



HILLINGDON
LONDON



Cabinet

Date: THURSDAY, 23 JANUARY
2014

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

Councillors in the Cabinet:

Ray Puddifoot MBE (Chairman)
Leader of the Council

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

Jonathan Bianco
Finance, Property & Business Services

Keith Burrows
Planning, Transportation & Recycling

Philip Corthorne
Social Services, Health & Housing

Douglas Mills
Community, Commerce & Regeneration

Scott Seaman-Digby
Central Services

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Published: Wednesday, 15 January 2014

Contact:
Mark Braddock

Tel: 01895 250470
Fax: 01895 277373
Email: mbraddock@hillington.gov.uk

This Agenda is available online at:
www.hillingdon.gov.uk

Lloyd White
Head of Democratic Services
London Borough of Hillingdon,
3E/05, Civic Centre, High Street, Uxbridge, UB8 1UW
www.hillingdon.gov.uk



INVESTOR IN PEOPLE

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Notice (5-day)

Transparency in decision-making: notice of any business in private, any representations received and any urgent business.

The London Borough of Hillingdon is a modern, transparent Council and through effective Cabinet governance, it seeks to ensure the decisions it takes are done so in public as far as possible

Much of the business on the agenda for this Cabinet meeting will be open to residents, the wider public and media to attend. However, there will be some business to be considered that contains, for example, confidential, commercially sensitive or personal information. Such business is shown in Part 2 of the agenda and is considered in private. Further information on why this is the case can be sought from the Democratic Services contact on the agenda front page.

Notice of meeting (private in part)

This is formal notice under The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 to confirm that the Cabinet meeting to be held on:

23 January 2014 at 7pm in Committee Room 6, Civic Centre, Uxbridge

will be held partly in private and that 28 clear days public notice of this has been given. The reason for this is because the private (Part 2) reports listed on the agenda for the meeting will contain either confidential information or exempt information under Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it. A list of the reports which are expected to be considered at this meeting in both public and private are set out in a list on this agenda and notice, including a number or reason why a particular decision will be taken in private under the categories set out below:

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

Notice of urgent business

To ensure greater transparency in decision-making, 28 clear days public notice of the decisions to be made both in public and private has been given. The only exception to this is the following urgent business item on the agenda: (13) Kings College Pavilion Flats, where it was impracticable to give sufficient notice. The Chairman of the Executive Scrutiny Committee has been notified in writing about this urgent business.

Representations

No representations from the public have been received regarding this meeting.

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 A review by the External Services Scrutiny Committee: Stigma and the Effect on Residents' Mental and Physical Health (Cllrs Corthorne and Simmonds) 17 - 46
- 6 A review by the Social Services, Health & Housing Policy Overview Committee: The Causes of Tenancy Failure and How it Can be Prevented (Cllr Corthorne) 47 - 98
- 7 Promoting Economic Development and Regeneration in Hillingdon - Update (Cllr Mills) 99 - 114
- 8 Standards and Quality in Education (Cllr Simmonds) 115 - 136
- 9 West London Waste Plan (Cllr Burrows) 137 - 226
- 10 Establishment of a Hillingdon Safer Neighbourhood Board (Cllr Mills) 227 - 236
- 11 Monthly Council Budget Monitoring Report (Cllr Bianco) 237 - 290
- 12 School Capital Programme - Update (Cllrs Simmonds & Bianco) **REPORT TO FOLLOW**

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

13	Kings College Pavilion Flats (Cllr Bianco)	291 - 298
14	Award of Contract - Vehicle Replacement Program 2013/14 (Cllr Bianco)	299 - 310
15	Award of Contract - Independent Travel Training Service (Cllr Simmonds)	311 - 326
16	Voluntary Sector Leases (Cllr Bianco)	327 - 334
17	Award of Contract - Works to Void Properties (Cllr Corthorne)	REPORT TO FOLLOW

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.

18 Any other items the Chairman agrees are relevant or urgent

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Minutes

Cabinet

Thursday, 19 December 2013

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



HILLINGDON
LONDON

Published on: 20 December 2013

Decisions come into effect from: 30 December 2013 *

Cabinet Members Present:

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

Members also Present:

Susan O'Brien
Wayne Bridges
George Cooper
Judith Cooper
Brian Crowe
Peter Curling
Dominic Gilham
Paul Harmsworth
Mary O'Connor
Henry Higgins

876. APOLOGIES FOR ABSENCE

No apologies were received and all Members of the Cabinet were present.

877. DECLARATIONS OF INTEREST IN MATTERS BEFORE THIS MEETING

Councillor Douglas Mills declared a non-pecuniary interest in Item 6 (minute 881) in relation to Council funding for HS2 and remained in the room during the discussion and vote on the item.

Councillor Scott Seaman-Digby declared a non-pecuniary interest in Item 7 (minute 882) as a Trustee of HART and remained in the room during discussion on the item.

Councillor Peter Curling declared a non-pecuniary interest in Item 5 (minute 880) as a Hillingdon Member of Hillingdon Hospital Radio and remained in the room during discussion on the item.

Councillor Peter Curling declared a non-pecuniary interest in Item 7 (minute 882) as a Trustee of HART and remained in the room during discussion on the item.

Councillor Judith Cooper declared a non-pecuniary interest in Item 7 (minute 882) due to a family member being a volunteer with Healing Gardens, Groundwork Southern and remained in the room during the discussion and vote on the item.

Councillor George Cooper declared a non-pecuniary interest in Item 7 (minute 882) due to a family member being a volunteer with Healing Gardens, Groundwork Southern and remained in the room during the discussion and vote on the item.

Councillor Judith Cooper declared a non-pecuniary interest in Item 5 (minute 880) due to being a member of Uxbridge Forward and remained in the room during the discussion and vote on the item.

Councillor George Cooper declared a non-pecuniary interest in Item 5 (minute 880) due to being a member of Uxbridge Forward and remained in the room during the discussion and vote on the item.

878. TO APPROVE THE MINUTES OF THE LAST CABINET MEETING

The decisions and minutes of the Cabinet meeting held on 21 November 2013 were agreed as a correct record.

879. 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.

880. MONTHLY COUNCIL BUDGET - MONITORING REPORT

RESOLVED:

That the Cabinet:

- 1. Note the forecast budget position for revenue and capital as at Month 7.**
- 2. Note the treasury management update for Month 7 at Appendix E.**
- 3. Continue the delegated authority up until the 23 January 2014 Cabinet meeting to the Chief Executive to approve any consultancy and agency assignments over £50k, with final sign-off of any assignments made by the Leader of the Council. Cabinet are also asked to note those consultancy and agency assignments over £50k approved under delegated authority between the 21 November and 19 December 2013 Cabinet meetings, detailed at Appendix F.**
- 4. Approves the release of the following specific contingency items:**
 - £217k specific contingency against outsourced leisure income streams to Residents Services operating budgets;**
 - £737k specific contingency for the welfare reforms on homelessness to Residents Services operating budgets;**

- £2,589k specific contingency for cost pressures linked to transitional children to Adult Social Care operating budgets;
 - £660k specific contingency held for auto-enrolment into the pension scheme to directorate operating budgets.
5. Approves addition of the £59k grant funding from the Department of Health to 2013/14 Adult Social Care Directorate Budgets in 2013/14 to manage new burdens associated with enhanced reporting requirements.
 6. Approves the addition of £11k grant funding from the Department of Communities and Local Government to Democratic Services budgets from 2013/14 onwards to manage the costs of individual electoral registration.
 7. Approves funding of £175k in respect of Environmental Agency funding to be added to the Environmental Assets budget.
 8. Approves funding of £89k in respect of Better Homes funding from the Greater London Authority to be added to the Private Sector Renewals Grant budget.
 9. Approves the award of the following grants from the 2013/14 Voluntary Sector Grants budget;
 - £10k to Uxbridge Forward
 - £20k to Hillingdon Hospital Radio
 10. Approves a reduction in the management fee payable to the Council under the leisure facilities management contract of £110k per year over the remaining period of the contract, backdated to 1 April 2013.
 11. Approve the amendments to planning pre-application advice charges arising from an internal review as set out in the schedule at Appendix G with effect from 2 January 2014.
 12. Approves re-phasing of £8,554k capital expenditure budgets into 2014/15 financial year and £4,869k into 2015/16 financial year.
 13. Approves the release of £500,000 of general contingency funds to Abbotsfield School.
 14. Approves the release of £60k from general contingency to manage storm damage in the borough's parks and open spaces
 15. Agree that during the winter season, with the full agreement of the Leader of the Council (or Deputy Leader if unavailable) the Chief Executive or the Deputy Chief Executive and Corporate Director of Resident Services are both authorised to take all necessary decisions (including those ordinarily reserved to the executive) to release funds, procure and incur expenditure in order to safeguard residents, deliver services and manage the effects of adverse weather or incidents affecting the Borough. Such decisions taken, that would have required Cabinet or Cabinet Member approval, are to be reported to a subsequent Cabinet meeting for ratification. Furthermore, that Cabinet request the Chairman of the Executive Scrutiny Committee waive the scrutiny call-in period so this takes immediate effect.
 16. Agree the Deputy Chief Executive and Corporate Director of Residents Services be authorised to make any necessary procurement decisions in relation to the implementation of HIP projects, in full consultation with the Leader of the Council.
 17. Agree that the Leader of the Council can take all necessary action and decisions in pursuit of the Council's policy against Heathrow Expansion. Furthermore, that the Deputy Chief Executive and Corporate Director of Residents Services, in conjunction with the Leader of the Council, be given

full authority to employ the Heathrow Expansion Contingency Budget so as to best protect and promote the interests of the Borough, local residents and affected communities.

