs. This grouping is itself responsible to another new 'cluster' PCT -North West London PCT.

A Hillingdon Clinical Commissioning group led by local GPs has been set up with the Director Public Health as a member. The Health and Wellbeing Board is charged with developing an overall Health and Wellbeing Strategy for the population. Senior Managers across all the partner agencies attend both the LSCB in Hillingdon and the Health and Well-being board. This ensures that the child safeguarding agenda is kept as a high priority in the commissioning of children's services in health and social care.

Health, along with other public sector agencies, is facing financial challenges. However, safeguarding remains a priority area and local resources in respect of designated and named professionals have remained the same.

### **Education changes**

The Education Act received royal assent in November 2011. The LSCB is pleased to note that the Children Act duty on schools to cooperate with the local authority to promote children's welfare, remains in place.

The Department for Education with the Department for Health consulted on the Special Educational Needs and Disability (SEND) Green Paper during summer 2011. The Government has now announced that pathfinders will test out the main proposals during 2012-13. The pathfinders will all test some core elements of reform, including:

- a single education, health and care plan from birth to 25 years old, focusing on whether outcomes for disabled children and their parents have been improved
- personal budgets for parents of disabled children and those with SEN so they can choose which services best suit the needs of their children
- strong partnership between all local services and agencies working together to help disabled children and those with SEN

In spring 2011 Hillingdon Council re-organised and children's social care moved to be with Adult Social Care and Housing. Education, early years, youth services and schools are now in Planning Environment Education and Children's Services (PEECS).

There are potential gains from these changes, particularly closer links between children's social care and adult services and housing. There should be opportunities for a more cohesive approach to social work development.

At the same time, it will be vital to ensure that the close working built up across all children's services since 2004 is not lost. Schools and education/early years services are committed members of the LSCB and the Children's Trust and these should ensure that safeguarding and joint working remain high priorities

In early 2011 the Department of Education (DfE) published a summary of 15 research studies into safeguarding. These studies were jointly sponsored by the DfE (then DCSF) and the Dept of Health. The summary is available from the [DfE website](#)

The findings corroborated many of those emerging from serious and other case reviews:

- The long term corrosive impact of abuse and neglect, particularly among adolescents, is not sufficiently recognised and addressed
- It is possible to provide validated programmes of help, but families often need longer term support to avoid breakdown or further damage
- Insufficient clarity among agencies over thresholds

- The benefits that can be achieved by proactive social work based on sound assessments and planning, and informed by knowledge of child development
- Evidence that families who fall below social care thresholds do not receive sufficient help, both before and after social care interventions. Close working between targeted services and GPs is needed
- There should be stronger links between those working in adult and children's services, particularly in respect of domestic violence, substance misuse and mental illness
- There have been improvements in inter-agency and inter-disciplinary working, some as a result of effective inter-agency training. There are concerns that proposed reforms to the NHS and schools and measures to restrict public spending might unintentionally have a negative impact on these advances.

## **WHAT WE NEED TO DO: priorities for LSCB 2011 onwards**

Our evaluation of the progress against our priorities plus our assessment of the effectiveness of local safeguarding arrangements, and consideration of relevant national issues, has led us to identify the following main priorities for the Board's work from 2011. These are detailed in the LSCB Business plan 2011-14 and include:

### **Priority 1 Improve LSCB functioning**

- Implement Munro recommendations and Government requirements as required
- Improve links and synergies with Safer Adult Partnership Board
- Find ways of assessing LSCB effectiveness
- Incorporate views of children, young people and their families in the work of the LSCB
- Incorporate the views of staff in the work of the LSCB
- Improve ways in which the LSCB communicates with professionals and the local community
- Continue to improve data information available to the LSCB
- Improve engagement with GPs

### **Priority 2 Assess and improve operational practice**

- Ensure all agencies fully understand the social care threshold criteria
- Carry out and report on single agency audits
- Develop and learn from a multi-agency quality audit programme for the LSCB

### **Priority 3 Improve outcomes for children affected by key risk issues**

- Monitor and improve outcomes for children affected by:
  - Trafficking, going missing, or private fostering
  - Domestic violence
  - Adult mental illness and/ or substance misuse
  - Online bullying or exploitation
  - Sexual exploitation
  - Being educated at home

### **Priority 4 Ensure a safe workforce**

- Ensure support and training for those in universal services
- Develop ways of assessing access to and impact of training
- Enhance support to front line managers
- Improve responses to allegations against staff

### **Priority 5 Learn from Case Reviews**

- Complete Serious case review implementation
- Complete SCIE pilot and implement action plan
- Ensure effective CDOP arrangements under reduced resource availability

## **RECOMMENDATIONS TO THE CHILDREN'S TRUST**

### **Comment on needs assessment**

There is a current and projected increase in the birth rate. At the same time staffing in key services (health visiting, school nursing) has remained the same, and there is potential threat to funding for children's centres. Child protection work has increased but a strong message coming from SCRs and research emphasises risks to very young children. This is supported by local figures on numbers on child protection plans and coming into care. This makes it critical that there are effective mechanisms for identifying early those in need of targeted support, and providing those services to prevent them reaching child protection thresholds. At time of writing the Coalition Government has indicated that there will be an increase of 50% nationally in the number of health visitors, and Hillingdon is an early implementer of the parent partnership scheme. The LSCB welcomes this as health visitors are a critical element in safeguarding children under 5 years of age, and an important resource in terms of early intervention. However, commissioning arrangements locally are unclear

Hillingdon has 30% non white population and this is rising. This creates potential for inequalities and there are some safeguarding issues that are particularly relevant to some ethnic groups, e.g. female genital mutilation, forced marriage, stigma and low reporting of domestic violence and mental health issues. These will be monitored as appropriate through LSCB performance information and the work plan.

Child and Adolescent Mental Health Services (CAMHS). Comments have already been made about the comparative low level of funding compared with other boroughs. There is a shortage of tier two services to meet the needs of children experiencing emotional harm. In view of the high numbers of children experiencing neglect and emotional harm, provision of appropriate support at an early stage is critical in terms of well being and preventing future harm.

### **Key messages**

In the current financial climate all agencies must try as far as possible to protect front line services, particularly those involved in protecting children from harm, and develop ways of assessing the impact of any changes on safeguarding. Sound multi agency working and information sharing become even more critical at times of scarce resources.

There is a need for coordinated early intervention services with clear pathways and a system for high need non child protection cases that should reflect the child protection system with lead professional and coordinated plan. The Family Intervention Project has the potential to achieve this, but it must be multi agency and should focus on those most at risk, based on LSCB information, and on interventions that are known to work. There should be clear pathways that bring all relevant agencies together to ensure that the most effective plans and services are provided, and that most effective use is made of scarce resources.



Very young children remain the most at risk group. However, SCRs and local experience reveal also a high level of need among adolescents and that is the time when long term neglect becomes apparent, when problems are often most intractable and solutions outside the family less likely to work.

Developmentally some problems that arise in the early years can be resolved in early adolescence, so a targeted approach to young people in or soon after transition from primary to secondary school is recommended. This should be included in the planning for early intervention services.

It is critical that commissioners review the funding and provision available for mental health services, particularly CAMHS, though adult mental health services are also highly relevant. These services should link with early intervention services, and not just be available at high levels of need or in the case of diagnosed mental disorders. As indicated earlier the LSCB would like to have stronger links with commissioning decisions, particularly Health, and the health and Well Being Board could be an appropriate forum alongside the Children's Trust.

## **APPENDIX 1: LSCB membership**

### **Chairman and officers of the LSCB**

- Lynda Crellin - Chairman [Independent]
- Maria O'Brien - Deputy Chairman [Managing Director, Provider Services, Hillingdon Primary Care Trust]
- Paul Hewitt - LSCB Lead Officer
- Wynand McDonald - LSCB Training and Development Officer
- Carol Hamilton - Manager, Child Death Overview Panel (CDOP)
- Andrea Nixon - Schools Child Protection Officer
- Stefan Szulc - LSCB Legal Advisor
- Julie Gosling - LSCB Administrator

### **Observers**

- Cllr David Simmonds - Deputy Leader of the Council & Cabinet Member for Education & Children's Services
- Hugh Dunnachie - Chief Executive, London Borough of Hillingdon

### **Local authority representatives**

- Linda Sanders - Director of Children's Services and Corporate Director Social Care, Health & Housing
- Merlin Joseph - Deputy Director, Children & Families, Social Care, Health & Housing
- Anna Crispin - Deputy Director Education, Planning, Environment, Education & Communities
- Sue Drummond - Head of Sports & Leisure Services
- Tom Murphy - Head of Youth & Connexions, Planning, Environment, Education & Communities
- Lynn Hawes - Service Manager, Youth Offending Service, Social Care, Health & Housing
- Parmjit Chahal - Service Manager, Family Support Services, Social Care, Health & Housing
- Alison Booth - Child Care and Early Years Manager Social Care, Health & Housing
- Nick Ellender - Service Manager, Safeguarding Adults, Social Care, Health & Housing

### **Health representatives**

- Maria O'Brien - Managing Director, Provider Services, Central North West London Trust
- Ellis Friedman - Joint Director of Public Health, LBH and Hillingdon PCT
- Jacqueline Walker - Deputy Nurse Director, Hillingdon Hospital NHS Trust
- Catherine Knights - Director of Operations Central North West London Trust

- Chelvi Kukendra - Designated Doctor, Hillingdon PCT
- Jenny Reid - Designated Nurse, Hillingdon PCT
- Abbas Khakoo - Named Doctor, Hillingdon Hospital NHS Trust

#### **Police and probation representatives**

- Tariq Sarwar - Detective Chief Inspector, Hillingdon Borough Police
- Dave Franklin - Detective Chief Inspector Child Abuse Investigation Team (CAIT), Metropolitan Police
- Sharon Brookes - Detective Inspector, Child Abuse Investigation Team (CAIT), Metropolitan Police
- Marcia Whyte – Assistant Chief Officer, London Probation

#### **School representatives**

- Sue Gould - Head teacher, Vyners School
- Catherine Moss - Head teacher, St Bernadette's School
- Joy Nuthall - Head teacher, Moorcroft School

#### **Other representatives**

- Gavin Hughes - Deputy Principal Officer - Uxbridge College
- Rose Alphonse - Uxbridge College Children's Centre
- Fiona Miller - Children, Youth and Families Officer, Hillingdon Association of Voluntary Services
- Nicola Cruickshank - Service Manager, CAFCASS
- Arlene Weekes - Director, In The Spirit Ltd.
- Stephanie Waterford - Licensing Services Manager, Environment & Consumer Protection Services LBH
- Tim Reichhardt - Regional Director UKBA
- Jo Wrath - Principal Support & Welfare officer SSAFA
- Tom Buckley - Service Delivery Manager, Heathrow Airport Detention & Escorting, G4S Care & Justice Services (UK) Limited

## **APPENDIX 2: Glossary**

<b>A&amp;E</b>	Accident and Emergency Services
<b>CAF</b>	Common Assessment Framework
<b>CAIT</b>	Child Abuse Investigation Team (Metropolitan Police)
<b>CAFCASS</b>	Children and Family Court Advisory and Support Service
<b>CAMHS</b>	Child and Adolescent Mental Health Service
<b>CDOP</b>	Child Death Overview Panel
<b>CNWL</b>	Central and North West London Trust
<b>DCS</b>	Director of Children's Services
<b>DfE</b>	Department of Education
<b>DPH</b>	Director of Public Health
<b>GP</b>	General Practitioner
<b>HCFTB</b>	Hillingdon Children and Families Trust Board
<b>HCH</b>	Hillingdon Community Health
<b>ICT</b>	Information and Communication Technology
<b>LADO</b>	Local Authority Designated Officer (allegations against staff)
<b>LSCB</b>	Local Safeguarding Children Board
<b>LSP</b>	Local Strategic Partnership
<b>NSPCC</b>	National Society for Prevention of Cruelty to Children
<b>PIP</b>	Partnership Improvement Plan
<b>PCT</b>	Primary Care Trust
<b>SCIE</b>	Social Care Institute for Excellence
<b>SCR</b>	Serious Case Review
<b>SEN</b>	Special Educational Need

<b>SIT</b>	Safeguarding Improvement Team (NHS London)
<b>THH</b>	The Hillingdon Hospital
<b>YOS</b>	Youth Offending Service
<b>UKBA</b>	United Kingdom Border Agency

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## ANNUAL REPORT OF THE SAFEGUARDING ADULTS PARTNERSHIP BOARD

<b>Cabinet Member</b>	CLr Philip Corthorne
<b>Cabinet Portfolio</b>	Social Services, Health and Housing
<b>Officer Contact</b>	Nick Ellender – Social Care, Health and Housing
<b>Papers with report</b>	Annual Report 2010-11

### HEADLINE INFORMATION

<b>Purpose of report</b>	The Annual Report 2010-11 of the Safeguarding Adult Partnership Board outlines the partnership's activity and performance in safeguarding adults at risk, the activity in relation to deprivation of liberty authorisations and the priorities for the year. This is set in the context of national guidance and policy.
<b>Contribution to our plans and strategies</b>	<p>The Local Authority holds the lead responsibility for ensuring collaborative arrangements are in place for the protection of adults at risk of abuse and exploitation in their area.</p> <p>There are links across to the Safer Communities Partnership, Healthier Communities for Older People (HCOP) and the Local Safeguarding Children's Board (LSCB). Safeguarding is also linked to the Multi Agency Public Protection Arrangements (MAPPA) and the Multi Agency Risk Assessment Conference (MARAC).</p>
<b>Financial Cost</b>	There are no new financial implications. Safeguarding adults work is within existing budget provision for assessment and care management staff in Adults' Social Care services.
<b>Relevant Policy Overview Committee</b>	Social Services, Health and Housing
<b>Ward(s) affected</b>	Safeguarding activity covers all Wards.