- 18. Agree to delegate the decision to award the tender for the Ruislip Manor Bridge Painting and Lighting work to the Deputy Chief Executive and Corporate Director of Residents Services, in consultation with the Leader of the Council and Cabinet Members for Community, Commerce & Regeneration and Planning, Transportation & Recycling.**

Reasons for decision

Cabinet was informed of the latest forecast revenue, capital and treasury position for the current year 2013/14 to ensure the Council achieved its budgetary and service objectives.

Cabinet made a range of further decisions in relation to contingency release for service pressures and Abbotsfield School, virements, fees and grant funding. Cabinet also delegated its decision-authority during the upcoming winter season to ensure flexible and robust service continuity.

Furthermore, Cabinet made necessary decisions to protect and promote the interests of the Borough, residents and affected communities following the publication of the interim report from the Airports Commission. Cabinet re-stated the Council's opposition to Heathrow expansion.

Alternative options considered and rejected

None.

Officer to action:

Paul Whaymand, Finance Directorate

881. THE COUNCIL'S BUDGET 2014/15 AND MEDIUM TERM FINANCIAL FORECAST

RESOLVED:

Cabinet agreed to:

- 1) Approve the draft revenue General Fund and Housing Revenue Account budget and capital programme proposals for 2014/15 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, including HRA Dwelling Rents calculated under the DCLG rent restructure policy, included at Appendix 9, as the basis for consultation with Policy Overview Committees and other stakeholders.**
- 4) **To agree the full use of the DCLG rent restructuring policy within the Housing Revenue Account, including changing to formula rent at tenancy change for all properties where convergence has not been completed.**
- 5) **Authorise the Corporate Director of Finance, 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 2014/15 along with indicative projections for the following years, the Housing Revenue Account, fees and charges proposals and the draft capital programme for 2014/15 and beyond.

Cabinet announced that Council Tax would continue to be frozen for residents over the age of 65 until 2018-19, whilst it also committed to a further freeze for all residents for the sixth successive year and more. Other welcomed proposals were a continued freeze in fees and charges and a substantial capital programme to include a new theatre and museum in St Andrew's Park, three new youth centres and additional money for roads.

Also welcomed was the free TelecareLine service for vulnerable residents being extended to residents aged over 80, along with extra funding for longer library hours and sport and leisure opportunities. In considering the proposals, Cabinet gave its full endorsement to a very well thought out budget, which had been carefully developed to put residents first.

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, Finance

882. GRANTS TO VOLUNTARY ORGANISATIONS 2014/15

RESOLVED:

That the Cabinet agrees:

- 1. The overall allocation of grants to Voluntary Sector of £1,751,956 for the provision of core grant funding for the 2014/15 financial year and specific awards as set out in the schedule - Appendix A.**
- 2. Grants totalling £54,940 to organisations to enable the provision of transport as set out in Appendix B.**
- 3. Approve the Council's 2014/15 contribution of £278,085 to the London Councils Grants scheme.**
- 4. That the Leader of the Council and Cabinet Member for Community, Commerce and Regeneration be delegated authority to agree any additional funding to HAVS for the 2014/15 financial year.**
- 5. That the Leader of the Council and Cabinet Member for Community, Commerce and Regeneration be delegated authority to agree the terms and conditions of the 2014/15 small grants programme.**

Reasons for decision

Cabinet thanked the vibrant local voluntary sector for its critical role in supporting a wide variety of activities and vulnerable residents. Cabinet agreed to continue its significant financial commitment to this sector during 2014/15. It was noted that this was in comparison to some other local authorities who had cut their grants budget.

Alternative options considered and rejected

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

Officers to action:

Nigel Cramb – Administration Directorate

883. LOCAL SAFEGUARDING CHILDREN BOARD: ANNUAL REPORT

RESOLVED:

That Cabinet:

- 1. Note this report and takes account of its conclusions in future planning for children's services and;**
- 2. Notes the efforts being made to secure sufficient social work and other staff in order to provide an effective quality service at all stages of the children's pathway.**

Reasons for decision

Cabinet welcomed the vital role and work of the Board and noted its conclusions on the work of Children's Services during 2012/13 and the priorities mentioned in the Annual Report to ensure Children and Young people remained adequately safeguarded at all times.

Cabinet noted the constructive comments from the Children, Young People's and Learning Policy Overview Committee and welcomed the important work of the Corporate Parenting Board.

Alternatives considered and rejected.

None.

Officers to action:

Paul Hewitt - Children and Young People's Services
Lynda Crellin (Independent Chairman of the LSCB)

884. SAFEGUARDING ADULTS PARTNERSHIP BOARD: ANNUAL REPORT

RESOLVED:

The Cabinet note the work of the Partnership Board and safeguarding activity in Hillingdon and consider the potential implications of the Care Bill on the work of the Safeguarding Adults Partnership Board.

Reason for decision

Cabinet noted the Annual Report of the Safeguarding Adults Partnership Board for the year 2012-13 and its assurances around the effectiveness of adult safeguarding in Hillingdon. Cabinet endorsed the priorities for future action and attention and noted the supportive comments from the Social Services, Housing & Public Health Policy Overview Committee.

Alternatives considered and rejected

None.

Officer to action:

Nick Ellender, Adult Social Care
Lynda Crellin – Independent Board Chairman

885. QUARTERLY PLANNING OBLIGATIONS MONITORING

RESOLVED:

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

Reasons for decision

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

Alternative options considered and rejected

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

Officer to action:

Nicola Wyatt, Residents Services

886. SCHOOL CAPITAL PROGRAMME UPDATE

RESOLVED:

That Cabinet note the progress made with Phases 1, 2 and 3 of the Primary School Expansion Programme.

Reasons for decision

Cabinet received its monthly update on London's largest school building programme, aimed at ensuring that every child in the London Borough of Hillingdon would have a quality place at a local school.

Alternative options considered and rejected

None.

Officer to action:

David Murnaghan – Residents Services

887. CLEANING AND SPECIALIST WASTE CONTRACT

RESOLVED:

That Cabinet approves the appointment of Charman Environmental Services Ltd to undertake a contract for collection and compliant disposal of residential clinical type waste, the emptying and cleansing of dog waste bins, disposal of dead animals, and public toilet cleansing throughout the Borough.

Reasons for decision

Following a competitive procurement exercise, Cabinet agreed a contract for the provision of specialist waste services.

Alternative options considered and rejected

Cabinet considered other tender re-packaging options, but deemed them not the most economically advantageous route.

Officer to action:

Colin Russell, Robert Williams – Residents Services

Exempt Information

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888. TENDER FOR COUNCIL LEASEHOLDER BUILDINGS INSURANCE

RESOLVED:

That Cabinet approve the award of the Buildings Insurance contract for Council Leasehold residential properties for a period of five years from 1st April 2014, to JLT Specialty Ltd.

Reasons for decision

Cabinet awarded the contract to the most economically advantageous company to provide buildings insurance for the Council's leasehold residential properties.

Alternative options considered and rejected

Cabinet considered options, which it rejected, including self-insurance of the property portfolio and transferring responsibility to the leaseholder.

Officers to action:

Simone Batchelor, Finance

Exempt Information

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889. HIGHWAYS WORKS TERM CONTRACT 2014

RESOLVED:

That Cabinet agree:

- 1. To award Lot C Highway Works Term Contract for Surfacing and Civil Engineering Works to O'Hara Bros. Surfacing Limited, effective from 1st April 2014 and;**
- 2. The Highways Works Term Contract is awarded for an initial period of 5 years, commencing 1st April 2014, with the possibility of extending the contract on an annual basis for a further 5 years, subject to contractor performance.**

Reasons for decision

Following a robust procurement exercise, Cabinet agreed to award the most economically advantageous term contract for the provision of highways surfacing and civil engineering works within the Borough.

Alternative options considered and rejected

Cabinet considered other procurement options, including the use of the London Highways Alliance Contract.

Officer to action:

John Fern, Residents Services
Matthew Kelly, Finance

Exempt Information

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890. WILLOW TREE DEPOT, WILLOW TREE LANE, HAYES

RESOLVED:

That Cabinet agreed to:

- 1. Declare the land at Willow Tree depot surplus to requirements;**
- 2. Appropriate the land from the General Fund (GF) to the Housing Revenue Account (HRA) to build properties to the requirements of the HRA and ;**
- 3. Delegate all future decisions relating to the property to the Leader of the Council and the Cabinet Member for Finance, Property and Business Services, in consultation with the Deputy Chief Executive and Corporate Director of Residents Services.**

Reasons for decision

In order to realise the Council's plans for the Harlington Road Depot, Cabinet made the necessary decisions to make best use of the land at the Willow Tree Site, which it deemed surplus to requirements.

Alternative options considered and rejected

Cabinet had considered other property options for the site.

Officer to action:

Marcia Gillings, Residents Services

Exempt Information

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891. IRRECOVERABLE CORPORATE DEBT

RESOLVED:

That Cabinet approve the writing off of irrecoverable corporate debt of £1,036,327.40.

Reasons for decision

Cabinet gave approval for the write-off of irrecoverable debt in respect of certain non-domestic (business) rates valued over £50,000. Such write-offs were required as either the debtor had gone into insolvency or the debt had been statute barred. It was noted that there was no financial cost to the Council as the Government had already allowed for the cost of these write offs in its provision for irrecoverable debts.

Alternative options considered and rejected

None.

Officer to action:

Rob Smith, Central Services

Exempt Information

This report was included in Part II as it contained information relating to an individual or could reveal the identity of an individual along with information relating to the financial or business affairs of any particular person (including the Authority holding that information). The public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraphs 1, 2 and 3 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.

892. AWARD OF CONTRACTS: COMMUNITY SUPPORT SERVICES

RESOLVED:

That Cabinet agrees:

- 1) To award a 4 year contract to Age UK Hillingdon from the 1st April 2014 to 31st March 2018 to provide the following services:**
 - a) Information, Advice, Access and Welfare Benefits Service for Older People: at a total cost of £600.6k for the period of the contract.**

- b) **Social Wellbeing Service for Older People: at a total cost of £400.8k for the period of the contract.**
 - c) **Practical Support Service for Older People: at a total cost of £305.3k for the period of the contract.**
- 2) **To award a 4 year contract to Hillingdon and Ealing Citizens' Advice Bureau from the 1st April 2014 to 31st March 2018 to provide a specialist support service for the Provision of Welfare Benefits and Debt Advice for People with Mental Health Needs, at a total cost of £222.9k for the period of the contract.**
 - 3) **To award a 4 year contract to Hillingdon MIND from the 1st April 2014 to 31st March 2018 to provide a Social Inclusion Service for People with Mental Health Needs, at a total cost of £279.4k for the period of the contract.**
 - 4) **To award a 4 year contract to Rethink Mental Illness from the 1st April 2014 to 31st March 2018 to provide a specialist support service to Carers of People with Mental Health Needs, at a total cost of £305.5k for the period of the contract.**
 - 5) **To award a 4 year contract to Crossroads Care Hillingdon from the 1st April 2014 to 31st March 2018 to provide a Carers Short Breaks Service, at a total cost of £793.4k for the period of the contract.**

Reasons for decision

Cabinet made decisions on a range of community support services for older people, those with mental health needs and carers, which would result in improved outcomes and bring similar services together, reducing the number of contracts managed.

Alternative options considered and rejected

Alternative options available to Cabinet, but rejected, were the decommissioning of certain services, further service reconfiguration or a reduction in service capacity.

Officers to action:

Tony Zaman, Adult Social Care
Gary Collier, Finance

Exempt Information

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893. VOLUNTARY SECTOR LEASES

RESOLVED:

That Cabinet agrees the rents set out in Table 1 below, which is subject to negotiation with the voluntary sector organisations detailed in this report and instructs the Deputy Chief Executive and Corporate Director of Residents Services to then commission the Borough Solicitor to complete the appropriate legal documentation.

Reasons for decision

Cabinet considered two applications from local voluntary organisations and agreed to the rent reviews 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:

Michele Henington – Residents Services

Exempt Information

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894. UXBRIDGE CENTRAL LIBRARY REFURBISHMENT

RESOLVED:

That Cabinet notes the outcome of the approach undertaken to procure joinery and loose furniture package as part of the refurbishment of Uxbridge Library and agrees to:

- 1. Award the contract in the sum of £383,950 to SRS Joinery (High Wycombe) Limited for the manufacture and installation of the joinery and associated items;**

2. **SRS Joinery (High Wycombe) Limited purchasing the loose furniture items as outlined in the body of the report for the Uxbridge Library from the nominated suppliers as specified by McKenzie Wheeler up to a value of £85,000, including the handling charge levied by the company set out in the report;**
3. **Making staged payments to SRS Joinery (High Wycombe) Limited on meeting specified milestones to ease the supplier's cash flow as agreed by the Deputy Chief Executive Corporate Director Residents Services in consultation with the Leader of the Council;**
4. **Appointment of a dedicated supervisor from Kier for the sum of £7,000 to coordinate the installation of the joinery, ICT and the smooth delivery of the furniture as well as the books;**
5. **Delegate authority to the Deputy Chief Executive and Corporate Director of Residents Services to agree any other decisions in consultation with the Leader of the Council which relate to joinery, furniture fixtures and fittings items to ensure the smooth delivery of the project and;**
6. **Request that the Chairman of the Executive Scrutiny Committee waives the scrutiny call-in on all these recommendations to ensure the project can progress swiftly and that the necessary contractual commitments can be met on time.**

Reason for decision

Cabinet made a number of decisions to progress the refurbishment, enhancement and modernisation of Uxbridge Central Library by appointing SRS Joinery (High Wycombe) Limited to undertake the manufacture and the installation of the joinery and associated items as well as procuring the loose furniture for the facility.

Alternative options considered and rejected

Cabinet considered other procurement options, but they were not deemed value for money.

Officer to action:

Mohamed Bhimani – Residents Services

Exempt Information

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

Urgency

This decision was taken under urgency procedures and notice of this was given in accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

895. ANY OTHER ITEMS THE CHAIRMAN AGREES ARE RELEVANT OR URGENT

No additional items were considered by the Cabinet.

The meeting closed at 7.46pm

*** IMPORTANT INFORMATION**

DECISION AUTHORITY

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

The decision to delegate decision-making during the winter months on Item 5 (minute 880) and all decisions on Item 19 (minute 894) in relation to Uxbridge Library come into immediate effect following agreement by the Chairman of the Executive Scrutiny Committee to waive the call-in period.

Additionally, all decisions in relation to Items 6 and 7 (minute nos. 881 and 882) are integral to the Council's budget proposals, which includes Policy Overview Committee consultation, and therefore cannot be called-in.

The remaining decisions of the Cabinet will therefore come into effect from 5pm, Monday 30th December 2013.

EXTERNAL SERVICES SCRUTINY COMMITTEE: *STIGMA AND THE EFFECT ON RESIDENTS' MENTAL AND PHYSICAL HEALTH IN THE BOROUGH*

Cabinet Members	Councillor Philip Corthorne Councillor David Simmonds
Cabinet Portfolios	Cabinet Member for Social Services, Health and Housing Cabinet Member for Education and Children's Services
Officer Contact	Nikki O'Halloran, Administration Directorate
Papers with report	Appendix A - Stigma: The Effect on Residents' Mental and Physical Health in the Borough

HEADLINE INFORMATION

Purpose of report	To consider the External Services Scrutiny Committee's review into the mental and physical effects of stigma and the recommendations contained therein.
Contribution to our plans and strategies	To improve the quality of life of our residents.
Financial Cost	No direct financial cost. However, any potential financial implications contained within the attached report are subject to the budget planning process.
Relevant Policy Overview or Scrutiny Committee	External Services Scrutiny Committee
Ward(s) affected	All

RECOMMENDATIONS

- 1) In support of the Council's desire to become an exemplary employer, that Cabinet commends the work already being undertaken within the Council to support its staff and in conjunction with its partners to reduce stigma in our community and the impact it has on residents' mental and physical health.
- 2) That Cabinet acknowledges the new measures that are being put in place to recognise the importance and support the mental and physical health of Council staff and requests that officers report back to the relevant Cabinet Member and the External Services Scrutiny Committee on the effectiveness of these measures in September 2014.

/continued...

- 3) That the Cabinet Member for Education & Children's Services asks the Interim Head of Education, Policy and Standards to encourage primary schools in the Borough to include the raising of awareness of stigma and its effects as a permanent element of Personal, Social and Health Education (PSHE) and Citizenship lessons.
- 4) That the Cabinet Member for Social Services, Health & Housing asks the Interim Director of Public Health to investigate opportunities to raise awareness of stigma and its impact through existing wellbeing events and channels.
- 5) That Cabinet welcomes the roll out of the mental health first aid training provided by Hillingdon Mind to front line Council staff and local voluntary organisations and asks the Cabinet Member for Social Services, Health & Housing to give consideration to extending this to community and peer group leaders.

Reasons for recommendations

During the course of its investigations, the Committee elicited information from witnesses to establish what effect (if any) stigma has on residents' mental and physical health. The Committee then identified what help was already in place and then focussed on what further help could be offered to residents whose health was suffering as a result being stigmatised.

These recommendations have been formulated to help improve the support offered to residents and Council staff and to raise awareness in schools and in the community of the effect that stigma can have.

Alternative options considered / risk management

The Cabinet could decide to reject some or all of the Committee's recommendations.

Supporting Information

1. The Terms of Reference of the review were as follows:
 1. To gain a complete picture of how Stigma affects people with mental and physical health problems;
 2. To fully understand the underlying reasons and attitudes associated with Stigma;
 3. To assess a wide spectrum of local policies, services and activities across the broadest range of local public and voluntary organisations; and to advise how they could adapt and evolve to challenge Stigma;
 4. To review the role of local NHS and social care providers in both diagnosis and their approach towards patients with mental and physical health problems;
 5. To investigate other local, national and international projects, campaigns and initiatives that have successfully challenged Stigma;
 6. To research and actively consult residents and service users; to seek valuable evidence and witness testimony to assist in developing the review's findings;
 7. To ensure the Committee's review, report and findings are sensitively approached to reach out most effectively to those affected by Stigma; and
 8. After due consideration of the above, to bring forward effective, practical and cost effective recommendations to the Cabinet for implementation across the Borough and partner organisations, monitoring progress as required.

3. The complexity of the review subject matter has led the Committee to formulate a range of recommendations. In considering their implementation, the following supporting information is provided for Cabinet to consider:
- a. **Recommendation 1:** It is clear that our community will never be free of stigma. During the course of the review, the Committee established that the Council and its partners have already undertaken a range of work to reduce the impact of stigma in our community. It is anticipated that this work and any additional measures that are put in place, not only helps the Council to be an exemplary employer but will also help to reduce the impact and effect of stigma in the community.
 - b. **Recommendation 2:** One of the effects of stigma is stress. Stress related illness was the highest recorded cause of sickness absence at the Council during 2012/2013. A number of support services have been put in place (or are planned) for Council staff to try to get them well and back to work as quickly as possible. These services include working with members of staff and their managers to provide reasonable adjustments and the provision of training for managers in relation to mental health issues. To ensure that the new provisions being put in place achieve the desired outcome, it is recommended that officers report back to the relevant Cabinet Member and the External Services Scrutiny Committee on the effectiveness of these measures in September 2014.
 - c. **Recommendation 3:** Whilst it is acknowledged that the Council cannot control the curriculum, the Interim Head of Education, Policy and Standards is able to forward appropriate information to primary schools in the Borough to request that they include awareness raising of stigma and its effects as part of Personal, Social and Health Education (PSHE) and Citizenship lessons.
 - d. **Recommendation 4:** There are a range of community wellbeing events that take place across the Borough each year. The Interim Director of Public Health is willing to investigate at which of these events it would be appropriate to raise awareness of stigma and its effects.
 - e. **Recommendation 5:** In addition to the mental health first aid training that has been organised for frontline Council employees, the Council is working with Hillingdon Mind to look at the provision of training for frontline staff on mental health related issues as part of a wider training programme. It has been suggested that there may be benefit in extending this to community and peer group leaders and, as such, the Cabinet Member for Social Services, Health & Housing be asked to give this consideration.