### RECOMMENDATION

**That Cabinet note the work of the Partnership Board and safeguarding activity in LB Hillingdon.**

## **INFORMATION**

### **Reasons for recommendation**

The protection of adults at risk is a critical activity of the Council and a key partnership area of work with health services and the voluntary sector. This report informs Cabinet of this activity.

### **Alternative options considered / risk management**

None.

### **Comments of Policy Overview Committee(s)**

The Social Services, Health and Housing Policy Overview Committee conducted a review into safeguarding vulnerable adults in 2008 / 2009 to help address gaps in provision and seek opportunities to strengthen the role and functioning of partnership arrangements.

It is also likely that the Committee will wish to provide comments to Cabinet on this report from their meeting on 25<sup>th</sup> January.

### **Supporting Information**

1. The Safeguarding Adults Partnership Board is a non-statutory, multi-agency partnership of independent and charitable organisations, statutory agencies and others with an interest or responsibility for safeguarding adults at risk. Local Authorities, as required by Government guidance, are the lead agencies in co-ordinating the response to safeguarding adults at risk, part of which is to ensure an effective Safeguarding Adults Board. The remit of the Board is to oversee the strategic development of safeguarding adults and the effectiveness of local arrangements.
2. Government guidance on safeguarding adults at risk was issued in 2000. This guidance was subject to a national consultation in 2009/10 with a view to reviewing and updating the guidance, for example, incorporating changes in the law around mental capacity. The current Government issued a statement in May 2011 which set out six principles on safeguarding adults at risk, is summarised in the annual report. They also indicated that, as part of adult social care legislation planned for 2012, Safeguarding Adults Boards would be placed on a statutory footing. As yet, the exact responsibilities and remit of these statutory boards is not known, but it is anticipated there will be no significant change but agencies will be placed under a legal requirement to comply with local safeguarding arrangements.
3. Hillingdon is well placed to make this change having, this year, reviewed the functioning of the adult Board. This has resulted in the Board working more closely with the statutory children's safeguarding Board, with one, independent chair covering both Boards and better use of resources to support the work of both children and adult's safeguarding.



4. A significant achievement this year has been the agreement of all London Boroughs to work to one set of pan-London multi-agency procedures for the protection of adults at risk. Previously, whilst all Boroughs complied with the Government guidance issued in 2000, there were major local variations that hindered a consistent response to safeguarding adults and good cross Borough working. Hillingdon has played a central role in promoting this work.

5. Safeguarding alerts and activity in Hillingdon is high, with more referrals being received this year than last. This is seen as positive, indicating the commitment and work of partners plus awareness campaigns that have raised the profile of safeguarding adults at risk. There is more willingness to consider whether something that is happening to a vulnerable adult - maybe abuse or exploitation, and to report it.

6. Physical abuse and neglect forms the main type of abuse referred although reports of financial abuse have significantly increased this year, a picture reflected across other London Boroughs. The Safeguarding Board have identified this area of work as a priority in their business plan.

7. Arrangement for safeguarding adults at risk and compliance with policies and procedures are robust. Hillingdon's safeguarding service was subject to an audit of their work and received a very favourable report. As indicated in the Chairman's introduction to the annual report, the Board has very effective partnerships and whilst the Board is confident adults at risk are protected, the Board wants to evaluate further the impact of its interventions and the success of outcomes for people. This is against the changing background of an increasingly diverse adult social care market, where we are required to promote choice and control, personal budgets for meeting social care needs and to balance safeguarding with positive risk taking.

### **Financial Implications**

None directly from this report.

### **EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES**

#### **What will be the effect of the recommendation?**

Safeguarding adults at risk remains a high priority for all partners

#### **Consultation Carried Out or Required**

The Safeguarding Adults Partnership Board annual report is written by the relevant Service Manager in conjunction with the safeguarding leads of partners and members of the Safeguarding Board. All major partners are consulted and contribute. The report was agreed at the Board meeting of the 25<sup>th</sup> of November 2011.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and is satisfied that there are no financial implications arising from the recommendations of this report.

### **Legal**

The SAPB Annual Report 2010-11 is produced pursuant to statutory guidance issued by the Department of Health in 2000 entitled "*No Secrets: Guidance on developing and implementing multi-agency policies and procedures to protect vulnerable adults from abuse*". The guidance which was issued under section 7 of the Local Authority Social Services Act 1970 places a duty on local authorities to take the lead in co-ordinating work to protect adults at risk. The guidance requires statutory agencies to work in partnership to ensure that effective policies, procedures and systems are established to progress and support this work.

Key recommendations in the guidance included the establishment of adult protection committees (which are now called Safeguarding Boards) to oversee the strategic leadership of the protection of adults at risk. The guidance recommended that lead officers from each agency should submit annual progress reports to their agency's executive management body or group to ensure that adult protection policy requirements are part of the organisation's overall approach to service provision and service development.

There are no other significant legal implications arising from this report.

## **BACKGROUND PAPERS**

NIL



# HILLINGDON

## LONDON

**L. B. Hillingdon Safeguarding Adults  
Partnership Board**

**Annual Report 2010/2011.**

## **Foreword by Lynda Crellin, Independent Chairman of the Safeguarding Adults Partnership Board**

It is with pleasure that I present the Safeguarding Adults at Risk Annual Report for 2010/11, my first as the independent chair of the Board. This year has seen significant changes in safeguarding adults at risk in Hillingdon, underpinned by the continuing commitment of partners to address the concerns of adults who may be at risk of abuse.

We have seen a major local public awareness campaign to raise the profile of safeguarding adults, conferences for professional staff and an out reach programme putting across a wider safety message in order to encourage people to take steps to protect themselves. Referrals have risen which, in this instance, is a good thing, demonstrating a greater awareness of risk and a willingness to alert us of concerns, even if a proportion of these alerts are subsequently resolved without the need for safeguarding intervention.

As indicated earlier there have been changes in the Board structure, bringing myself in as the independent chair and forging closer links with the Local Safeguarding Children Board. Whilst the agenda for adult and children's safeguarding remains quite distinct there are areas of common concern and learning which the new arrangements will foster. It also reflects the need, in these difficult economic times to rationalise and use our resources effectively. The Government have indicated that adult safeguarding boards will be put on a statutory footing in 2012 and these changes will ensure Hillingdon is well placed to assume any new responsibilities.

A significant change for adult safeguarding has been the introduction of the pan-London multi-agency safeguarding adults at risk policy and procedures, bringing together for the first time all the London Boroughs under one framework of safeguarding. This will promote better collaborative working with one set of procedures, clearer definitions around roles and responsibilities and consistent timescales for responding to concerns. This also gives us standards by which the Board can assess the effectiveness of safeguarding practice – an area of work that I would like to further develop in 2012.

A feature of Hillingdon's work in safeguarding adults is the effective operational collaboration with partners, and the dedicated resources we all commit to this area of work. As has been demonstrated across both adult and child safeguarding, this is key to good protection. The adult social care and health scene is changing now and in the future. There is a challenge in promoting individual choice, positive risk taking, independence and control whilst ensuring adults most at risk, due to their disability and circumstances, are protected.

**Lynda Crellin**  
**Independent Chairman.**  
**December 2011**

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## **Hillingdon Safeguarding Adults Partnership Board Annual Report November 2011.**

### **1. Introduction.**

1.1 This Annual Report presents to the Safeguarding Adult Partnership Board (SAPB) the April 2010 to March 2011 performance activity submitted to the Department of Health in June 2011 and developments within the safeguarding adult service for Hillingdon up until November 2011. The Report is structured according to the agreed reporting framework. The section on activity summarises and highlights any significant trends.

1.2 The Safeguarding Adults Partnership Board is a multi-agency partnership comprising statutory, independent and charitable organisations with a stakeholder interest in safeguarding adults at risk. The Board aims to protect and promote individual human rights, independence and improved wellbeing, so that adults at risk stay safe and are at all times protected from abuse, neglect, discrimination, or poor treatment.

1.3 The role of the Board and its members is:

- To lead the strategic development of safeguarding adults work in the borough of Hillingdon.
- To agree resources for the delivery of the safeguarding strategic plan.
- To monitor and ensure the effectiveness of the sub-groups in delivering their work programmes and partner agencies in discharging their safeguarding responsibilities
- To ensure that arrangements across partnership agencies in Hillingdon are effective in providing a net of safety for vulnerable adults
- To act as champions for safeguarding issues across their own organisations, partners and the wider community, including effective arrangements within their own organisations
- To ensure best practice is consistently employed to improve outcomes for vulnerable adults.

### **2. Recommendations.**

2.1 The SAPB are asked to note the safeguarding performance and activity, the developments of the partnership service within Hillingdon for adults at risk and the priorities for the future, as set out in the business plan.

### 3. National Developments

#### Developments on Consultation on the “No Secrets” Guidance 2000

3.1 The SAPB have previously been advised in the Annual Report of 2009/10 of the chronology of this national consultation and the outcome. In summary, the then Minister of State issued on the 19<sup>th</sup> of January 2010 a statement outlining three main planks of reform. There would be an inter-departmental ministerial group to provide strategic leadership and set the priorities for safeguarding adults at risk. Safeguarding adults' boards would be placed on a statutory footing and there would be comprehensive consultation to create a new set of national guidance, defining roles and responsibilities with best practice tools.

3.2 Following the general election in May 2010 there was no further information published by the Department of Health (DH) to indicate the current status of these proposed reforms until the 16<sup>th</sup> of May 2011.

3.3 The statement of the 16<sup>th</sup> of May 2011 of Government policy on adult safeguarding by the DH made clear that the “No Secrets” statutory guidance would remain in place until at least 2013. The principles within the statement were building on this guidance, reflecting what had come out of the national consultation process. They made clear that the Government's role was to provide the vision and direction on safeguarding, ensuring the legal framework, including powers and duties, is clear and proportionate, whilst allowing local flexibility. Safeguarding is seen as everyone's business encouraging local autonomy and leadership in moving to a less risk adverse way of working, focusing more on outcomes instead of compliance.

3.4. The Government set out six principles by which local safeguarding arrangements should be judged.

- Empowerment – presumption of person lead decisions and informed consent.
- Protection – Support and representation for those in greatest need.
- Prevention – It is better to take action before harm occurs.
- Proportionality – Proportionate and least intrusive response appropriate to the risk presented.
- Partnership – Local solutions through services working with their communities.
- Accountability – Accountability and transparency in delivering safeguarding.

3.5 The Government has also accepted the recommendation of the Law Commission in making SAPBs statutory. This will be brought in as part of other changes in adult social care legislation scheduled for the Adult Social Care Bill 2012.

### **Mental Capacity Act 2005 and Deprivation of Liberty.**

3.6 The SAPB agreed last year that Deprivation of Liberty activity is to be included in the reporting of safeguarding activity in order to ensure scrutiny of this important area of work. This information is added to the 2010/2011 Annual Report under the safeguarding activity heading (below).

3.7 The Board will also be aware that Hillingdon was the subject of a High Court action relating to a service user, SN, and the application of deprivation of liberty safeguards. The case attracted national interest. Hillingdon was found to have breached SN's human rights in relation to Article 5 and 8 of the European Convention on Human Rights (ECHR), depriving SN of his liberty and security (article 5) and right to respect family life (article 8).

3.8 The Honourable Mr Justice Jackson's judgement given on the 9<sup>th</sup> June 2011 is long and fairly complex. However, given the national importance of this one case this report briefly outlines the significant points for the Board. These are given below and an action plan addressing these points was initiated. This action plan is attached to the Annual Report as appendix 1 for the Board's attention. Monitoring completion of the action plan is being undertaken by the Senior Management Team of LB Hillingdon.

3.9 In paragraph 24 of the judgement it states an important principle. "Decisions about incapacitated people must always be determined by their best interests, but the starting point is their right to respect for their family life where it exists. The burden is always on the State to show that an incapacitated person's welfare cannot be sustained by living with and being looked after by his or her family, with or without outside support."

3.10 The criticism of Hillingdon related to our failure to adequately consider the alternatives to depriving SN of his liberty that would have maintained his article 5 and 8 rights, whilst also meeting his care and treatment needs. Similarly, where there was disagreement with the family, Hillingdon did not proactively seek direction from the Court of Protection soon enough and, in the process of trying to resolve differing views, did not adequately review SN's deprivation of liberty or arrange representation. The Court also felt there should have been more scrutiny of the assessments relating to SN's deprivation of liberty and questioned the welfare planning for SN, given that LB Hillingdon was the "case manager" as well as the provider of care in this instance, and exercised the function of supervisory body under the Mental Capacity Act 2005.



## **Personalisation**

3.11 To remind the Board, “personalisation” is a generic term that captures the thrust of Government policy around the delivery of public services, with self assessment, choice, control and personal budgets being at the heart of the transformation of adult social care. There is a move away from traditional, social care providers to a broader range of provision, some of which may fall outside current regulated services, for example the employment of personal assistants to meet care needs. This has raised concerns as to how the existing framework of safeguarding will ensure the safety and protection of vulnerable adults within this new context of greater choice, individual control and proportionate risk enablement. Currently 22.9% of Hillingdon’s social care users are receiving self directed support (SDS). This option is not, to date, applicable to health services. Of the 22.9%, the majority have opted for Hillingdon to directly manage their care arrangements so, as yet, this change in the way social care is to be delivered has not impacted on safeguarding adults at risk. The service will continue to monitor the situation and advise the SAPB accordingly. To date there is no indication of a disproportionate number of SDS referrals being made to the safeguarding team. The introduction of a risk enablement policy to help in support planning for service users seeking to make their own care arrangements will assist front line practitioners.

## **2. Local Developments in Hillingdon and London 2010/11**

This section summarise the developments on safeguarding adults at risk in the London context and locally in Hillingdon, with partners.

### **Pan - London Safeguarding Network**

- a. 4.1 The London Boroughs Social Services leads for safeguarding adults form a self supporting network to develop consistent good practice across London. Facilitated by the Social Care Institute for Excellence (SCIE) a Pan-London multi-agency safeguarding adults at risk policy and procedures has been developed and is being implemented in all London Boroughs, including Hillingdon. The policy and procedures introduces a consistent framework by which adults are safeguarded. This will mean having consistent definitions of roles and responsibilities, timescales for responding and promote better partner and cross boundary working.
- b.
- c. 4.2 The policy and procedures are broadly consistent with the former LB Hillingdon multi-agency policy, which was last revised in 2005. The main changes bring the procedures up to date, most notably incorporating legislation on mental capacity which has a significant impact on safeguarding work. Implementation

has taken the form of training for key workers, presentations at conferences and other presentational opportunities. The new procedures have been uploaded onto the Hillingdon website. In using the new procedures, Hillingdon has not experienced any difficulties, although it is recognised by SCIE that further work will need to be done to develop supplementary guidance material to support the procedures.

**d. Changes in the Safeguarding Adults Partnership Board.**

4.3 In line with all organisations, LB Hillingdon have been seeking to identify efficiencies in their structure and activity. In 2011, Adults' Social Care and Children's Services were combined under one Directorate. This prompted consideration of the work of the Local Safeguarding Children's Board (LSCB) and the SAPB, as there has been overlapping common themes, for example, safer recruitment of staff who work with adults at risk and children. Both Boards accepted that there was considerable scope for working more in collaboration whilst maintaining the distinctiveness of the adults and children's safeguarding agenda and maintaining two Boards.

4.4. The LSCB and SAPB are now chaired by one, independent chair, and the timing and frequency of Board meetings has been changed to ensure the Boards meet on the same day with an overlap period for joint agenda items. The first meetings under the new structure will take place in November 2011. The terms of reference for each Board remain unchanged, although membership is being reviewed to ensure relevant and broad representation. The new structure will achieve efficiencies in the support for the two Boards, use of staff time and open up opportunities for further joint working in the sub-groups of the Boards.

**Audit of LB Hillingdon Safeguarding Adults Service.**

4.5 The LB Hillingdon service was subject to an internal audit of their work by the 'arms length' internal audit and compliance team. This inspection, completed in early 2011, focused on the robustness of policies and procedures, whether they are embedded in practice, performance and the management oversight of work. The service received a very favourable report. Two helpful recommendations have led to the development of weekly exception reports that enable managers to better monitor when tasks allocated to staff have gone over their target time, for example, completion of investigation reports. Also, a recommendation to change the risk profile format to better measure the impact of our intervention in reducing risk over time, enabling us to capture outcomes more effectively. The latter change requires adaptation to the safeguarding module in use on a client data system. *(Insert here any audit material received from partners following SAPB meeting)*

**Social Care Contract Monitoring and Inspection Team.**

4.6 The safeguarding adults at risk service works closely with their colleagues in the inspection team of LB Hillingdon. The role of this team is to monitor the service provision and quality of care of those providers contracted to the LB Hillingdon. The team undertakes reviews of services, including unannounced inspections, and ensures the provider is working to good standards of care and is contract compliant. Monthly reports on service providers are submitted to LB Hillingdon's senior management team and contract monitoring meetings are held with the service providers themselves. In 2010/11 the team made 310 visits to people in their own homes receiving domiciliary care from private agencies. In the period from April 2010 to September 2011, 196 visits were made to the 57 registered care homes located in Hillingdon. The team are particularly important in monitoring required improvements for settings where there have been safeguarding concerns and in linking with colleagues in the Care Quality Commission (CQC) on the regulatory standards providers must comply with.

### **Safeguarding Adults at Risk Conference and Awareness Campaigns**

4.7 The SAPB approved a new awareness campaign funded by contributions from partners. The message was both innovative and thought provoking, presenting abuse as occurring in ordinary social settings and tackling the three main types of abuse, physical, financial and neglect. This reinforced the message of safeguarding adults at risk as being everyone's responsibility and posters were placed in a variety of public settings. During the period of the campaign (January - February 2011) greater public awareness was demonstrated by the number of website "hits" and enquiries, although actual numbers of referrals originating from members of the public remained approximately the same. A follow up on this first campaign is planned.

4.8 A safeguarding adults at risk conference was held on the 29<sup>th</sup> of June 2011. This was open to all partner agencies and professional and was attended by around 130 people. The two main themes of the conference were to look at the similarities in safeguarding across adults and children and then focus on a rising area of financial abuse and exploitation in adults. The involvement of Brunel University in the conference helped to bridge research findings into front line practice and their involvement represents a developing relationship with the university on safeguarding adults at risk. Hillingdon Hospital also held a safeguarding adults at risk conference on the 15<sup>th</sup> of September which looked at links with domestic violence and the key role of mental capacity in safeguarding work.

4.9 Board members also took out to community groups a "keeping safe" presentation focussed not just on safeguarding adults at risk of abuse, but the broader safety agenda, with advice on distraction burglaries, rogue traders, fire prevention and the prevention of falls. The presentations were to various community groups and to voluntary organisation who are likely to come in contact with adults at risk. In all, seven presentations were completed in the year to around 300 people.

## **Safeguarding Adults Business Plan and Priorities**

4.10 The priorities set out in the Business plan for 2010/11 are listed below with comments under each one. Partner agencies have provided statements of their contributions to the business plan priorities, set out in detail in appendix 2.

**4.11 Raising awareness of safeguarding adults amongst staff and engagement with the community.** – As indicated in paragraphs 4.6, 4.7 and 4.8 above, a lot of work has been accomplished in this area and major partners have contributed through training and availability of information, out reach work, for example to GP surgeries and promotional material, whether web based or in the form of a newsletter.

**4.12 Strengthening Governance** – Partners recognise that this remains a priority. The Pan-London safeguarding adults at risk procedures have provided an opportunity to embed good practice. The health partners have taken on the self assessment assurance framework (SAAF) piloted by NHS London which tests their internal safeguarding procedures. LB Hillingdon is better placed with management reports to monitor the timeliness of response to concerns and audit of the service identified good compliance.

**4.13 Strengthening Skills / Competencies** – Broad events like the safeguarding conference and briefings to Councillors or community groups raise the profile and knowledge around safeguarding. All partners have, made training around safeguarding adults at risk mandatory. Further work needs to be done to develop better collection of training data.

**4.14 Analysis of outcomes** - Efforts to obtain service user's views on safeguarding intervention have, in the past, proved difficult to achieve. A small sample of telephone interviews had limited success. The sensitivity of the subject and, often, the limited mental capacity of the person concerned make it difficult to have a credible sample. Service user's views are recorded and, anecdotally, there have been many positive outcomes. Other ways of evaluating the effectiveness of our intervention, especially with those unable to express their views, is raised in paragraph 5.12 below.

**4.15 Strengthening the prevention approach** – Partners have particular strengths in the area of advocacy, for example MIND, DASH, Hillingdon carers and Age UK. There are contracted services in place for safeguarding advocacy and the independent advocacy service is used for those without capacity to make decisions around their own well being. As outlined in paragraph 4.9 above there is a broader prevention agenda to address through presentations and material developed by, for example, the community safety unit. The awareness campaign also contributed to this area of work.

**4.16 Ensuring effective safeguarding practice in the recruitment and development of staff** – The major piece of work completed, jointly, with the LSCB was the safer recruitment policy which provided a template for all partner organisations when employing staff. The notifiable occupations scheme, where the Metropolitan Police Service is required to inform a social care employer of any employee cautioned or convicted for a notifiable offence has resulted in management action in cases. The Independent Safeguarding Authority (ISA) is currently considering a number of individuals referred, arising out of safeguarding referrals.

4.17 The business plan was refreshed to reflect current priorities around safeguarding adults at risk. Key areas identified for the updated plan included:

- Developing a better, and common, risk assessment format.
- Developing awareness of and access to appropriate advocacy services
- Working with financial institutions to better respond to financial exploitation and abuse.
- Continuing the roll out of the Pan-London multi-agency safeguarding adults at risk policy.
- “On-line” safety
- Strengthen policies and response to ‘whistle blowers’

These will be carried forward in the re-formed sub-groups of the SAPB, and some developed jointly with the LSCB sub-groups.

## **5. Safeguarding Performance and Activity in Hillingdon 2010/2011.**

5.1 In October 2009 the Government introduced a pilot set of safeguarding adults at risk activity returns. These abuse of vulnerable adults “AVA” returns were confirmed in April 2010 as unchanged from the pilot requirements and 2010/11 is the first full year of reporting under the new arrangements. Last year, for the purposes of reporting to the SAPB the report used the figures from October 2009 to March 2010 only. This year the full AVA figures for 2010/11 are available. Reference to “tables” is the relevant table as set out in the AVA returns.

<b>SA contacts: 1342</b>	<b>Alerts: 941</b>	<b>Referrals: 401</b>
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5.2 The number of safeguarding adult’s alerts and referrals from April 2010 to March 2011 was 1342 in total, significantly more than last year. The figures have been inflated by a high number of alerts originating from care

homes. This is not indicative of more potential abuse occurring there but a 'belt and braces' attitude of some care homes to notify all relevant parties, even in the most minor circumstances of accidents or injury. Since October 2010, when new regulations originating from the Care Quality Commission (CQC) prescribed more precisely what circumstances, including potential safeguarding incidents, needed notifying, the number has dropped. On average the service received in the second half of the year 77 referrals a month, as opposed to 122 before October. The Board will note that reference is made to "alerts" and "referrals". Broadly speaking, alerts are where a concern is notified but, on examination of the circumstances it is not necessarily a safeguarding issue and another care solution is found, referral made to another service, or advice is given. A referral is where the safeguarding adult procedures are triggered as the circumstances, on screening of the alert / referral by a manager, appear to require it. Alerts totalled 941 and referrals totalled 401.

5.3 The AVA returns are broken down into nine tables. The report covers each table, summarising the information, and highlighting to the Board any significant factors.

Table 1.		
<b>SA Contacts: 1342</b>	<b>Female: 65%</b>	<b>Male: 35%</b>

5.4 **Table 1** records the number of referrals by age, primary client group and gender of the alleged victim. The total number of alerts and referrals, as already indicated, is 1,342. Of this number 65% were female and 35% were male. The gender balance is reasonably consistent when comparing those 18- 64 years old with those 65 years and older. As would be expected, 70% of alerts and referrals relate to adults 65 years or older and the highest primary client group being those with physical disability, frailty and/or sensory disability (70%).

Table 2		
<b>SA Contacts: 1342</b>	<b>White: 80%</b>	<b>Mixed/Non-white 20%</b>

5.5 **Table 2** records the number of referrals by ethnicity and age. In terms of the ethnic breakdown, alerts and referrals where the alleged victim falls within the categories white British / Irish and other white background is 80%. Those of a mixed or non-white ethnicity form 20% of alerts and referrals. This is broadly consistent with the overall borough profile, but it is difficult to have accurate information on the older, non-white population. Of more value is to ensure there is consistency in those cases taken forward

for investigation under safeguarding procedures. In this respect there is absolutely no difference, with 42% of alerts or referrals progressed for the white group and 42% for the mixed and non-white group. In other words, there appears to be no differences in the way people are responded to arising from their ethnicity.

Table 3		
<b>Referrals: 401</b>	<b>Social / Health 57%</b>	<b>Community 15%</b>

5.6 **Table 3** looks at the source of referrals that progressed (401) broken down by age and primary client group of the alleged victim. As would be expected, the majority came from social care staff in the private, statutory or voluntary sector (29%) or the health sector (28%). Those arising from the community or family / self referral amount to 15%. There is a significant category of “others” (19%) which requires further work to determine their category.

Tables 4a and b		
<b>Abuse: Physical 29%</b>	<b>Financial 27%</b>	<b>Neglect 22%</b>

5.7 **Tables 4a and 4b** cover referrals progressed (401) by the nature of alleged abuse, breaking this down into age, gender and primary client group. The numbers come to 475 instead of 401 because some are occurrences of multiple abuse. The top three categories of abuse were physical 29%, financial 27% and neglect 22%. When this is broken down by age categories 18-64 years and 65 years and over, differences do emerge. Younger people are more prone to physical abuse, (33% as opposed to 27%), less likely to be victims of financial abuse, (23% as opposed to 29%) and far less likely to be victims of neglect, (16% as opposed to 26%).

Tables 5a and b		
<b>Location: 65 yr plus Under 65 yrs</b>	<b>Own home: 59% 58%</b>	<b>Care Home: 30% 17%</b>

5.8 **Tables 5a and 5b** covers referrals progressed by the location of where the alleged abuse took place, broken down by age group. Table 5b indicates the responsible commissioner of the service location where the alleged abuse took place, for example, a Care Home. This is still mostly

blank due to the complexity of obtaining this information from two parts of the client data system and Health Service commissioning not being recorded on LB Hillingdon's system. In table 5a both age groups, 18-64 years and 65 years and over, the most frequent location of where abuse took place is within their own home (58% and 59%). For 65 years plus the next category is a care home setting, 30%. For the 18-64 years category it is only 17% reflecting less placements in residential care and more use of community facilities.