Financial Implications

There are no direct financial implications arising from this report. Additional funding will need to be secured in line with the budget planning process for any future events or training, should the need arise.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendations?

The recommendations in this report are designed with the purpose of raising awareness of the effects of stigma in the community and at work. Consequently, it is intended that the improvements recommended in the report will have a positive impact on the lives of our residents and our staff.

Consultation Carried Out or Required

The Committee heard evidence from a range of witnesses during the course of the review.

CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance notes the recommendations in the report and concurs with the financial implications set out above.

Legal

There are no specific legal implications arising from this report

BACKGROUND PAPERS

NIL

Report of the External Services Scrutiny Committee 2013/14

Stigma: The Effect on Residents' Mental and Physical Health in the Borough



Members of the Committee

Cllr Mary O'Connor (Chairman)
Cllr Dominic Gilham (Vice Chairman)
Cllr Josephine Barrett
Cllr Shirley Harper-O'Neill
Cllr Phoday Jarjussey (Labour Lead)
Cllr Judy Kelly
Cllr Peter Kemp
Cllr John Major

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CHAIRMAN'S FOREWORD

Stigma is considered to be an opinion or judgment held by individuals or society. Stigma affects everyone - not only those that are the subject of stigma, but also their friends and family. When stigma is perpetuated by the media, it becomes particularly harmful as the media is significant in shaping, influencing and reinforcing community attitudes. Although it is something that we are all likely to witness on a daily basis, stigma is clearly not acceptable.

This review has not been easy to undertake. It has also shown that there is an unending list of things for which individuals are stigmatised which range from practicing a particular religion to having tuberculosis or being a single parent. It has highlighted how individuals and sections of society can be overtly judgmental and cruel.

Being stigmatised for something that is part of who you are can have a debilitating effect; it can put additional pressure on mental health which can then lead to an impact on physical wellbeing. To make matters worse, not only does the stigma impact on the individual, but it can also then impact on their friends and family, either by association or because they are providing support without receiving support themselves.

Throughout the review, the Committee has been clear that there are no recommendations that it could possibly make to Cabinet that would put an end to stigma. As such, the focus of the review has been on how the Council can work with its partners to reduce stigma and its impact on mental and physical health. Clearly, those that are stigmatised are the people that are best placed to explain how being stigmatised affects them. As such the Committee felt that it was important to get as much information from these individuals to identify what action could be taken or what support could be provided to reduce this impact.

On behalf of the Committee, I would like to sincerely thank all of the witnesses for their valuable contribution to this review, particularly the first hand accounts of stigma which were, at times, really rather harrowing. Their input has enabled the Committee to come up with recommendations to Cabinet which will build on the good work already being undertaken by the Council and its partners.

A handwritten signature in dark ink, appearing to read 'Mary O'Connor', with a large loop at the start and a long tail extending to the right.

Councillor Mary O'Connor
Chairman of the External Services Scrutiny Committee

RECOMMENDATIONS

Following its review, the External Services Scrutiny Committee has made the following recommendations to Cabinet:

- 1) In support of the Council's desire to become an exemplary employer, that Cabinet commends the work already being undertaken within the Council to support its staff and in conjunction with its partners to reduce stigma in our community and the impact it has on residents' mental and physical health.**
- 2) That Cabinet acknowledges the new measures that are being put in place to recognise the importance and support the mental and physical health of Council staff and requests that officers report back to the relevant Cabinet Member and the External Services Scrutiny Committee on the effectiveness of these measures in September 2014.**
- 3) That the Cabinet Member for Education & Children's Services asks the Interim Head of Education, Policy and Standards to encourage primary schools in the Borough to include the raising of awareness of stigma and its effects as a permanent element of Personal, Social and Health Education (PSHE) and Citizenship lessons.**
- 4) That the Cabinet Member for Social Services, Health & Housing asks the Interim Director of Public Health to investigate opportunities to raise awareness of stigma and its impact through existing wellbeing events and channels.**
- 5) That Cabinet welcomes the roll out of the mental health first aid training provided by Hillingdon Mind to front line Council staff and local voluntary organisations and asks the Cabinet Member for Social Services, Health & Housing to give consideration to extending this to community and peer group leaders.**

BACKGROUND TO THIS REVIEW

Stigma: 1. (noun) a mark of disgrace associated with a particular circumstance, quality or person.
2. eye stigma / astigmatism (noun) a defect of a lens resulting in the formation of distorted images.

Stigma is attached to a huge range of circumstances, attributes and beliefs. Despite tolerance, cultural diversity and medical advances being transformed in the Western World, preconceptions are still common. Stigma can become manifest in different ways depending upon age, religion, culture and community but seems to be commonly aimed at individuals with physical deformities, mental health problems and certain 'visible' illnesses. In reality, this societal stigma will never disappear as there will always be individuals and groups of people that others will disapprove of. As such, efforts to challenge stigma need to be centred on where it is considered unjust and unacceptable in a modern, tolerant and progressive society.

Those people that stigmatise others do so through a range of actions which include:

- bullying and physical abuse;
- ridiculing and verbal abuse;
- barring individuals from shops and pubs;
- speaking to individuals as if they were stupid or children;
- patronising them; and
- addressing questions or conversations to those accompanying the individual rather than the person themselves.

The impact of the stigma that these individuals suffer can lead to further complications and impact on their physical and mental health. For those affected, such actions can bring about feelings of shame, blame, hopelessness, distress and a reluctance to seek and/or accept the necessary help. Therefore, stigma can affect many aspects of people's lives. Case studies on the effects of stigma can be found at Appendix A.

Self Stigma

In addition to the societal stigma highlighted above, self-stigma is an unfortunate by-effect and is when people turn stereotypes towards themselves, making matters even worse. It often acts as an obstacle for accessing treatment. Individuals that are stigmatised can often fall into depression and may feel they are different and devalued by others. Stigma can result in negative experiences in the workplace, education settings, healthcare, the criminal justice system and even their own home. Depending upon the studies reviewed, around 75% of people with mental and physical health problems say they have experienced stigma or self-stigma of one kind or more.

The World Health Organisation in 2001 highlighted the damage resulting from stigma, where people can experience rejection by friends, relatives, neighbours and employers leading to alienation and depression. They also highlighted the effect of this within family life and social networks.

The stigma itself can sometimes have a bigger effect on the individual than the actual condition. An international study published in The Lancet in 2012 concluded that the stigma of mental health is worse than the illness itself. The impact of self-stigma can be far reaching, often blighting lives and holding back recovery.

Structure

The information, evidence and findings of this review are set out under the following headings:

1. Current Situation
2. Working in Partnership / Future Work
3. Conclusions

CURRENT SITUATION

Work is currently being undertaken by a range of organisations in relation to supporting those people that are being stigmatised. Witnesses went into great detail about the effect that stigma has on individuals and then explained what help was currently in place to support these people.

Recommendation 1: In support of the Council's desire to become an exemplary employer, that Cabinet commends the work already being undertaken within the Council to support its staff and in conjunction with its partners to reduce stigma in our community and the impact it has on residents' mental and physical health.

AIDS/HIV

Put simply, there is no cure or vaccination for HIV. Because the virus is infectious and was originally largely fatal, there is still a lot of stigma associated with HIV. This stigma can often be more damaging than the HIV itself.

When HIV first came to light, it was predominantly amongst gay men and, as such, some people still make assumptions. Those individuals that catch HIV through dentistry or surgery are often seen as 'innocent' victims...which then lays blame.

The physical and mental effects of the stigma associated with HIV include: depression, withdrawal, social isolation, damage to self esteem, harmful coping mechanisms (such as alcohol and drugs) and disengagement with health and social care (which can result in an increase in hospital admissions). Those on medication for a long time can often suffer from severe side effects which can be unpleasant and debilitating – sometimes, these effects can often be worse than the HIV itself.

There are a number of statutory and third sector support groups in existence and organisations such as HART are key in providing preserved safe places for people to go. These organisations also provide much needed support for the families that are affected, as part of a holistic community based social care package.

Drugs and Alcohol

Individuals that are drug and/or alcohol dependent are some of the most stigmatised people in our society because many people think that they are to blame for their own predicament (it has been suggested that this is less of an issue affecting those with mental illness). Families and carers will often blame themselves (or are blamed by others) and sometimes there are instances where these families are the ones that are the ones stigmatising the individual.

Those in employment, education or training are thought to be more likely to recover from substance misuse. However, although having a job is good for a person's self-esteem, it is often difficult for people to get back into employment once they have successfully stopped relying on drugs or alcohol. These individuals are encouraged to be honest with

potential employers about their addiction but may then find that they are stigmatised because of this honesty.

Tuberculosis

The stigma associated with tuberculosis (TB) is particularly damaging as it might stop someone from going to see a doctor about the disease whilst it is still in the early stages. It could also stop them from completing the treatment that they need. More worryingly, it might discourage patients from identifying people that they have been in contact with so that they can be screened (as this would then publicise the fact that they had TB). The effect of stigma associated with TB clearly, therefore, has wider knock on health implications for the whole community.