Tables 6a and b	<b>Partner of family</b>	<b>Living in same house</b>
<b>Perpetrator</b>	<b>40%</b>	<b>64%</b>

5.9 **Table 6a and 6b** details referrals progressed by the relationship of the alleged perpetrator, providing further breakdown by age and gender of the vulnerable adult. The largest group of perpetrators were a partner or other family member, 40%, with a slight difference between the age groups 18-64 years, 43% and the 65 years plus, 39%. 64% of perpetrators, whether family or another person, lived in the same household. Alleged abuse by paid social care staff amounted to 11%. Other significant groups were neighbours or friends and the 'not known' category.

Tables 7a and b		
<b>Abuse: substantiated /part substantiated</b>	<b>Not substantiated</b>	<b>Inconclusive</b>
<b>33%</b>	<b>47%</b>	<b>20%</b>

5.10 **Table 7a and 7b** examines the completed number of referrals progressed, that is those that went through the whole safeguarding process to a conclusion. The number (332) is not the same as the 401 referrals progressed number, as a system upgrade during the year enabled us to capture this information, but could not be backdated to include referrals already closed off. Determining whether abuse has occurred is based on the balance of probabilities. 33% of referrals were either partially or fully substantiated, with 47% not substantiated and 20% not determined or inconclusive. An example of an inconclusive case might be a person with dementia alleging money has been stolen and there are visitors to her house who could be perpetrators. However, it has not been possible to prove that the money was there in the first place to be taken e.g. lack of evidence of cash withdrawals from an account. Similarly a case has to be unsubstantiated if the alleged victim refuses to co-operate with our investigations, has capacity to make decisions about their finances and willingly gave a present of a large sum of money to someone, even if we believe this was an unwise decision and possibly exploitation.



5.11 **Table 8a, 8b and 8c** refers to the outcome for the alleged victim. In table 8a the categories are on going services or other assistance. In most cases services will consist of increased monitoring or the provision of services. The high number of “no further action” indicates a resolution without the need for additional intervention other than the safeguarding team. Table 8b relates to serious case reviews. This is where, for example, a vulnerable adult has died as a direct result of the abuse they experienced. For the period 2010-11 there were no serious case reviews in LB Hillingdon. Table 8c refers to the acceptance of a protection plan. Where the safeguarding service, with partners, intervenes to protect an individual, there is often a protection plan put in place to ensure the risk of abuse does not arise in the future.

5.12 Acceptance of the protection plan is also a good indicator of whether the alleged victim is satisfied with the arrangements for their future care. Sampling 332 cases, 138 accepted and were happy with the arrangements, 46 did not and 148 lacked the mental capacity to make this particular decision. The 46 who did not accept a protection plan would, for example, include someone we consider at risk but who declines to take action against a family member out of misplaced family loyalty, and they have the capacity to make this decision, knowing the risks, and are not being coerced by the perpetrator. The 148 unable to agree to their protection plan are mostly people with significant dementia where actions to protect them are taken under the best interests guidance of the Mental Capacity Act 2005. Given many of our service users are people unable to express satisfaction or not with our efforts to protect them, a more objective measure of effectiveness is being developed. This will be in the form of a specific safeguarding risk assessment format that can be used to measure risk reduction over the time of our intervention. It is hoped to include this in the spring of 2012.

5.13 **Table 9** indicates the outcome for the perpetrator. At present our ability to extract this information from the client data base is limited, due to technical reasons. However, it is hoped to improve this for next year. A general observation on outcomes for perpetrator is that where the perpetrator is a paid carer, the outcome is investigation and disciplinary action. In some case this can also include a criminal prosecution, although there are significant challenges in gathering evidence where, for example, the victim lacks mental capacity. Where family members are the perpetrators, additional protection in the form of services going into the home to monitor, or excluding the perpetrator from the home, is the likely outcome. It must be borne in mind, however, the perpetrator of harm can be a spouse or other family person under very significant stress in their caring role. In these circumstances, the outcome is likely to be increased support to that carer.

## **6. Safeguarding Performance and Activity in Hillingdon 2010/2011 – Comparisons.**

6.1 The number of alerts and referrals received in 2010/11 was significantly higher than in the year 2009/10, 1,342 as opposed to 800. It has been already noted in paragraph 5.2 that figures were distorted by high notification rates from a number of specific Care Homes in the first half of the year. The referral rates post October 2010 settled down to an average of 77 a month. Based on this average, a figure of 924 could be considered a more representative figure for the year, a 13% increase. The ethnicity profile has changed in that in 2009/10 10% of alerts or referrals were for people of mixed or non-white ethnicity whereas in 2010/11 this has doubled to 20%. It is not possible to know how the ethnic profile of the Borough has changed in this time, but it does represent a significant positive shift.

6.2 The source of referrals has seen an increase from the health sector from 8% to 28% with self or family referrals up from 9% to 15%. Referrals from Care Homes have decreased. The reported types of abuse have also seen a change. In 2009/10 the top three were physical 43%, neglect 32% and financial 12%. In 2010/11, physical was 29%, financial 27% and neglect 22%. There has also been a shift in the location of the abuse with most abuse now taking place in a person's own home, 58%, whereas previously it was 30%. The main perpetrators continue to be spouse or family member with a slight increase from 38% to 40%. In terms of completed referral and outcomes, there has been a slight increase in the number of cases where abuse has been substantiated or partially substantiated, from 30% to 33%.

6.3 Comparisons with other London Boroughs need to be treated with caution as there is a lack of consistency in what is treated as an alert and referral, for example. The national AVA definitions are now promoting a more consistent approach, as is the London network of safeguarding leads. Looking at a cluster of West London Boroughs, (Brent, Ealing, Hammersmith and Fulham, Haringey, Harrow, Hounslow) our alert and referral rate is significantly higher. This can be partly explained by the level of alerts in the first part of the year 2010/11 referred to previously. The total progressed under safeguarding adults' procedures places us in the high end, but not the highest Borough. In terms of types of alleged abuse, the trends noted this year on financial abuse is echoed in other Boroughs and our top three types of abuse is consistent with others.

6.4 It is interesting to note also that LB Hillingdon has a different model of delivering a safeguarding service whereby there is a dedicated team that handles all referrals, in conjunction with partners. Other Boroughs tend to have a safeguarding lead with investigations of abuse carried out through the mainstream assessment and care management teams, with limited dedicated resources. A number of Boroughs have moved more to a dedicated service, stepping up their resources for safeguarding adults and creating dedicated teams, for example, Brent.

## **7. Safeguarding Performance and Activity 2010/11 – Deprivation of Liberty.**

7.1 In 2010/11 there were a total of 18 requests for a standard authorisation to deprive a person of their liberty, in their best interests. Of these, 11 were granted and 7 were declined. Reasons for declining would be where the circumstances in which care and treatment is being given do not amount to a deprivation of the person's liberty but maybe, for example, be a reasonable and lawful restraint under the Mental Capacity Act 2005. A person may also not meet the criteria where their care and treatment comes more appropriately under the Mental Health Act 1983.

7.2 Deprivation of liberty relates only to people in registered care homes or hospitals. In 2010/11 there were 5 requests for a standard authorisation originating from a hospital setting of which 2 were granted. There were 13 originating from a registered care home of which 9 were granted.

7.3 Care homes and hospitals, known as “managing authorities” under the legislation, can give themselves an urgent deprivation of liberty authorisation of not more than 7 days, pending assessment for a standard authorisation. In 2010/11, there were 11 such authorisations, submitted with a request for a standard authorisation.

7.4 Comparisons with other London Boroughs have been completed through the London network of mental capacity leads, but these are not formal comparisons. The average number of deprivation of liberty authorisation requests across London for 2010/11 is approximately 23 (Hillingdon 18). However, this hides a significant variation between 1 for the City of London and 80 for Bexley. There is more work needing to be done with social care providers and health colleagues on highlighting circumstances when they need to consider requesting an authorisation. The number of requests so far this year is low.

## **8. Staff Development.**

8.1 In previous years staff development had focussed on ensuring training reaches all relevant staff. For all partner agencies, safeguarding adults at risk is mainstream, mandatory training now and there is confidence that staff in contact with vulnerable adults have received awareness training. Whilst face to face training continues, a safeguarding adults e-learning module is being developed that will be accessible to all partners. This is aimed at front line staff, focussing on recognition of abuse and appropriate actions to be taken in making referrals.

**Nick Ellender**  
**Service manager, Safeguarding Adult Service**

**November 2011.**

## COUNCIL BUDGET - MONTH 8 2011/12 REVENUE AND CAPITAL MONITORING

<b>Cabinet Member</b>	Councillor Jonathan Bianco
<b>Cabinet Portfolio</b>	Finance, Property and Business Services
<b>Report Author</b>	Paul Whaymand, Central Services
<b>Papers with report</b>	None

### HEADLINE INFORMATION

<b>Purpose of report</b>	The report sets out the Council's overall 2011/12 revenue & capital position, as forecast at the end of Month 8 (November). The in-year revenue position is forecast as an underspend of £2,064k. Total capital expenditure for 2011-15 is forecast to be £1,750k lower than the revised budget, with a forecast underspend in 2011/12 of £864k, consisting primarily of unallocated contingency.
<b>Contribution to our plans and strategies</b>	Achieving value for money is an important element of the Council's medium term financial plan.
<b>Financial Cost</b>	N/A
<b>Relevant Policy Overview Committee</b>	Corporate Services and Partnerships
<b>Ward(s) affected</b>	All

### RECOMMENDATIONS

That Cabinet:

1. Note the forecast budget position for revenue and capital as at Month 8;
2. Agree that the utilisation of development & risk contingency funding detailed in the Council's Budget and Medium Term Financial Forecast will be approved by the Chief Finance Officer in conjunction with the Leader of the Council and the Cabinet Member for Finance, Property & Business Services;
3. Notes the success of the Business Improvement Delivery (BID) programme to-date and reasserts that constitutional responsibility for Business Improvement Delivery across the Council rests with the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services;
4. Note the treasury Month 8 update at Appendix B;
5. Approve the retaining of agency staff as detailed in Appendix C;
6. Agrees to allocate £15k from the strike savings made in 2011 to purchase the Soundbeam system aimed at unlocking the music potential of people with disabilities and special needs.

## **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 latest forecast revenue and capital position for the current year 2011/12.
2. Recommendation 3 is required to ensure that a standardised approach to the delivery of BID is taken across all departments and services.

### **Alternative options considered**

3. There are no other options proposed for consideration.

## **SUMMARY**

### **A) Revenue**

4. The in year revenue monitoring position as at Month 8 (November) shows that forecast net expenditure for the year 2011/12 is £2,064k less than the budget, a £285k adverse movement on Month 7. There is a £314k forecast underspend on directorate budgets comprising a pressure of £1,219k (£221k adverse movement) in SCH&H, offset by a £384k underspend (£175k favourable movement) in PEECS, a £305k underspend (no change) in Central Services and a £344k (£239k adverse) underspend on contingency. The remaining favourable variance is due to the projected underspend in capital financing costs of £2,250k (no change) due to budgets set aside in advance for schools capital financing and other priority projects, which are not forecast to be needed in this financial year.
5. The balances brought forward at 31st March 2011 were £17,022k. £1,793k of this sum was applied in support of the 2011/12 budget as part of the budget strategy, as agreed at Council Tax setting. The forecast balances as at 31st March 2012 are £17,293k (an adverse movement of £285k on Month 7), as a result of the budgeted drawdown from balances (-£1,793k) and the forecast in-year underspend (£2,064k).
6. The month 8 forecast assumes that the £1m unallocated contingency and £800k HIP contingency will be spent in full. In addition, the position also assumes that the unallocated £650k balance of the £1m priority growth budget will be fully spent by the year end. Balances could therefore be up to £19,571k if the unspent priority growth (£628k), HIP Contingency (£650k) and general contingency (£1m) are not called upon over the remainder of the year.

### **B) Capital**

7. Latest forecast outturn on the 2011/12 General Fund capital programme is £50,219k, a reduction of £2,308k from that reported in Month 7. Movement in month relates to revised forecasts for schools within Phase 1 of the Primary School Expansions programme.
8. The Council Resourced programme for 2011-15, consisting of current projects and future programmes of works, is currently projected to result in a net pressure of £2,234k (compared with Month 7 £167k), consisting of £3,462k pressures and £1,228k underspends. The removal of budgets related to the cancelled Arundel Road project (£2,013k) accounts for the movement in this headline position so is in effect largely presentational. £4,000k of unallocated contingency remains in the Capital Programme for this period.

9. General Fund Capital Receipts of £6,547k are expected in 2011/12, with a total of £47,962k over the period 2011-15 representing a shortfall against approved budget of £6,242k which will result in an increased call on Prudential Borrowing. This impact is being managed through the MTF process.
10. Latest forecasts on the HRA capital programme indicate a 2011/12 outturn of £10,938k (Month 7, £12,709k) from a revised budget of £13,489k. Reduction in current year outturn relates to the rephasing of expenditure on Pipeline Phase 2 - Low Cost Home Ownership in the past month.

## A) REVENUE

11. Table 1 indicates the overall impact of the expenditure forecast now reported on the approved budget and the resulting balances position.