The effects of stigma associated with TB are wide ranging and include: shame, self-blame, isolation, loneliness, loss of status, loss of self-esteem, loss of hope, depression, stress, denial, anger, violence, alcoholism, suicide, family quarrels, mutual blame and conflicts, being chased from their home and divorce or separation. Stigma presents a major barrier to identifying and treating people with TB. By using its nursing expertise and established field presence, health professionals are hopeful that stigma will be reduced by promoting knowledge, attitudes and practices supportive of patient rights and responsibilities in the community.

Work already undertaken by the Community TB Nursing Team includes: the establishment of Com.Cafe in West Drayton; Talk Time sessions at St Matthew's Church, Yiewsley; a GP Masterclass; Hillingdon Community Health Conference; and a presence at Immigration Removal Centres.

Gender Dysphoria

Gender Dysphoria is a condition that describes the feeling of a mismatch between biological sex and the gender you feel yourself to be. It is a very lonely condition which is not visible and, as such, others are less likely to be sympathetic - if you can't see it, it doesn't exist. Many transsexuals will suffer from depression or turn to substance misuse or comfort eating in a bid to 'cope'. Suicides and attempted suicides are also common in transsexuals and it has been suggested that prompt and appropriate care could reduce these instances dramatically.

Because gender dysphoria is not particularly common, many mental healthcare providers know little about the condition. Many transsexuals will only ask for help when their depression reaches an intolerable level and they often feel that they are educating the professional about their condition rather than receiving the help that they need.

Carers

Carers are the largest source of care and support in the UK, far exceeding the care provided by paid workers. It is estimated that one in ten of the adult population in Hillingdon identified themselves as a carer in the 2011 census. This means that carers are contributing approximately £442.6m to the local health and social care economy in Hillingdon.

Unpaid caring takes place within a relationship – this is what makes it different to paid caring and means that all carers are parents, sons, daughters, siblings, partners, spouses or friends of the person they support. For this reason, stigma arises from the nature of caring itself (e.g., isolation, lack of income, loss of self esteem, etc) which can lead to feelings of marginalisation. More frequently, stigma experienced by carers is closely related to the situation of the person being supported (e.g., mental health issues; drug, alcohol and substance misuse; learning disabilities; dementia; and illnesses that other people judged to arise from the lifestyle of the person supported).

Young carers are more likely than other young people to experience bullying, isolation, poverty and difficulty making and sustaining friendships. The outcomes for these young carers in Hillingdon are broadly in line with those nationally with 68% experiencing bullying at school and 39% saying that nobody in their school was aware of their caring role. Only 4% of adult family members being looked after by young carers are in employment which means that 96% will be in receipt of free school meals which will further single them out.

The Young Carers Team at Hillingdon Carers has developed an 'Assembly Presentation' to raise awareness in schools locally and begin to address some of the issues outlined above. Other work already undertaken by the organisation includes:

- the provision of information and advice and an advocacy service – it is felt that the advocacy service plays an important role in reducing the impact of stigma.
- the Carers Assessment Service which is provided solely for carers of individuals receiving mental health services – although a small service, it plays a big part in reducing the feelings of stigma.
- Health and Well-being services for carers which gives carers access to peer support and group activities to destigmatise their situation.
- Young Carers Services which provides clubs, activities and residential breaks for young carers to have fun and make friends.

Occupational Health

Stress related illness was the highest recorded cause of sickness absence at the Council during 2012/2013. A number of support services are available for Council staff to try to get them well and back to work as quickly as possible. At the heart of this is an Employee Assistance Programme which provides a variety of services including counselling and online advice and support.

The Council has also worked with Remploy, a National organisation, to support staff (on a self referral basis) who are experiencing mental health issues including depression, anxiety and stress. The aim is to work with the member of staff and their manager to ensure reasonable adjustments are made to keep them in work or to help them to return to work.

There tends to be a general acceptance and understanding of stress and depression but this is not the same for more established mental health conditions. More work is needed to ensure that managers have a better understanding of their staff's mental health conditions and that they are in possession of the skills needed to deal with this condition.

To help with this, a new initiative will be starting in November 2013 that will provide training for managers and staff on building resilience around issues of stress which can include mental health issues. Officers will be trained to become trainers themselves and then roll out a programme to managers and staff. The programme aims to support managers so they are better able to deal with stress and mental health issues in the workplace. The programme will include the development of a toolkit for managers on how to recognise stress in themselves and therefore others and how they can support staff to manage their stress.

Recommendation 2: That Cabinet acknowledges the new measures that are being put in place to recognise the importance and support the mental and physical health of Council staff and requests that officers report back to the relevant Cabinet Member and the External Services Scrutiny Committee on the effectiveness of these measures in September 2014.

Ex-Offenders

Blue Sky exclusively employs ex-offenders on six month contracts to undertake a range of work such as grounds maintenance. This organisation is one of the few employers who engage ex-offenders and, as such, ex-offenders' employment options are quite limited.

It is often really hard for ex-offenders to gain employment and to settle into a life without crime. This can then be exacerbated as some of employees suffer with mental ill health and substance misuse issues. Whilst many people don't want anything to do with ex-offenders, those that do want to help can sometimes find it difficult to know where they can be signposted to.

Blue Sky's Resettlement Department is responsible for identifying onward employment for employees once their contracts with the organisation have ended. Securing permanent sustainable employment elsewhere is a huge source of pride and achievement and a significant factor in preventing re-offending, enhancing feelings of wellbeing and improving mental health.

Mental Health

It is estimated that one in four people will experience a mental health problem at some point in their lives and that one in six adults are experiencing a mental health problem at any one time. The National Mental Health Development Unit has estimated that 87% of people with mental health issues have been affected by stigma and discrimination and that 71% of people with a mental health issue have stopped doing things that they wanted to because of the fear of stigma and discrimination. Furthermore, 53% of carers of people with mental health problems feel unable to do things that they want to because of stigma and discrimination.

The phenomenon of multiple stigmas is something that is experienced by many people with mental health issues and includes issues such as age, gender, ethnicity, sexuality, disability and faith. The stigma associated with these issues can exacerbate the already negative and destructive effects of mental health related stigma.

The consequences of stigma and discrimination are deep and complex and include: isolation from friends and family; difficulty in continuing in education, holding down a job or contributing to society; a reluctance to seek help; being rejected by friends and colleagues when the mental health condition had been disclosed; and the undermining of strength, motivation, resilience, creativity and capacity for recovery. These issues all contribute to a deterioration in physical and mental health and wellbeing with sometimes tragic personal costs to the individuals and their families and relationships.

In an attempt to counteract these effects, Hillingdon Mind provides a range of support and advice services including:

- social clubs and activities across the Borough to reduce individuals' isolation and offer opportunities for building friendships and developing peer support;
- a befriending service to help reduce isolation, nurture friendships and give people the confidence to access leisure and opportunities;
- a counselling service which offers long-term therapy and contributes towards maintaining health, resolving deep-seated issues and preventing mental health deterioration;
- engaging more effectively with people with mental health issues who are not only "hard to reach" or "seldom heard", but who also experience multiple stigma and discrimination;
- the Community Recovery Programme which offers support for people with a dual diagnosis of mental ill health and substance addiction;
- Café Mind which provides opportunities for volunteering and developing skills; and
- an Anger Management Course to help manage conditions which can lead to anti-social behaviour and reinforce negative stereotypes.

Most of the mental health work undertaken by Hillingdon Mind is unfunded, including the work taking place in schools. This is unsustainable and is inhibiting the organisation's capacity to develop this vital area of work. However, it is generally accepted that the cost of mental health promotion is far less than the public finance implications of mental health deterioration. To this end, Hillingdon Mind is looking to generate income from outside of the Borough as well as looking at a social enterprise approach to making the programme sustainable.

Mind is working with Rethink Mental Illness on the "Time to Change" programme which aims to reduce mental health stigma. This programme is funded by the Department of Health, Comic Relief and the Big Lottery Fund and is being supported by over 100 organisations such as the Bank of England and the Financial Conduct Authority which have pledged to stamp out stigma and discrimination in the workplace.

Individuals that are hard to reach are hard to reach because they want to keep their mental health issues hidden and tend not to seek help. Reaching this group of people and getting them to open up is challenging and, to this end, consideration needs to be given to the terminology used by support organisations.

Hillingdon Mind provides mental health awareness sessions for individuals who might not have heard about illnesses such as schizophrenia, let alone know how the illness could be addressed. Some mental health issues need to be addressed from within the community, e.g., once an Asian young person has been labeled with having mental

health issues, it is likely that they will be unable to marry within the community as it will be assumed that their ill health is genetic.

The Women's Royal Voluntary Service (WRVS) had secured funding to provide a befriending service to Borough residents suffering with dementia. Although this service has been in place for some time, few people seem to be aware of its existence. It has been suggested that, if those people suffering with mental health issues were accepted and treated in the same way as people suffering with the flu, there would be no need for this kind of befriending service as there would be no stigma.

Children

It is clear that mental health has a huge impact on children and a range of related work is currently underway at Yeading Junior School which includes:

- a speaking and listening project;
- a pyramid project to help young people that lack self esteem and confidence; and
- an interfaith network to help young people feel more included and less isolated.

At Yeading Junior School, work has been undertaken with mothers who do not feel a sense of belonging. They have been offered opportunities with regard to adult education courses (e.g., pottery classes) which, it is thought then helps their children.

Other work is being undertaken by schools to bring them together to empower children from difficult backgrounds. It is thought that the pupil premium is a good way of targeting children in need and consideration needs to be given to providing further help by placing social work students in schools to work with the students and give them a voice. However, it is also seen to be important to ensure the provision of continuous professional development for the staff that work with these children.

Recommendation 3: That the Cabinet Member for Education & Children's Services asks the Interim Head of Education, Policy and Standards to encourage primary schools in the Borough to include the raising of awareness of stigma and its effects as a permanent element of Personal, Social and Health Education (PSHE) and Citizenship lessons.

Communities

The Strong and Active Communities Partnership Group develops and promotes opportunities for integration through culture, leisure and the arts as part of its partnership work. The Partnership is working to accrue social capital in the community by building relationships and engaging and interacting with individuals and groups. Members of the Partnership, as well as key players in the voluntary sector locally such as Hillingdon Mind, Age UK, Hillingdon Carers, DASH etc, contribute by the work that they do individually but also in partnership. This adds value and underpins the objective of promoting community cohesion and integration. For example, the Hillingdon Interfaith Network is working with schools in the Borough to promote greater understanding of different faiths but also to feel comfortable and confident about who they are and what they believe. There is also work being undertaken via the schools to help isolated and vulnerable parents in the community to build more positive relationships.

Funding had been provided from the Ward Budget towards the Hayes Community Wellbeing Event in 2013. The event incorporated a range of stalls and had included one for Central and North West London NHS Foundation Trust. The event had been very successful with a huge range of people attending. It has been suggested that officers explore options for Council and Public Health involvement with this event, should it take place in 2014.

The Council's Early Intervention and Prevention service is committed to the establishment of an LGBT young people's programme in partnership with the voluntary sector. Discussions with Mosaic Youth Group have unfortunately not materialised into a partnership arrangement so other officer are currently exploring other options.

Furthermore, a national initiative has started to raise awareness of "mate hate" crimes, where people with learning disabilities are befriended by individuals and then abused. This abuse is perpetrated for a range of reasons including gaining the use of their home or to take their money. The work undertaken so far includes the production of a DVD, leaflets and posters which have been created with the help of service users. The idea is to raise awareness of this crime with frontline staff so that they are able to recognise it and support those service users who might be victims. The posters will be put up in libraries, children's centres, etc, to raise awareness with residents.

Recommendation 4: That the Cabinet Member for Social Services, Health & Housing asks the Interim Director of Public Health to investigate opportunities to raise awareness of stigma and its impact through existing wellbeing events and channels.

WORKING IN PARTNERSHIP / FUTURE WORK

Employment

The Equality Act 2010 provides some protection from discrimination for groups of people including those with a disability, mental health issues and HIV. However, it does not protect people from being judged. With regard to stigma experienced in the work place, further work is needed to encourage organisations to ensure that their staff do not breach conditions in the Act by stigmatising other members of staff.

Stigma is still far too common in the workplace, particularly in relation to recruitment, absence management and dismissal. Improved awareness of mental health issues could help improve this situation. To this end, Hillingdon Mind has been working with the Council to train its frontline staff and increase their awareness of mental health issues. Mind is looking to increase engagement with other employers in the Borough to highlight the personal and financial benefits of better mental health awareness and support to their employees. It is anticipated that this work will highlight the resultant reduction in sickness absence and the increased productivity that will be gained through better employment practices.

In addition to the mental health first aid training that has been organised for frontline Council employees, the Council is working with Hillingdon Mind to look at the provision of training for frontline staff on mental health related issues as part of a wider training programme.

The Council has also put together the “mate hate” programme which will be launched at the Disability Assembly being held in February 2014. This work follows up on the disability related harassment workshop that took place at the last Disability Assembly and identifies three key areas that services users feel need to be addressed: transport (particularly buses), training for frontline staff and raising awareness in schools. The Council is working with the Metropolitan Police Service, schools and other partners to take this forward and frontline Council staff are being encouraged to sign up for the awareness sessions on Mate Hate crime, Mental Health and Domestic Violence. These issues have been combined so that staff need only attend one session and the sessions are pitched at an awareness raising, signposting level. Further training opportunities will be promoted at these sessions.

Other work currently being undertaken by the Council includes:

- Absence Management Policy – the Council is currently consulting with the Trade Unions on the introduction of a new Absence Management Policy that has been developed following an extensive review of workplace attendance across the Council. It is proposed that this policy takes effect from 1 January 2014.
- Absence Management Service – the Council is introducing a new absence management service in January 2014 which will introduce a monitoring process that will directly notify relevant stakeholders (i.e., line-manager and HR) of any absences related to stress or anxiety (or other mental health related issues). This will trigger appropriate Stress Risk Assessments to be conducted in the

employee's work area. At the subsequent return to work interview the employee will be asked what support we can offer in order to minimise potential pressures / stress. A link has been established between the Absence Management Policy and the procedures used to resolve disputes in the workplace. The responsibilities of both line manager and individual in the resolution of disputes are highlighted. When resolving complex disputes between either individuals or within groups, HR is able to use the services of an external, independent mediator, if appropriate.

- Occupational Health - from 1 December 2013, Health Management Ltd (HML) will start as the Council's new Occupational Health (OH) provider. As well as providing access to OH advisors and physicians capable of compiling management reports on employee medical conditions, the Council will also have a dedicated senior OH consultant who will be able to provide more strategic advice on health management in the workplace.
- Workplace Mental Health Support Service – consideration is being given to how the Council can best utilise Remploy's Workplace Mental Health Support Service (which provides support for individuals with a mental health condition to remain or return to work).
- 'Train-the-Trainer' – an event is taking place in late November 2013 to develop internal capability to deliver two new training courses, Managing Stress and Building Resilience. The former focuses on management awareness of stress in the workplace and the behaviours that can contribute to minimising factors contributing to stress (e.g., workloads). The second course focuses on the individual and how they can develop their own personal resilience to workplace pressures.
- Workforce Wellbeing Charter – the self-assessment standards are currently being reviewed to determine if they can support the delivery of a wellbeing strategy across the Council.

Recommendation 5: That Cabinet welcomes the roll out of the mental health first aid training provided by Hillingdon Mind to front line Council staff and local voluntary organisations and asks the Cabinet Member for Social Services, Health & Housing to give consideration to extending this to community and peer group leaders.

Education

Throughout the review, it became quite apparent that education is critical to the reduction of stigma. For example, in the 1980s and 1990s, there was a lot of publicity about HIV in schools and colleges and outreach work was undertaken to educate people about HIV. This had a huge impact. However, this was a long time ago and little has been done since then. We now have a new generation that needs to be educated, not just about HIV, but about all stigma. Changing people's attitudes is difficult and will not happen overnight so the focus needs to be on changing behaviour. Although Government legislation in relation to discrimination goes some way to changing this behaviour, there is much more that needs to be done.

Organisations such as Hillingdon Drug and Alcohol Service (HDAS) have spent time educating partner agencies which has gone some way to breaking down barriers and

reducing stigma but more could be done. To build in this work and help determine future attitudes, a focus is needed on educating young people in schools about stigma and its effects, perhaps by having this as a permanent element of Personal, Health and Social Education (PHSE) lessons. The need for this is further highlighted by the fact that, when surveyed, many young people had a negative attitude towards those who misused Class A substances – it has been suggested that some young people don't align that Class of drug taking with their own recreational use.

Contact Points

A number of issues were raised during the review in relation to contact points for individuals being stigmatised and their friends and family. Although it has been suggested that there should be a single point of contact to provide support and guidance, the range of issues that are stigmatised is so diverse that this might not be a practical solution. However, other more actionable suggestions include:

- identifying shops within the town (with window stickers) that are happy to help individuals when they are confused and lost (this would be particularly useful to individuals suffering with dementia who can often be ridiculed or treated badly when they ask for help); and
- promoting positive social contact as this is possibly the most powerful way to challenge stigma and change public attitudes.

Pupil Premium / Schools

It is widely believed that schools have a particularly important role to play in the reduction of stigma. Approximately one in ten children between the age of 5 and 16 have a mental health problem and that many of these continue to have problems into adulthood. However, the provision of mental health services for children and young people is generally very poor and more work needs to be undertaken to reduce instances of self stigma in young people and encourage them to seek advice and support. Young people tend to struggle with “difference” and, as such, those with mental health issues can find themselves the object of misunderstanding, ridicule and bullying.

The pupil premium is the provision of approximately £900 for children that meet certain criteria in terms of their needs. Each school has discretion to use this funding as it deems appropriate, with a view to providing learning and support activities for those children. It is suggested that some of this funding could be used to tackle the issue of stigma faced by those young people that it affects.

Awareness Raising

To build on the current level of support provided to individuals and their families and ensure that they receive the help that they need, it is important that more is done to ensure that specialist organisations and the public sector work together to raise awareness of how help can be accessed. Further work could also be undertaken to:

- encourage people to discuss stigma with their family and friends;
- support activities which get people to identify stigma in the community;
- provide training workshops on stigma for community and peer group leaders;
- raise awareness of the provision of voluntary sector training by organisations or charities such as Mind and TB Alert; and

- identify potential groups in the community that would benefit from or welcome awareness raising sessions.

The spread of TB in detention centres has not been helped by individuals being moved from one centre to another or when individuals are deported without treatment. Work is planned in detention centres over the next year to raise awareness and provide treatment and support for those with TB. A link nurse will also be placed at Colnbrook Detention Centre for two weeks to provide TB education and training.

With regard to transsexualism (there are estimated to be about 30 transsexuals in Hillingdon) and similarly uncommon issues for which an individual is stigmatised, more needs to be done to raise awareness generally. As most GPs are likely to have little (if any) contact with a transsexual at their practice, it is difficult for them to be able to provide the healthcare support and advice that is needed and will often be unaware of the steps involved in the transitioning process or what additional support might be required after the transitioning process has been completed. A wider awareness may go some way to improving this situation.