**Table 1**

2011/12 Original Budget	Budget Changes		2011/12 (As at Month 8)		% Var of budget	Variances (+ adv/- fav)		
			Current Budget	Forecast		Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7
£'000	£'000		£'000	£'000		£'000	£'000	£'000
239,453	-2,221	Directorates Budgets on normal activities	237,233	237,419	0%	+186	-99	+285
-42,915	2,221	Corporate Budgets on normal activities	-40,693	-42,943	6%	-2,250	-2,250	0
<b>196,539</b>	<b>0</b>	<b>Total net expenditure</b>	<b>196,539</b>	<b>194,475</b>	<b>-1%</b>	<b>-2,064</b>	<b>-2,349</b>	<b>285</b>
<b>-194,746</b>	<b>0</b>	<b>Budget Requirement</b>	<b>-194,746</b>	<b>-194,746</b>		<b>0</b>	<b>0</b>	<b>0</b>
<b>1,793</b>	<b>0</b>	<b>Net total</b>	<b>1,793</b>	<b>-271</b>		<b>-2,064</b>	<b>-2,349</b>	<b>285</b>
-17,022		Balances b/f 1/4/011	-17,022	-17,022		0	0	0
		Transfer from earmarked reserves				0	0	0
<b>-15,229</b>	<b>0</b>	<b>Balances c/f 31/3/12</b>	<b>-15,229</b>	<b>-17,293</b>		<b>-2,064</b>	<b>-2,349</b>	<b>+285</b>

### Directorates' Forecast Expenditure Month 8

12. Table 2 shows further details on the budget, forecast and variance at directorate level. Further detail on each directorate is shown in Appendix A. The group forecasts exclude sums provided for in contingency which are set out in table 3.

**Table 2**

2011/12 Original Budget	Budget changes	2011/12 Current Budget (as at Month 8)	Directorate		2011/12 Forecast (as at Month 8)	% Var of budget	Variances (+ adv/- fav)		
							Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7
£'000	£'000	£'000			£'000		£'000	£'000	
326,915	-6,454	320,461	SCHH	Exp	325,472	2%	+5,011	+9,067	-4,056
-199,190	-1,628	-200,818		Inc	-204,610	2%	-3,792	-8,069	+4,277
<b>127,724</b>	<b>-8,081</b>	<b>119,643</b>		<b>Total</b>	<b>120,862</b>	<b>1%</b>	<b>+1,219</b>	<b>+998</b>	<b>+221</b>
396,479	-11,270	385,209	PEECS	Exp	384,237	0%	-972	-800	-172
-301,269	7,644	-293,625		Inc	-293,037	0%	+588	+591	-3
<b>95,210</b>	<b>-3,626</b>	<b>91,584</b>		<b>Total</b>	<b>91,200</b>	<b>0%</b>	<b>-384</b>	<b>-209</b>	<b>-175</b>
9,511	11,491	21,001	CS	Exp	20,726	-1%	-275	-280	+5
-6,578	-2,004	-8,582		Inc	-8,612	0%	-30	-25	-5
<b>2,933</b>	<b>9,487</b>	<b>12,419</b>		<b>Total</b>	<b>12,114</b>	<b>-2%</b>	<b>-305</b>	<b>-305</b>	<b>0</b>
11,786	0	11,786	Contingency		11,442	-3%	-344	-583	+239
1,800	0	1,800	Priority Growth		1,800	0%	0	0	0
<b>239,453</b>	<b>-2,221</b>	<b>237,233</b>	<b>Sub-Total Normal Activities</b>		<b>237,419</b>	<b>0%</b>	<b>+186</b>	<b>-99</b>	<b>+285</b>



13. **Social Care, Health & Housing (SCH&H)** are projecting a **pressure of £1,219k (£221k adverse movement)**. The Month 8 position is showing a further adverse movement of £256k in Older People's services as a result of increased residential placement spend. In addition, there are adverse movements of £82k in Learning Disability and £33k in Physical Disabilities offset by an improvement of £25k in Children's services and £126k in Housing Benefits.
14. **Planning, Environment, Education & Community Services (PEECS)** are forecasting a **favourable variance of £384k (£175k improvement)** as at Month 8. The favourable movement is the result of a £205k improvement in Youth & Connexions as a result of there being fewer redundancies than expected, an adverse movement of £198k in Childcare, Early Years and Children's Centres from a change in the attribution of savings and an improvement of £94k in Access & Inclusion through the early delivery of 2012/13 savings. There have also been improvements reported in Waste Services of £55k and Transportation, Planning Policy and Community engagement of £40k.
15. **Central Services (CS)** is forecasting a **£305k favourable variance (no change)** as at Month 8, largely arising from a staffing underspend as the restructure of services are implemented as part of the BID programme.

#### Progress on the delivery of 2011/12 Savings

16. Analysis of progress on the implementation of savings proposals included in the 2011/12 budget continues to indicate that the Council is largely on track to deliver the majority of the savings. The following table summarises the status for the MTFF projects.

RAG Status	Central Services	PEECS	SCH&H	Cross Cutting	Total Dec	Total Nov
Blue (banked)	2,613	9,742	9,743	954	23,052	22,010
Green (on-track)	0	763	797	300	1,860	2,597
Amber (some Slippage or risky Project at an Early stage)	26	527	291	0	844	1,149
Red (serious Delivery problems)	0	933	600	0	1,533	1,533
Redundancy costs		-712	-338		-1,050	-1,050
<b>Total</b>	<b>2,634</b>	<b>11,252</b>	<b>11,093</b>	<b>1,254</b>	<b>26,238</b>	<b>26,238</b>

17. The projected shortfall on those savings classed as red remains estimated at £1,533k (5.8% of total savings). A breakdown of the red projects is shown in the following table:

Group	Proposal	£000s
PEECS	Corporate Landlord	98
	Youth & Connexions review	687
	Decommission Extended Services Function	148
SCH&H	Learning Disability Housing & Support	300
	In House Services – Learning Disability	200
	In house Services – Older people's Services	100
<b>Total</b>		<b>1,533</b>

18. An additional £1,042k of savings has now been classified as banked during November, giving a banked total of 87.9% of the total savings. Within SCH&H there is an increase in banked savings of £645k and in PEECS the increase in banked savings is £327k.

**Development & Risk Contingency: £844k underspend (£261k improvement)**

19. £11,786k of potential calls on the Development & Risk Contingency was incorporated into the 2011/12 budget. Table 3 shows the amounts that have been allocated or earmarked as at Month 8. The £261k improvement in contingency is mainly as a result of the release of £500k of general contingency that is unlikely to be called upon offset by a further adverse movement (£202k) on asylum.

**Table 3**

Development and Risk Contingency	2011/12 Budget	Forecast as needed	Variance (+adv / - fav)	Group
<i>2011/12 allocations:</i>	£'000	£'000	£'000	
<b>Commitments:</b>				
General Contingency	1,000	1,000	0	All
Golf Courses In-sourcing		50	+50	PEECS
Riots & Traveller Incursions		10	+10	PEECS
Employers' Pension Contributions	850	850	0	All
Pump priming for BID savings	400	400	0	ALL
Uninsured claims	420	420	0	CS
Carbon Reduction Commitment Energy Efficiency Scheme	460	210	-250	PEECS
Development Control Income	350	405	+55	PEECS
Cost Pressures on Recycling Service	150	150	0	PEECS
Local Development Framework legal & consultancy fees	100	75	-25	PEECS
HS2 Challenge contingency	100	100	0	PEECS
Assisted searches	75	25	-50	PEECS
Potential new responsibilities in relation to Flood defence	50	5	-45	PEECS
Building Control Income	50	0	-50	PEECS
Social Care Pressures (Adults)	4,089	4,089	0	SCHH
Increase in Transitional Children due to Demographic Changes	1,254	1,254	0	SCHH
Asylum Funding Shortfall	880	1,799	+919	SCHH
Social Care Pressures (Children's)	500	500	0	SCHH
Contingency against delivery of grants savings	1,058	0	-1,058	ALL
Fuel	0	100	+100	PEECS
<b>Total net contingency</b>	<b>11,786</b>	<b>11,442</b>	<b>-344</b>	

20. At this stage, a large proportion of the total contingency is expected to be required in full. However, a net underspend on a few items and the assumption that the £1,058k contingency against delivery of grants savings is now not likely to be drawn down, have resulted in an overall underspend of £344k. Details of these variances are discussed below.

21. There has been an adverse movement of £202k in the Asylum funding pressure (£919k) since Month 7. There has been a significant downward movement in the number of UASC for whom LBH can claim funding from UKBA due to an individuals change in status. This relates to

children who have Exhausted All Appeals (EAA) or have been Naturalised. Grant funding is no longer claimable for this group but the Authority still has a duty support them.

22. Detailed information has now been received from UKBA regarding both the Q1 and Q2 claim which has been reviewed and as a result the forecast has been significantly increased. These 2 quarters have shown that for EAA clients there is no material difference between 2010/11 and the first 6 months of 2011/12. However for Naturalisation there have been 22 in the first 6 months of 2011/12 with a further 11 pending compared with just 8 in 2010/11.
23. The forecast position for Development Control Income is a pressure of £405k, which is £55k greater than the sum held in contingency, a £23k improvement on Month 7. The major application forecast has a favourable movement of £10k compared to the previous month. Minor applications recovered by £16k in Month 8 but are still 12% lower than the 4 year average. The forecast for other applications has fallen back by £3k from Month 7, but applications are now above the 4 year average by 1%. Although not reported against this contingency, the pre-application income from developers shows a pressure of £44k, reflecting continuing uncertainty in the housing market.
24. The Flood and Water Management Act has conferred new responsibilities upon local authorities and the funding that the Council has received as part of the grant settlement for 2011/12 is £127k. The Council has completed the Preliminary Flood Risk Appraisal and this has been signed off by the Environment Agency. Recruitment will shortly begin for a flood management officer to fulfil the Council's ongoing responsibilities. However, the recruitment timetable means that the £55k full year cost can be reduced to £5k for the current year.
25. The fuel budget across the group has been increased by £108k for 2011/12 as part of the MTFP process. However prices have continued to rise in 2011 and current analysis shows that fuel budget is under pressure at the current bulk purchase price of £1.15 per litre. A range of projections have been modelled, the worse case scenario showing a pressure of £176k and best case scenario of £97k over the increased budget. A pressure of £100k is therefore considered to be the most likely pressure at this point.
26. Cabinet on 24 November 2011 approved the draw down of £50k from contingency to support the interim in-house operation of three of the Council's golf courses.
27. Across PEECS, £10k has been spent on actions connected with the threat of riots in August and on preventing traveller incursions.

**Priority Growth: Nil variance (no change)**

28. £1,000k was included in the 2011/12 budget for priority growth and £800k for HIP Initiatives. Table 4 summarises the position with regards to each element of priority growth.

Table 4

Priority Growth	2011/12 Budget	Agreed draw downs	Commitments	Unallocated
<i>2011/12 Unallocated Priority Growth at start of the year</i>	£'000	£'000	£'000	£'000
<b>HIP Initiatives New budget:</b>	800			
<b>Agreed:</b>				
Environmental projects		23		
Heritage projects		103		
Customer experience		10		
Website cost		35		
<b>HIP Initiatives unallocated balance</b>	<b>800</b>	<b>172</b>	<b>0</b>	<b>628</b>
<b>Unallocated non specific growth</b>	<b>1,000</b>			
Ward budget scheme		330		
Gold bursaries		20		
<b>Balance of unallocated growth</b>	<b>1,000</b>	<b>350</b>	<b>0</b>	<b>650</b>
<b>Total</b>	<b>1,800</b>	<b>522</b>	<b>0</b>	<b>1,278</b>

29. HIP Steering Group has approved £172k of allocations so far this year leaving £628k as yet unallocated within the HIP initiatives budget. Cabinet have also agreed the recommendation to allocate £330k of priority growth to fund a new Ward budget scheme and £20k of priority growth to fund Gold Bursaries. This leaves £650k of priority growth budget unallocated. However, the Month 8 forecast assumes that the remaining unallocated budgets for both HIP contingency and priority growth will be spent in full, however at this stage in the financial year it is unlikely that full spend will be achieved.

**Corporate Budgets' Forecasts: £2,250k underspend (no change)**

30. Table 5 shows budget, forecast and variance reported on corporate budgets as at Month 8.

Table 5

2011/12 Original Budget	Budget Changes	2011/12 Current Budget (as at Month 8)	Corporate Budgets	2011/12 Forecast Outturn (as at Month 8)	Variances (+ adv/- fav)		
					Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7
£'000	£'000	£'000		£'000	£'000	£'000	
-400	400	0	Unallocated savings	0	0	0	
10,697	-584	10,113	Financing Costs	7,863	-2,250	-2,250	0
			FRS 17 Pension				
-3,322	0	-3,322	Adjustment	-3,322	0	0	0
-35,169	2,875	-32,294	Asset Management A/c	-32,294	0	0	0
			Levy's & other corp				
10,836	-384	10,453	budgets	10,453	0	0	0
-25,556	-87	-25,643	Corporate Govt Grants	-25,643	0	0	0
<b>-42,915</b>	<b>2,221</b>	<b>-40,693</b>	<b>Corporate Budgets</b>	<b>-42,943</b>	<b>-2,250</b>	<b>-2,250</b>	<b>0</b>

31. Financing costs show a forecast underspend of £2,250k at Month 8. This is primarily due to £2,000k being set aside for capital financing for schools or other priority projects which is not likely to be needed in 2011/12. Debt financing costs are forecast to be £250k underspent due to the rephasing of planned capital spend. Investment income remains forecast to be in line with the budget.