As part of World Mental Health Day in 2013, politicians joined a cross-party parliamentary event to reinforce the need to tackle the stigma and discrimination surrounding mental health problems. In future, it has been suggested that the Council consider looking at how it could promote and highlight awareness days to promote specific issues.

The increasing number of national celebrities talking about their mental health issues in the media has increased awareness and will go some way to reducing stigma. To build on this further, it would be valuable to have prominent local people speaking up in the same way.

Media

Stigma and discrimination are frequently fuelled by negative, ill-informed and misleading messages fed through the media. These messages often link mental illness with violence or portray people with mental health issues as dangerous, criminal, disabled, evil and unable to live normal, fulfilled and productive lives. Whilst there is little that the authority can do to influence national media, the Committee is clear that the Council will continue to encourage the local media to project positive messages about issues such as mental health. Furthermore, it has been suggested that consideration be given to the Council launching specific campaigns in relation to stigma around areas such as the workplace, family life and local neighbourhoods.

Talking Therapies

Individuals with mental health issues do not always want to take their medication as the side effects can often be worse than the illness itself. The self stigma suffered is often in relation to the shame and guilt felt about having the illness. Improvements to the talking therapies offered to these individuals would help in these circumstances and would also help to reinforce the fact that people who suffer from mental illness are not defined by the illness, they are still individuals.

CONCLUSIONS

“Everyone thinks of changing the world, but no one thinks of changing himself.”

- Leo Tolstoy

“The world as we have created it is a process of our thinking. It cannot be changed without changing our thinking.”

- Albert Einstein

Everyone, in one way or another, has a characteristic or circumstance of some sort for which they could be stigmatised. Rather than focusing on what an individual **can not** do because of their situation, each of us should concentrate on the things that we **can** do and try not to limit our aspirations.

Although the introduction of legislation to address discrimination is welcomed, it is suggested that a culture change will be needed to change public perceptions and behaviour in relation to people with mental health and other issues. A significant number of those with mental health and other issues have experienced “disability hate crime” or victimisation as a result of hostility and prejudice. Many of these crimes are not reported which means that others can then be subjected to abuse from the same perpetrators.

Whilst local campaigns to deal with the issue of stigma are thought to be very beneficial, it would be useful to have a wider national campaign to tackle the issue. Maybe then, there would be an increase in patience and acceptance.

Everyone is responsible for challenging stigma and we can all play a role in educating others and advocating new attitudes and practices. By applying what we have learnt in our own lives and talking openly about our own experiences, everyone can become a role model. This not only applies to each of us as individuals, but also to community leaders who should be encouraged to speak out and condemn stigma.

Stigma will never go away but each of us must do our bit to tackle it...bit by bit.

CASE STUDIES

1. Gender Dysphoria

Ms T's GP was unaware that he needed to refer her to the Mental Health Unit (MHU) to get a referral to the NHS Gender Clinic and, as such, spent several months trying to refer her to hospital. Eventually, the hospital advised the GP that he would need to refer Ms T to the Mental Health Unit (MHU). It was many months before Ms T finally received a referral to the MHU psychiatrist.

At the outset, the MHU psychiatrist made it clear that he knew little about transsexualism but was satisfied that Ms T was a transsexual and referred her on to hospital and back to the care of her GP. The psychiatrist made no effort to find out or deal with Ms T's depression or offer any counselling. Ms T believes that, 8 years later, little has changed as she is aware of someone else who was recently referred to the MHU without being offered any follow up support.

Ms T feels that she was lucky as she paid for a private psychiatrist who ran his own Gender Clinic and self prescribed hormones that she purchased on the Internet. She believes that this helped reduce her depression to a manageable level.

Ms T believes that many Gender Clinics have preconceived ideas and expectations of what they want from an individual, including their Real Life Experience. These Clinics (both private and NHS) often set targets but then provide no real help on how to achieve those targets.

In this instance, Ms T feels that she has been privileged to receive the treatment that she has from her Clinic. Furthermore, she praised her GP for his support and the effort that he made to understand gender dysphoria.

2. HIV - 1

A male heterosexual, employed full time, was due to marry his partner which would have given him the right to remain in the UK. He was diagnosed with HIV and his fiancée disclosed his HIV status to friends and family without his knowledge or permission.

Dealing with an HIV diagnosis is difficult enough but he has instantly been alienated from his family. He has been disowned by his family and his mother has told him that he is "dirty", "a child of the devil" and is "no longer her son". Threats have also been made by other close family members. He has been demonised by cultural stigma and educational ignorance to the degree that he fears for his life if he returns to his native country. His family in the UK remain hostile and unsupportive.

The relationship with his partner has irretrievably broken down, leaving him feeling doubly rejected and worthless. Low self esteem and depression have led him to disengage with healthcare professionals and he has stopped taking his HIV

medication which resulted in illness and a period of hospitalisation. In addition, the break up of his relationship meant that he faced deportation.

HART has provided him with a safe, non-judgmental and supportive environment in which to emote his feelings. He now has a difficult work environment as he fears his employers finding out about his HIV status. He fears being ostracised based upon historic opinions voiced by colleagues/managers.

3. HIV - 2

Heterosexual female contracted HIV following a relationship which had irreconcilably broken down. Diagnosis was taken very badly, coupled with the feelings of bitterness and anger towards her ex-partner. As a result, she has been suicidal, has depression and has required clinical psychology input.

She was too distressed to engage with anyone after her diagnosis and it had taken lengthy encouragement from HART in order for her to engage with them. As she had stigmatised herself, she is terrified that anyone she knows will discover her status. This led her to isolate and cut herself off from friends and colleagues for a lengthy period.

She is very distressed at the prospect of bumping into people that she knows at the local clinic so has opted to attend a hospital elsewhere at her convenience. She is employed but is fearful that her status will be discovered and finds it stressful pretending to colleagues that everything is 'normal' when, in fact, she has been at breaking point and is emotionally vulnerable.

With a great deal of courage, she has disclosed her status to her child who has completely rejected her. This has fuelled her own feelings of worthlessness and her stigma perception of HIV.

Since her initial diagnosis, HART has worked hard to get her to open up and engage with them. This has resulted in her slowly becoming stronger, increasing her feelings of self-worth and building an understanding of her condition.

4. Ex-Offender

An ex-offender (Mr A) was employed by a local company. He was seen working outside by his sister-in-law. The sister-in-law, who was not on speaking terms with Mr A, caused a huge scene in public about his criminal past and threatened to contact the local media and disclose his criminal convictions so that they could report the story. Unfortunately, in this instance, Mr A had to leave his employment. A few months later, Mr A was still unemployed and was suffering with depression.

5. Tuberculosis - 1

A male was diagnosed with spinal Tuberculosis and started an 18 month treatment regime. He was in a lot of pain when he was first diagnosed. He was employed but,

because he was in a too much pain to work and was off sick for so long initially, he lost his job. When he was available to work, the Job Centre and employment agencies were unable to help him because as soon as any potential employers found out about this sickness absence due to TB he was not given the opportunity to attend interviews.

During a home visit by the Community TB Nursing Team, it became apparent that he did not have enough money to have the electricity on or to buy food. Although he has been discharged from care as his TB has been cured and his treatment is complete, it is thought that he is still seeking employment.

Arising from this case, the Community TB Nursing Team arranged a teaching session at the Job Centre and Council's Housing Department to provide education and information. The Team also gave the patient information leaflets that he could pass on to potential employers and supplied him with Food Bank vouchers to assist him whilst he was in financial crisis.

6. Tuberculosis - 2

An HIV+ female was diagnosed with sputum smear positive Pulmonary TB. She had several mental health issues and her TB had recurred due to poor adherence to TB treatment when she had been a hospital in-patient for several weeks. She had been given treatment by the TB Nursing Team but it had recurred again and treatment was given again.

The patient reported suspected TB symptoms again the following year. She was reluctant to attend the TB Clinic but did have an appointment planned at the GU Clinic relating to her HIV status. The TB Nurses tried to arrange to leave sputum pots at the GU clinic for patient to use and then be tested for TB. The GU Clinic refused and cancelled her appointment as they were concerned about other patients contracting TB if she entered their clinic.

Following this incident, the Community TB Nursing Team arranged a teaching session at the GU Clinic to assist in changing attitudes and beliefs amongst health care professionals. The Team has also offered more support to the patient and arranged for her to be seen when and where it is convenient for her. They are also looking to run monthly "drop-in" clinics for current and former TB patients, where they feel safe (e.g., HESA Centre, Hayes).

7. Tuberculosis - 3

A school child (Child A) was diagnosed with pulmonary TB (not smear or culture positive) and commenced TB treatment. Child A was off sick from school for approximately four weeks and the school nurse was informed. Although Child A was no danger or risk to any other pupils, word got out about the TB and they were harassed by other children. Child A's siblings were also the target of bullying relating to their TB status. All children were removed from school and the family then moved out of the area.

Community TB Nursing Team aims to go into schools and educate staff in a bid to reduce stigma. They also plan to send leaflets home to the parents on a regular basis. The Team most frequently talks to the Welfare Officer at each school as the Head Teachers are often not interested.