## B) CAPITAL

### General Fund Capital Programme

#### Programme Monitoring

32. Table 6 sets out the latest forecast outturn on current General Fund capital projects. Forecasts for future years include live capital projects and programmes of works as included in the draft programmes for 2012/13 to 2014/15 reported to Cabinet and Council in February 2011. Financial implications included within this report do not take into account further programme development yet to be approved by members, the implications of which will be managed through the MTFF process.

33. Budgets reported throughout this report have been adjusted to reflect the rephasing exercise approved by Cabinet in December.

**Table 6:**

General Fund Capital Programme	2011/12	2012/13	2013/14	2014/15	Total (Mth 8)	Total (Mth 7)
<b>Original Budget</b>	78,907	34,364	29,420	28,305	70,996	70,996
<b>Revised Budget</b>	51,083	78,750	29,419	24,744	83,996	187,203
<b>Forecast Outturn</b>	50,219	79,621	28,662	23,744	182,246	183,386
Council Resourced Variance – see table 7	(701)	692	(757)	(1,000)	(1,766)	(3,833)
External Grants Variance	-	-	-	-	-	-
Other Resources Variance	(163)	179	-	-	16	16
<b>Programme Variance</b>	<b>(864)</b>	<b>871</b>	<b>(757)</b>	<b>(1,000)</b>	<b>(1,750)</b>	<b>(3,817)</b>

34. Capital Expenditure at Month 8 was £20,052k or 39.9% of forecast outturn (Month 7 £16,592k). In order to achieve an outturn of £50,219k the expenditure profile for 2011/12 will match that of 2010/11, with 40% expenditure occurring in quarter 4. Significant expenditure on major projects, including Primary Schools Expansions and TfL funded infrastructure works are scheduled for this period.

35. Table 7 sets out variances against the approved Council Resourced programme, with movements from Month 7 detailed below:

**Table 7:**

Council Resourced Variance	2011/12	2012/13	2013/14	2014/15	Total (Mth 8)	Total (Mth 7)
<b>Pressures:</b>						
Primary School Expansions - Phase 1	-	1,035	243	-	1,278	1,237
Primary School Expansions - Rosedale Temporary	-	7	-	-	7	7
Botwell Green Leisure Centre	1,187	-	-	-	1,187	1,187
Farm Barns	18	-	-	-	18	18
Hayes End Library	-	110	-	-	110	110
Highgrove Pool Phase II	-	500	-	-	500	500
Hillingdon Sports & Leisure Centre	274	-	-	-	274	274
Libraries Refurbishment	48	-	-	-	48	48
South Ruislip Development	-	40	-	-	40	40

<b>Total Council Resourced Pressures:</b>	<b>1,527</b>	<b>1,692</b>	<b>243</b>	<b>-</b>	<b>3,462</b>	<b>3,421</b>
<b>Underspends:</b>						
Primary School Expansions - Phase 1A Temporary	(273)	-	-	-	(273)	(273)
Primary School Expansions - Phase 2	(300)	-	-	-	(300)	(313)
ICT Single Development Plan	(378)	-	-	-	(378)	(378)
Laurel Lane (Longmead) Primary School Expansion	(247)	-	-	-	(247)	(247)
Manor Farm Stables Development	(30)	-	-	-	(30)	(30)
<b>Suspended Projects:</b>						
Arundel Road Development HIP	-	-	-	-	-	(2,013)
<b>Total Council Resourced Underspends:</b>	<b>(1,228)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(1,228)</b>	<b>(3,254)</b>
<b>Projected Rephasing:</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>Main Programme Variance:</b>	<b>299</b>	<b>1,692</b>	<b>243</b>	<b>-</b>	<b>2,234</b>	<b>167</b>
<b>General Contingency:</b>	<b>(1,000)</b>	<b>(1,000)</b>	<b>(1,000)</b>	<b>(1,000)</b>	<b>(4,000)</b>	<b>(4,000)</b>
<b>Council Resourced Variance:</b>	<b>(701)</b>	<b>692</b>	<b>(757)</b>	<b>(1,000)</b>	<b>(1,766)</b>	<b>(3,833)</b>

36. The net pressure on live Primary School Expansion projects is currently £712k (Month 7 £658k), primarily relating to previously reported changes of scope and timing on Phase 1 projects. Work is progressing on Phase 1 projects, with sufficient capacity expected to meet demand for September 2012.

37. £2,013k budget previously held for the suspended Arundel Road Development has been removed from the capital programme in the rephasing exercise, accounting for the reduction in the headline variance included above.

38. As previously reported a specific funding strategy is in place to meet the potential pressure on Highgrove Pool, while other pressures can be contained within unallocated general contingency.

39. The new dining hall at Ruislip High School had been scheduled to complete during December 2011, however this has now slipped to January 2012 as a result of slower than forecast progress on site. There are no other significant timing changes to report upon within the General Fund Capital Programme this month.

## Capital Financing

**Table 8:**

<b>Capital Receipts</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>Total (Mth 8)</b>	<b>Total (Mth 7)</b>
Budget approved February 2011	21,319	21,646	10,851	388	54,204	54,204
Revised Budget	10,304	16,931	15,689	11,280	54,204	54,204
Forecast Disposals	6,547	15,895	12,675	12,845	47,962	47,962
<b>Variance</b>	<b>3,757</b>	<b>1,036</b>	<b>3,014</b>	<b>(1,565)</b>	<b>6,242</b>	<b>6,242</b>

40. Current forecast capital receipts for 2011/12 remain at £6,547k with £182k achieved to date, however offers are expected on a number of sites which will allow this forecast to be refreshed.

41. The variance reported over the period 2011-15 relates to changes in market conditions and proposed use of surplus sites for supported housing projects linked to the Social Care



reablement programme. Revenue implications arising from such changes will continue to be managed through the MTFF process.

42. Table 9 summarises forecast prudential borrowing requirement and the future revenue impact of the current General Fund capital and disposals programmes. This provides an indication of the effect of changes to the capital programme on future revenue budgets, with the reported variance linked to the disposals shortfall noted above.

**Table 9:**

<b>Prudential Borrowing Forecast</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>Total (Mth 8)</b>	<b>Total (Mth 7)</b>
Revised Budget	13,917	26,235	(7,361)	(4,067)	28,724	30,737
Council Resourced Variance	(701)	692	(757)	(1,000)	(1,766)	(3,833)
Capital Receipts Variance	3,757	1,036	3,014	(1,565)	6,242	6,242
<b>Forecast Borrowing</b>	<b>16,973</b>	<b>27,963</b>	<b>(5,104)</b>	<b>(6,632)</b>	<b>33,200</b>	<b>33,146</b>
<b>Variance</b>	<b>3,056</b>	<b>1,728</b>	<b>2,257</b>	<b>(2,565)</b>	<b>4,476</b>	<b>2,409</b>
<b>Future Revenue Impact</b>	<b>214</b>	<b>121</b>	<b>158</b>	<b>(180)</b>	<b>313</b>	<b>169</b>

### Housing Revenue Account Capital Programme

43. Table 10 details the latest forecast outturn for the HRA capital programme, indicating an underspend of £554k (Month 7 £857k underspend), while forecast outturn for 2011/12 is expected to drop from £12,709k to £10,938k. Both movements relate to Pipeline Phase 2 Projects - Low Cost Home Ownership projects and are addressed below.

**Table 10:**

<b>Housing Revenue Account Capital Programme</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>Total (Mth 8)</b>	<b>Total (Mth 7)</b>
<b>Original Budget</b>	14,850	2,326	2,150	2,235	21,561	21,561
<b>Revised Budget</b>	13,489	3,733	2,150	2,235	21,607	21,607
<b>Forecast Outturn</b>	10,938	5,730	2,150	2,235	21,053	20,750
HRA Resourced Variance	(2,451)	1,897	-	-	(554)	(857)
External Grants Variance	(100)	100	-	-	-	-
Other Resources Variance	-	-	-	-	-	-
<b>Programme Variance</b>	<b>(2,551)</b>	<b>1,997</b>	<b>-</b>	<b>-</b>	<b>(554)</b>	<b>(857)</b>

44. Year to date expenditure at Month 7 was £6,998k or 64.0% of latest forecast (Month 7 £6,168k), remaining expenditure is now expected to predominantly relate to completion of the Triscott House project by January 2012 (16 weeks later than originally planned) and on-going works to existing housing stock.

<b>HRA Resources</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>	<b>Total (Mth 8)</b>	<b>Total (Mth 7)</b>
<b>Pressures:</b>						
HRA Pipeline Sites Phase 1		100			100	25
Pipeline Sites Phase 2 – Sites in Progress		228			228	-
<b>Total HRA Resourced Pressures:</b>	<b>-</b>	<b>328</b>	<b>-</b>	<b>-</b>	<b>328</b>	<b>25</b>
<b>Underspends:</b>						
Extra Care Sites Phase 1 - Triscott House	(102)				(102)	(102)
<b>Suspended Projects:</b>						
Pipeline Sites Phase 2 - Denbigh Drive	(780)				(780)	(780)
<b>Total HRA Resourced Underspends:</b>	<b>(882)</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>(882)</b>	<b>(882)</b>

<b>Projected Rephasing:</b>	<b>(1,569)</b>	<b>1,569</b>	-	-	-	-
<b>HRA Programme Variance:</b>	<b>(2,451)</b>	<b>1,897</b>	-	-	<b>(554)</b>	<b>(857)</b>

45. The pressure forecast on Pipeline Phase 1 within the capital programme has increased from £25k to £100k increasing the project cost to £7,309k, due to additional costs from the main contractor relating to security, re-designs, highways works and additional building costs. Final settlement on this contract is expected in the next month.

46. A pressure of £228k is now forecast on Pipeline Phase 2 - Low Cost Home Ownership due to variations to the main contract relating to additional demolition, highways works and an increased scope of construction works. In addition £1,846k expenditure has been rephased into 2012/13 as only Gilbert Road is currently on-site, with works at other sites now not expected to commence in early 2012.

47. Original grant conditions for Pipeline Phase 2 required completion of all sites by 31 March 2012. Council officers have requested an extension to this deadline in light of expected completion dates during 2012/13 and an early unofficial response indicates acceptance of this response.

## **CORPORATE CONSULTATIONS CARRIED OUT**

### **Financial Implications**

6. The financial implications are contained in the body of the report.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

7. This is a Corporate Finance report.

### **Legal**

8. There are no legal implications arising from this report.

## **BACKGROUND PAPERS**

9. Monitoring report submissions from Groups.



## APPENDIX A – Detailed Group Forecasts

### Social Care, Health and Housing (SCH&H)

Revenue: **£1,219k Pressure (£221k adverse)**

- The month 8 revenue monitoring report for 2011/12 has been compiled following analysis of relevant activity trends and implementation of the MTF £11.4m savings programme. In summary there is an adverse movement of £221k from the month 7 position resulting in a forecast of £1,219k pressure as shown in the table below.

Services		2011/12 (As at Month 8)		% Var of budg et	Variances (+ adv/- fav)		
		Current Budget	Forecast		Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7
		£'000	£'000		£'000	£'000	£'000
Children & Families Services	<i>Exp</i>	+31,616	+31,428	-1%	-188	-163	-25
	<i>Inc</i>	-3,651	-3,791	4%	-140	-140	-0
	<b>Total</b>	<b>+27,965</b>	<b>+27,637</b>	<b>-1%</b>	<b>-328</b>	<b>-303</b>	<b>-25</b>
Asylum Services	<i>Exp</i>	+11,895	+7,571	-36%	-4,324	-153	-4,172
	<i>Inc</i>	-10,851	-6,526	-40%	+4,325	+153	+4,172
	<b>Total</b>	<b>+1,044</b>	<b>+1,045</b>	<b>0%</b>	<b>-0</b>	<b>-0</b>	<b>-0</b>
Older People's Services	<i>Exp</i>	+37,383	+39,460	6%	+2,077	+1,767	+310
	<i>Inc</i>	-8,463	-9,366	11%	-903	-849	-54
	<b>Total</b>	<b>+28,920</b>	<b>+30,094</b>	<b>4%</b>	<b>+1,174</b>	<b>+918</b>	<b>+256</b>
Physical & Sensory Disability Services	<i>Exp</i>	+9,009	+9,098	1%	+90	+66	+23
	<i>Inc</i>	-673	-872	30%	-200	-209	+9
	<b>Total</b>	<b>+8,336</b>	<b>+8,226</b>	<b>-1%</b>	<b>-110</b>	<b>-143</b>	<b>+33</b>
Learning Disability Services	<i>Exp</i>	+31,735	+32,195	1%	+460	+397	+62
	<i>Inc</i>	-5,494	-5,671	3%	-177	-197	+20
	<b>Total</b>	<b>+26,241</b>	<b>+26,524</b>	<b>1%</b>	<b>+283</b>	<b>+201</b>	<b>+82</b>
Mental Health Services	<i>Exp</i>	+7,390	+7,450	1%	+60	+50	+10
	<i>Inc</i>	-336	-396	18%	-60	-50	-10
	<b>Total</b>	<b>+7,054</b>	<b>+7,054</b>	<b>0%</b>	<b>-0</b>	<b>-0</b>	<b>-0</b>
Housing Benefits	<i>Exp</i>	+161,640	+165,646	2%	+4,007	+4,132	-126
	<i>Inc</i>	-158,115	-161,996	2%	-3,881	-3,881	-0
	<b>Total</b>	<b>+3,525</b>	<b>+3,650</b>	<b>4%</b>	<b>+125</b>	<b>+251</b>	<b>-126</b>
Housing Needs Services	<i>Exp</i>	+12,741	+15,515	22%	+2,775	+2,881	-107
	<i>Inc</i>	-10,021	-12,795	28%	-2,775	-2,881	+106
	<b>Total</b>	<b>+2,720</b>	<b>+2,720</b>	<b>0%</b>	<b>-0</b>	<b>-0</b>	<b>-0</b>
SCH&H Other Services	<i>Exp</i>	+17,052	+17,108	0%	+56	+88	-32
	<i>Inc</i>	-3,215	-3,197	-1%	+18	-14	+33
	<b>Total</b>	<b>+13,837</b>	<b>+13,912</b>	<b>1%</b>	<b>+74</b>	<b>+74</b>	<b>-0</b>
<b>Total Expenditure</b>		+320,461	+325,472	2%	+5,011	+9,067	-4,056
<b>Total Income</b>		-200,818	-204,611	2%	-3,792	-8,069	+4,276
<b>SCH&amp;H Total</b>		<b>+119,643</b>	<b>+120,862</b>	<b>1%</b>	<b>+1,219</b>	<b>+998</b>	<b>+221</b>

- Overall there is an adverse movement of £221k from the month 7 forecast for Social Care & Housing due to continuing pressure in Older People's services.
- The forecast assumes the full use of contingency available to the department and that the pressure on Asylum services continues to be funded from the council's general contingency.

## **MTFF Savings**

4. The group is delivering a savings programme totalling £11.4m and to date has banked £9,748k (85%). At the present time slippage of £291k has been identified in Adult Social Care (excluding Mental Health) and is included in the forecasts set out below. The remainder of the programme is on target to deliver the balance albeit recognising that these represent major changes in service delivery for the group.

### **Children Services: £328k favourable (£25k favourable)**

5. There have been a number of small movements across this £28m budget since the month 7 forecast.

### **Asylum: £919k adverse (£202k adverse)**

6. There has been a significant downward movement in the number of UASC for whom LBH can claim funding from UKBA due to an individuals change in status. This relates to children who have Exhausted All Appeals (EAA) or have been Naturalised. Grant funding is no longer claimable for this group but the Authority still has a duty support them.
7. Detailed information has now been received from UKBA regarding both the Q1 and Q2 claim which has been reviewed and as a result the forecast has been significantly increased. These 2 quarters have shown that for EAA clients there is no material difference between 2010-11 and the first 6 months of 2011-12. However for Naturalisation there have been 22 in the first 6 months of 2011-12 with a further 11 pending compared with just 8 in 2010-11.

### **Older People's Services: £1,174k adverse (£256k adverse)**

8. The £108k adverse movement primarily relates to a net increase in the number of people in residential nursing placements due to a lower rate of deaths this year when compared to the trend over the last 12 months. The service has, however, been successful in reducing the number of new placements by fully engaging with the Reablement and TeleCareLine service.

### **Physical Disabilities: £110k favourable (£33k adverse)**

9. There have been a number of small adverse movements across this £9m budget since M7 forecast.

### **Learning Disability: £283k adverse (£82k adverse)**

10. The primary reason for this adverse movement relates to a slight increase in pressure on Community based services, most noticeably in Direct Payments.

### **Housing Benefit: £125k Pressure (£126k favourable)**

11. The rate at which the pressure relating to private tenants experienced in the first half of the year was rising has eased in the last 2 months enabling the forecast to be reduced. It is not known at this stage bearing in mind the recent increase in unemployment whether this will remain the case.

### **SCH&H Other Services: £74k adverse (no change)**

12. There has been no material movement in the forecast since last month.

## Housing HRA

13. The HRA has a gross budget of £59.3m and is forecasting a £1,269k favourable position at month 8, an improvement of £156k from the month 7 position.

<b>Services</b>		<b>2011/12 Budget (as at Month 8) £000</b>	<b>2011/12 Forecast (as at Month 8) £000</b>	<b>% Var of budget</b>	<b>Variance (As at Month 8) £'000</b>	<b>Variance (As at Month 7) £000</b>	<b>Change from Month 7 £000</b>
General and Special Services	Exp	+16,930	+16,636	-2%	-294	-278	-16
Repairs Services	Exp	+21,287	+21,005	-1%	-282	-160	-122
Subsidy Payment to Government	Exp	+15,492	+15,472	0%	-20	-20	0
Capital Funded from Revenue (RCCO)	Exp	+2,384	+2,384	0%	0	0	0
Other Expenditure	Exp	+3,178	+3,203	1%	+25	+29	-4
Income	Inc	-56,796	-57,494	1%	-698	-684	-14
<b>In Year (Surplus) / Deficit</b>	<b>Total</b>	<b>+2,475</b>	<b>+1,206</b>	<b>-51%</b>	<b>-1,269</b>	<b>-1,113</b>	<b>-156</b>

14. The major reason for the improvement is a £122k improvement in the repairs service forecast. This is due to successful recruitment in the in-house repairs team which has enabled the use of private contractors to be reduced.

## Planning Environment Education and Community Services

**Revenue: £384k underspend (£175k improvement)**

15. The Group has a projected outturn position of £384k underspend, excluding all pressure areas that have identified contingency provisions.

Services		2011/12 (As at Month 8)		% Var of budget	Variances (+ adv/- fav)		
		Current Budget	Forecast		Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7
		£'000	£'000		£'000	£'000	£'000
Corporate Property & Construction	<i>Exp</i>	3,457	3,640	5%	+183	+133	+50
	<i>Inc</i>	-3,049	-3,049	0%	0	0	0
	<b>Total</b>	<b>408</b>	<b>591</b>	<b>45%</b>	<b>+183</b>	<b>+133</b>	<b>+50</b>
Education	<i>Exp</i>	289,867	289,277	0%	-590	-489	-101
	<i>Inc</i>	-252,164	-252,695	0%	-531	-531	0
	<b>Total</b>	<b>37,702</b>	<b>36,581</b>	<b>-3%</b>	<b>-1,121</b>	<b>-1,020</b>	<b>-101</b>
ICT Highways & Business Services	<i>Exp</i>	33,572	33,735	0%	+163	+163	0
	<i>Inc</i>	-16,406	-16,033	-2%	+373	+373	0
	<b>Total</b>	<b>17,166</b>	<b>17,702</b>	<b>3%</b>	<b>+536</b>	<b>+536</b>	<b>0</b>
Planning, Consumer Protection, Sport & Green Spaces	<i>Exp</i>	12,045	11,889	-1%	-156	-130	-26
	<i>Inc</i>	-3,911	-3,647	-7%	+264	+267	-3
	<b>Total</b>	<b>8,134</b>	<b>8,242</b>	<b>1%</b>	<b>+108</b>	<b>+137</b>	<b>-29</b>
Public Safety & Environment	<i>Exp</i>	42,423	41,951	-1%	-472	-417	-55
	<i>Inc</i>	-15,113	-14,631	-3%	+482	+482	0
	<b>Total</b>	<b>27,310</b>	<b>27,320</b>	<b>0%</b>	<b>+10</b>	<b>+65</b>	<b>-55</b>
Transportation Planning Policy & Community Engagement	<i>Exp</i>	3,826	3,726	-3%	-100	-60	-40
	<i>Inc</i>	-2,961	-2,961	0%	0	0	0
	<b>Total</b>	<b>866</b>	<b>766</b>	<b>-12%</b>	<b>-100</b>	<b>-60</b>	<b>-40</b>
<b>Total Expenditure</b>		<b>385,189</b>	<b>384,217</b>	<b>0%</b>	<b>-972</b>	<b>-800</b>	<b>-172</b>
<b>Total Income</b>		<b>-293,605</b>	<b>-293,017</b>	<b>0%</b>	<b>+588</b>	<b>+591</b>	<b>-3</b>
<b>PEECS Total</b>		<b>91,584</b>	<b>91,200</b>	<b>0%</b>	<b>-384</b>	<b>-209</b>	<b>-175</b>

### **Corporate Property & Construction: £183k overspend (£50k adverse)**

1. Property Disposal and empty buildings are forecasting a pressure of £35k which relates to the cost of maintaining vacant assets within the Estate. In addition, there is a pressure of £50k arising from unbudgeted consultancy costs being incurred to investigate a compensation claim for contaminated land at New Year's Green Lane.
2. There is a £98k pressure which relates to the underachievement on the 2011/12 MTFF savings target relating to the corporate landlord staffing review.

### **Education: £1,121k underspend (£101k improvement)**

#### **Schools: variance not applicable**

3. The Schools Budget is ring fenced and funded from the DSG. Schools' expenditure is monitored quarterly with any forecast year-end deficits being the subject of detailed discussions with the schools concerned. Schools forecasting deficits are required to work with the Schools Finance Team and supply recovery plans identifying how they intend to eliminate

their deficit. It should be noted that the DSG budgets are completely separate to the General Fund and no interaction between these two funds is allowable.

- Any underspend or overspend of the Schools Budget in 2011/12 would be carried forward as the schools own balances into 2012/13 and would have no effect on the General Fund.
- The retained DSG element follows the similar procedure but is carried forward as a whole for the Schools Forum then to decide how to allocate it in 2012/13.

**Youth & Connexions: £210k overspend (£205k improvement)**

- The Connexions service has a pressure of £687k against the MTFE savings target. A reduced contract price has been agreed that has produced a saving for the current year, and continues to deliver the Connexions service. The youth service is reporting an underspend of £477k, due to the service having a significant number of staff vacancies, as the service is undergoing a major BID review. These are being held vacant where it does not affect service delivery, and will assist with delivering the 2012/13 full year saving target, as well as providing a one-off in year saving. The improvement in Month 8 reflects the updated position now that the review has moved into the consultation stage.

**Childcare, Early Years and Children Centres: £213k underspend (£198k adverse)**

- Part of this service area was previously funded by the ringfenced Sure Start Grant - these budgets have now been incorporated into the base budget.
- The other part of this service area continues to be DSG funded and includes Hillingdon's three Early Years Centres and 3 & 4 Year Old Nursery grants. The Hillingdon's Early Years Centres are either confirmed Children's Centres or building up to Children's Centre status.
- Children's Centres budgets have been reviewed and are being reduced by 8.4% giving a BID saving of £411k, of which £198k is attributable to the savings expected from unringfenced grants identified for 2011/12, and is now counted against the Education central budget.

**School Improvement Service: £500k underspend (no change)**

- A review of the service's budget and expenditure including a review of grant income has identified an underspend of £500k, which relates to the application of grant income to eligible expenditure up to August 2011 - this has released base budget to achieve a one-off saving for the current year.

**Education Central Budget: £112k underspend (no change)**

- This area consists of the Education Central Support Cost budget, certain centrally managed items and corporate charges such as debt interest which will be charged at the year-end in line with the budget.
- There is an underspend on the Barnhill PFI project revenue budget - the original General Fund allocation was to cover a range of associated costs amongst which included the FM contract and legal costs. The revised calculation of PFI credits produces a saving of £310k.
- The remainder of the forecast for these items includes £148k representing the MTFE saving on extended schools support that can not be achieved, plus a £50k shortfall on the MTFE saving for the education business support review that is offset by brought forward savings on the group-wide review of support functions reported within Public Safety and Environment below. The share of Children's Centres savings attributable to the 5% target saving on

unringfenced grants of £198k is now reported here, allowing items offsetting the previously forecast shortfall on other elements of the target to be released to the relevant services within the education budget.

**Access & Inclusion: £488k underspend (£94k improvement)**

14. The service is forecasting an underspend of £488k, comprising of a £308k underspend in the Educational Psychology service, an underspend of £102k in the Pupil Support Service and an underspend of £78k in the Parent Support Service, where there are a number of vacant posts. The Educational Psychology position reflects the bringing forward of savings targeted for 2012/13 in order to cover the shortfall on Connexions savings identified above.

**ICT Highways & Business Services: £536k overspend (no change)**

**Imported Food: £50k overspend (no change)**

15. This is a service area where significant income targets were set as part of the MTF savings programme, reflecting the new levies for catch certificates and perishable food certificates and inspections. Although there is limited historic data to base an analysis on, current indications of the projected outturn for these new income streams are that they will exceed their targets by up to £75k, allowing for expected seasonal variations. However, the targets for the existing business of the service continue to be under pressure as a result of the depressed economic conditions, which is estimated to be at least £125k based on current projections.

**SEN Transport: £151k pressure (no change)**

16. This is an area that has seen significant pressure in the last financial year and as a result growth monies were allocated to support the service for 2011/12. The service is currently reporting a pressure of £151k - there has been an increase of 13 routes compared to 2010/11, with the prospect of further routes being required due to the high level of in-year admissions and placements being made at this time. The service is endeavouring to minimise the cost impact by consolidating routes wherever possible.

**Facilities Management: £335k overspend (no change)**

17. There is a forecast pressure of £270k across facilities management, maintenance and Borough Wide Maintenance budgets. The larger proportion of this is due to a pressure against the income target to sell services to the schools and other externally funded services, where schools have opted out and have purchased FM services directly. There are also pressures on maintenance budgets for day to day repairs.

18. The Middlesex Suite is forecasting a pressure of £65k. The pressure has been due to a general slow down in demand set against a challenging income target. The marketing of this service has been reviewed and updated, however the impact of this is yet to be reflected in additional hires.

**Planning, Consumer Protection, Sport & Green Spaces: £108k overspend (£29k improvement)**

**Sport & Green Spaces : £234k overspend (£26k improvement)**

19. 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. £50k has been released from contingency to establish effective management of the courses, however, there are pressures resulting from rent foregone due to the re-possession,



consisting of two quarters rent income (£140k), plus the Council's share of turnover income for 2010/11 that is unlikely to be recovered (£110k). In addition, the turnover income target for 2011/12 of £100k has effectively transferred to the in-house operation. The costs and income from this for the remainder of the year are currently being assessed, however at this stage after the application of contingency funding it is unlikely that any surplus will be delivered. Hence an early indicative estimate of the total current income pressure this financial year is £350k.

20. There are compensating savings elsewhere in the division arising from bringing litter collection in parks in-house (£30k), from one-off reduced maintenance commitments this financial year (£60k), and a retrospective business rate refund on Hayes Pool (£26k).

**Planning: £86k underspend (£3k improvement)**

21. There is an in-year surplus of £130k against the income target for Section 106 administration fees due to the conclusion of two large agreements, no change compared to Month 7.

22. Pre-application advice income from developers shows a pressure of £44k, an improvement of £3k compared to Month 7, despite continuing uncertainty in the housing market.

**Consumer Protection: £40k underspend (no change)**

23. There is an underspend of £40k on salaries budgets across the service due to posts being held vacant in anticipation of BID savings for 2012/13 onwards.

**Public Safety & Environment: £10k overspend (£55k improvement)**

**Waste Services: £205k underspend (£55k improvement)**

24. Waste Disposal is forecasting a £150k underspend based on confirmation of the second quarter charges attributable to the variable element of the levy.

25. Overall the rest of the waste services are reporting a £55k underspend, after pressures in kerbside recycling are assumed to be met from the contingency sum of £150k. The Trade Waste service has increased its fees and has an associated MTFE savings target. The indications are that the service has broadly maintained its customer base and the target will be achieved. It is also likely that there will be an underspend on graffiti removal based on current demand for this service.

**Harlington Road Depot: £163k pressure (no change)**

26. The forecast outturn for Harlington Road Depot is a pressure of £163k. The pressure chiefly relates to a reduction in the intensity of usage. This is due to the movement of some Council services to the Civic Centre, together with the loss of Hillingdon Homes contributions for space occupation at the depot and use of the Stores facility.

**Parking: £150k overspend (no change)**

27. There is a projected shortfall of around £150k on off-street parking, which is attributable to Cedars and Grainges multi-storey car parks in Uxbridge town centre, partly reflecting pressures reported last financial year and a further reduction in consumer confidence among shoppers in view of the worsening economic outlook.

28. There is also a pressure of £50k for on-street parking income reflecting a similar trend in PCN income to last year. There are compensating savings of £50k on the expenditure side, and as a result it is anticipated that the PRA will break even.

**Libraries: £64k overspend (no change)**

29. There is an underlying pressure across the income streams, currently forecast at £64k which can not be contained within the overall Library budget. This relates to reduced fine income due to the implementation of on-line renewals, as well as the ongoing trend reduction in demand for audio-visual material.

**Directorate Support: £50k underspend (no change)**

30. The BID reviews of business support and technical administration have been undertaken on a group-wide basis and been now been implemented producing an additional saving of £50k this financial year, representing the bringing forward of part of the saving already identified for the 2012/13 financial year.

**Transportation Planning Policy and Community Engagement: £100k underspend (£40k improvement)**

31. The service is reporting a £60k favourable position due to the savings resulting from a restructure in the Road Safety service, which is included in the MTFE savings for 2012/13 reported to December Cabinet. In addition, there is a one-off underspend of £40k as a result of vacant posts across the rest of the service.



## Central Services

Revenue: £305k favourable (No change)

Services		2011/12 (As at Month 8)		% Var of budget	Variances (+ adv/- fav)		
		Current Budget	Forecast		Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7
		£'000	£'000		£'000	£'000	£'000
Chief Executive/Deputy Chief Executive	<i>Exp</i>	646	645	0%	-1	-1	0
	<i>Inc</i>	0	0		0	0	0
	<i>Rechgs</i>	-8	-8	0%	0	0	0
	<b>Total</b>	<b>638</b>	<b>637</b>		<b>-1</b>	<b>-1</b>	<b>0</b>
Audit & Enforcement	<i>Exp</i>	1,441	1,405	-2%	-36	-36	0
	<i>Inc</i>	0	-4		-4	-4	0
	<i>Rechgs</i>	-898	-898	0%	0	0	0
	<b>Total</b>	<b>543</b>	<b>503</b>		<b>-40</b>	<b>-40</b>	<b>0</b>
Corporate Communications	<i>Exp</i>	919	817	-11%	-102	-102	0
	<i>Inc</i>	-27	-26	-4%	1	1	0
	<i>Rechgs</i>	-862	-829	-4%	33	33	0
	<b>Total</b>	<b>30</b>	<b>-38</b>		<b>-68</b>	<b>-68</b>	<b>0</b>
Democratic Services	<i>Exp</i>	3,258	3,292	1%	34	34	0
	<i>Inc</i>	-453	-489	7%	-36	-31	-5
	<i>Rechgs</i>	412	412	0%	0	0	0
	<b>Total</b>	<b>3,217</b>	<b>3,220</b>		<b>-2</b>	<b>3</b>	<b>-5</b>
Finance & Procurement Services	<i>Exp</i>	10,753	10,848	1%	95	86	9
	<i>Inc</i>	-522	-528	1%	-6	-6	0
	<i>Rechgs</i>	-6,107	-6,107	0%	0	0	0
	<b>Total</b>	<b>4,124</b>	<b>4,204</b>		<b>89</b>	<b>80</b>	<b>9</b>
Human Resources	<i>Exp</i>	4,802	4,764	-1%	-38	-36	-2
	<i>Inc</i>	-1,126	-1,139	1%	-13	-13	0
	<i>Rechgs</i>	-3,702	-3,702	0%	0	0	0
	<b>Total</b>	<b>-26</b>	<b>-75</b>		<b>-51</b>	<b>-49</b>	<b>-2</b>
Legal Services	<i>Exp</i>	1,934	1,965	2%	31	38	-7
	<i>Inc</i>	-152	-129	-15%	23	23	0
	<i>Rechgs</i>	-1,819	-1,819	0%	0	0	0
	<b>Total</b>	<b>-37</b>	<b>24</b>		<b>54</b>	<b>61</b>	<b>-7</b>
Policy & Performance	<i>Exp</i>	5,197	4,939	-5%	-258	-263	5
	<i>Inc</i>	-533	-561	5%	-28	-28	0
	<i>Rechgs</i>	-734	-734	0%	0	0	0
	<b>Total</b>	<b>3,773</b>	<b>3,482</b>	<b>0</b>	<b>-286</b>	<b>-291</b>	<b>5</b>
<b>Total Expenditure</b>		<b>28,950</b>	<b>28,675</b>	<b>-2%</b>	<b>-275</b>	<b>-280</b>	<b>5</b>
<b>Total Income</b>		<b>-2,813</b>	<b>-2,876</b>	<b>-13%</b>	<b>-63</b>	<b>-58</b>	<b>-5</b>
<b>Total Recharges</b>		<b>-13,718</b>	<b>-13,685</b>	<b>0%</b>	<b>33</b>	<b>33</b>	<b>0</b>
<b>CS Total</b>		<b>12,419</b>	<b>12,114</b>	<b>-2%</b>	<b>-305</b>	<b>-305</b>	<b>0</b>

### Audit and Enforcement: £40k favourable (No change)

1. This underspend relates primarily to vacant posts within the teams, the recruitment to which is intended for later in the year and will bring the team to full establishment to ensure that controls are maintained during this period of restructuring.

**Finance and Procurement: £89k pressure (Adverse £9k)**

2. The pressure in finance relates to one-off redundancy costs arising from the BID restructure of the service.

**Corporate Communications: £68k favourable (No change)**

3. The underspend comes from staff vacancies continuing to be held open following the restructure and a review of the funding strategy of Hillingdon People.

**Democratic Services: £2k favourable (Improvement £5k)**

4. Overspends within salaries due to the inability to achieve the MVF as a result of a full establishment, have been reduced by an increase in the expected over-recovery of income and various non salary underspends.

**Policy, Performance and Partnerships: £286k favourable (Adverse £5k)**

5. The restructure of the Policy and Performance Team is now complete and set to deliver significant savings. There are also substantial staffing savings within the Partnerships team. These savings will be taken as part of the MTF 2012/13, but provide an in-year underspend in 2011/12. Some non salaries expenditure has caused the adverse movement this month.

**Human Resources: £51k favourable (Improvement £2k)**

6. A review of recharges within the service has resulted in an improvement to the monitoring position in month 8. There are some pressures remaining within salaries due to the MVF.

**Legal Services: £54k pressure (Improvement £7k)**

7. Salary overspends due to MVF and cover required for maternity leave along with a shortfall in the income target for charges to capital schemes make up this overspend. Vacancy savings and not covering a maternity leave post have contributed to the improvement this month. Reviews of business processes are continuing within Legal, focusing on court cost recovery and business processes within the support team with the aim of delivering savings going forward.

## **APPENDIX B – Treasury Management Report – Position as at 30 November 2011**

### **Outstanding Deposits - Average Rate of Return on Deposits: 0.92%**

	<b>Actual £m</b>	<b>Actual %</b>	<b>Bench-mark %</b>
Up to 1 Month	54.1	51.38	60.00
1-2 Months	26.7	25.36	0.00
2-3 Months	12.0	11.40	40.00
3-6 Months	0.0	0.0	0.00
6-9 Months	2.0	1.9	0.00
9-12 Months	0.0	0.0	0.00
12-18 Months	0.0	0.0	0.00
<b>Subtotal</b>	<b>94.8</b>	<b>90.04</b>	<b>100.00</b>
Unpaid Maturities	10.5	9.96	0.00
<b>Total</b>	<b>105.3</b>	<b>100.00</b>	<b>100.00</b>

1. Due to the recent downgrades of Nationwide BS, Lloyds Banking Group and Royal Bank of Scotland, deposits totalling £20.1m remain below the Council's minimum credit criteria. £76.6m is held with UK institutions, which hold a minimum A+ (Fitch or equivalent) long-term credit rating and the remaining £10.5m are unpaid Icelandic investments.
2. Deposits are currently held with the following institutions; BlackRock MMF, Deutsche MMF, Fidelity MMF, Goldman Sachs MMF, HSBC MMF, Ignis MMF, PSDF MMF, Barclays Bank, HSBC Bank plc, Lloyds TSB Banking Group, Nationwide BS, Royal Bank of Scotland, Lancashire County Council & Birmingham City Council.
3. During November fixed-term deposits continued to mature in line with cash flow requirements. Surplus funds were either placed in instant access accounts or short fixed term deposits of up to two months in order to meet near term cash flow requirements and remain within counterparty limits.

### **Outstanding Debt - Average Interest Rate on Debt: 3.60%**

	<b>Actual £m</b>	<b>Actual %</b>
PWLB	118.71	71.12
Long-Term Market	48.00	28.88
Temporary	0.00	0.00
<b>Total</b>	<b>166.71</b>	<b>100</b>

4. There were no early debt repayments or rescheduling activities during November and there were no breaches of the prudential indicators during November.

### **Ongoing Strategy**

5. To maintain liquidity for day-to day business operations short-term balances will be placed in money market funds as these are yielding a higher rate of interest than those offered on fixed term deposits of up to two months, within counterparty limits. New deposits with UK banks will continue to have maximum maturity period of 3 months.

6. During November outstanding PWLB loans carried premiums and therefore made rescheduling of debit unfeasible, however, early redemption opportunities will continue to be monitored.

## APPENDIX C

### Retaining of agency staff for Social Care, Health, and Housing Services

1. The following agency staff are required to be retained within Social Care and Housing to maintain essential services whilst recruitment is in process or to deliver key improvement projects.
2. In respect of disabilities In-House services this relates to 12 posts within a total of 63 that have been covered by agency staff since April 2010. This is necessary at the present time as posts are being held vacant pending re-shaping of services. In residential homes in particular, agency cover is often required at short notice to ensure there is sufficient staffing for specific shifts to avoid breaching CQC registration standards.

Ref	Post Title	Start Date	Proposed End Date	2010/11 Spend £000	2011/12 Est spend £000	Total Cumulative Spend £000
1	Interim IAS Transformation Lead	01-Jul-11	31-May-12	0	114	114
2	Children in Need Senior Social Worker	01-Apr-11	01-Apr-12	53	41	94
3	TeleCareLine Project Manager	15-Mar-11	24-Feb-12	0	57	57
4	Residential Care Worker – Colham Road	01-Apr-11	01-Apr-12	30	26.5	57
5	Residential Care Worker – Colham Road	01-Apr-11	01-Apr-12	30	26.5	57
6	Residential Care Worker – Colham Road	01-Apr-11	01-Apr-12	30	26.5	57
7	Residential Care Worker – Colham Road	01-Apr-11	01-Apr-12	30	26.5	57
8	Residential Care Worker – Colham Road	01-Apr-11	01-Apr-12	30	26.5	57
9	Residential Care Worker – Colham Road	01-Apr-11	01-Apr-12	30	26.5	57
10	Residential Care Worker – Colham Road	01-Apr-11	01-Apr-12	30	26.5	57
11	Residential Care Worker – Colham Road	01-Apr-11	01-Apr-12	30	26.5	57
12	Team Leader- Colham Road	01-Apr-11	01-Apr-12	22.5	28.5	51
13	Team Leader- Colham Road	01-Apr-11	01-Apr-12	22.5	28.5	51
14	Support Worker – Disabilities & MH	01-Apr-11	01-Apr-12	27	28	55
15	Day Centre Officer – Disabilities & MH	01-Apr-11	01-Apr-12	26	32	58

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