BACKGROUND READING

To assist with the writing of this review, reference has been made to a wide-ranging selection of background information:

- Definition of “stigma”: <http://www.oxforddictionaries.com/definition/english/stigma>
- Definition of “astigmatism”: <http://www.thefreedictionary.com/astigmatism>
- *The World Health Report - 2001 - Mental Health: New Understanding, New Hope*: <http://www.who.int/whr/2001/en/>
- *Standards of Care for the Health of Transsexual, Transgender and Gender Nonconforming People*; Version 7; 2012; The World Professional Association for Transgender Health: http://www.wpath.org/site_page.cfm?pk_association_webpage_menu=1351&pk_association_webpage=3926
- *Mental health: Overcoming the stigma of mental illness*; Mayo Clinic: <http://www.mayoclinic.com/health/mental-health/MH00076>
- *Sexual Orientation, Attachment, and Psychopathology Amongst Adult Inpatient Survivors of Child Abuse*; Ellen J Greenwald; December 2008
- *Gender Recognition Act 2004*: <http://www.legislation.gov.uk/ukpga/2004/7/contents>
- *London Adult Mental Health Scorecard, Prototype*; NHS Commissioning Support for London & London Health Observatory and Working for Wellness (2011)
- *Speakout*; Issue 2; Summer 2013; www.time-to-change.org.uk
- *Stigmatization of people with mental illnesses: a follow-up study within the Changing Minds campaign of the Royal College of Psychiatrists*; Arthur Crisp, Michael Gelder, Eileen Goddard, Howard Meltzer; *World Psychiatry* 4:2; June 2005
- *Global pattern of experienced and anticipated discrimination reported by people with major depressive disorder: a cross-sectional survey*; *The Lancet*; Volume 381; Issue 9860; Pages 55-62; 5 January 2013
- *What is Stigma?*: www.sane.org/stigmawatch
- *The Effects of stigma*; Government of Saskatchewan: www.health.gov.sk.ca
- *Challenging stigma and discrimination: Starting the conversation about mental health*: <http://www.rethink.org/carers-family-friends/brothers-and-sisters-siblings-network/events-and-workshops/challenging-stigma-and-discrimination-workshop>
- Stand to Reason – social justice in mental health: <http://www.standtoreason.org.uk/>

TERMS OF REFERENCE

Members of the Committee are asked to consider and provide input into the following draft Terms of Reference for the review:

1. To gain a complete picture of how Stigma affects people with mental and physical health problems;
2. To fully understand the underlying reasons and attitudes associated with Stigma;
3. To assess a wide spectrum of local policies, services and activities across the broadest range of local public and voluntary organisations; and to advise how they could adapt and evolve to challenge Stigma;
4. To review the role of local NHS and social care providers in both diagnosis and their approach towards patients with mental and physical health problems;
5. To investigate other local, national and international projects, campaigns and initiatives that have successfully challenged Stigma;
6. To research and actively consult residents and service users; to seek valuable evidence and witness testimony to assist in developing the review's findings;
7. To ensure the Committee's review, report and findings are sensitively approached to reach out most effectively to those affected by Stigma;
8. After due consideration of the above, to bring forward effective, practical and cost effective recommendations to the Cabinet for implementation across the Borough and partner organisations, monitoring progress as required.

WITNESSES

Witness sessions for the review were held on 16 July 2013 and 10 October 2013 in which the Committee heard from the following expert witnesses:

Session 1

- Justine Bohan – Community TB Nurse, Central & North West London NHS Foundation Trust
- Caroline Wightman – TB Lead, Central & North West London NHS Foundation Trust
- Gail Burrell – Hillingdon Drug & Alcohol Service (HDAS)
- Dr Jeffrey Fehler – Hillingdon Drug & Alcohol Service (HDAS)
- Simon Belham – Hillingdon AIDS Response Trust (HART)
- Nigel Gee – Hillingdon AIDS Response Trust (HART)
- Richard Eason – Hillingdon Association of Voluntary Services (HAVS)
- Michelle Dibble – Hillingdon Stress Management (written submission)

Session 2

- Claire Thomas – Chief Executive, Hillingdon Carers
- John Clark – Trustee, Hillingdon Mind
- Christopher Geake – Director, Hillingdon Mind
- Kiran Seth – Diversity Manager, Hillingdon Mind
- Minta Sakaria – Blue Sky Development
- Carole Jones – Head Teacher, Yeading Primary School / Chairman of Strong & Active Communities Partnership
- Fiona Gibbs – Stronger Communities Manager, LBH
- Vicky Trott – Senior Policy Officer, Equalities and Diversity, LBH
- Nesrin Crilly – Health Advisor, Occupational Health, LBH
- David Brough – Chairman, Hayes Town Partnership (written submission)

Agenda Item 6

MAJOR SCRUTINY REVIEW: REVIEW OF THE CAUSES OF TENANCY FAILURE AND HOW IT CAN BE PREVENTED

Cabinet Member	Councillor Philip Corthorne
Cabinet Portfolio	Social Services, Health and Housing
Officer Contact	Charles Francis, Administration Directorate
Papers with report	Social Services, Housing and Public Health Policy Overview Committee Final Report.

HEADLINE INFORMATION

Purpose of report	To consider the Policy Overview Committee's report on the review of the causes of tenancy failure and how it can be prevented.
Contribution to our plans and strategies	To improve the sustainability of tenancies across all forms of tenure.
Financial Cost	No additional financial costs are contained in the report.
Relevant Policy Overview Committee	Social Services, Housing and Public Health
Ward(s) affected	All

RECOMMENDATIONS

That Cabinet:

- A) Welcomes the report from the Social Services, Housing and Public Health Policy Overview Committee (as in Appendix 1) on the review into the causes of tenancy failure and how it can be prevented and;
- B) Endorses the recommendations of the Policy Overview Committee as set out below:-
 1. That Cabinet endorse the concept that support services that help sustain people in their own home must be tenure neutral and focus on practical help that will enable people to stay in their home.
 2. Endorse the risk based approach to tenancy sustainment currently being developed by officers with an emphasis on early intervention and problem solving.
 3. That in support of ongoing service transformation, consideration is given to ways of improving joint working across Council Teams, making these more flexible and proactive as well as promoting early intervention.

4. That, welcoming the service transformation taking place, officers consider reviewing the provision of support services in order to promote tenancy sustainment. Further, the Committee suggests that, having established the principle and mechanisms of tenancy sustainment, that the initial work proposed in this review be used as a basis for a possible review (in the next Municipal year) that focuses on discrete areas including ensuring sufficient support for those in most need, in particular those with mental health issues or other vulnerabilities.
5. That the Cabinet Member for Social Services, Health and Housing requests that Council's front line staff receive refresher training to give basic advice and sign posting and consideration be given to the following:
 - Undertaking a review of service directories and website information
 - Developing information available through social networking
 - Updating information leaflets available to residents on the provision of advice on benefits and relevant campaigns.
6. The Council further highlight that discretionary housing payments are available but limited and keep the policy under review to ensure that there is sufficient provision in the budget.
7. The Council build on existing work to encourage the take up of benefits and the use of outreach services to interact with harder to reach groups and make effective use of community facilities such as libraries.
8. (That Cabinet) reaffirms the proposals made by the Deputy Leader and Cabinet Member for Education and Children's Services in February 2009, where free independent financial and budget management lessons were made to schools and invites the Cabinet Member to take this opportunity to remind schools that such an offer is available.
9. That Housing Services, Private Sector Landlords and Registered Social Landlords pursue joined up working on providing and /or sign posting budget information in their tenant's publicity materials so that where possible universal information, articles and media could be produced and used economically.
10. The Council assist with the promotion and advertising of the services of the Hillingdon Credit Union and seek to increase its membership through the development of a marketing plan. That as part of this work, officers also consider the promotion and availability of accounts just for benefits and rent to ensure that these essential housing costs are paid first.
11. Asks officers to develop a universal checklist of those agencies including Private Sector Landlords supporting tenancy sustainment and for this to be used to monitor success using outcomes based indicators and calculate the associated costs.
12. Welcomes the work of the Children, Young People and Learning Policy Overview Committee to help supported children and Young Care Leavers and ensure they are assisted appropriately.

Reasons for recommendations

The objective of the review was to examine how, why and when tenancies fail, what is currently done to prevent failure and investigate what more could be done. The review also aimed to ensure Hillingdon has effective systems in place for minimising tenancy failure.

Alternative options considered / risk management

The Cabinet could decide to reject some or all of the Committee's recommendations.

Supporting Information

The Social Services, Housing and Public Health Policy Overview Committee held meetings on 10 September, 8 October, 6 November and 3 December 2013 when background information and evidence was received to help the Committee in forming their findings.

The Terms of Reference of the review were as follows:

- To establish which housing tenancies fail across housing sectors and why;
- To understand the impact and likely future impact of welfare reform on tenancy sustainment;
- To establish what current action is taken to prevent tenancy failure;
- To establish what more could be done to sustain tenancies;
- To make recommendations to Cabinet/the Cabinet Member to address any issues arising from the above investigations *OR to highlight those areas requiring further investigation.*

The Committee heard from:

- John Higgins, Service Manager, Mental Health
- Nick Ellender, Safeguarding Team, Service Manager
- Tony Zaman, Director of Adult Social Care Services
- Amanada Jackson, Service Manager Disability Services
- Kevin Jones, Children's Services
- Ed Shaylor, Anti-Social Behaviour Team, Service Manager
- Nigel Dicker, Deputy Director, Residents Services
- Neil Stubbings, Head of Housing
- Debby Weller, Residents Services (Transformation), Housing Strategy Manager
- Huw Thomas, Housing Manager (Income)
- Rod Smith, Head of Estates Management
- Sinead Mooney, Housing Manager (Independent Living)
- Sunita Gudhil, Area Benefits Manager
- Charrison Davies, Estate Agent – David Miller
- Phillip Laurence, Estate Agent – written submission
- Hillingdon Mind - Christopher Geake & written submission
- Hillingdon Credit Union - Steve Allen, President
- Age UK Hillingdon – written submission

Key findings, which were identified in the review included the following factors which will help to reduce the risk of tenancy failure and improve outcomes for residents:

- The adoption of an effectively targeted risk-based approach,
- The implementation of cost-effective early intervention strategies,

- The urgent need for further work to embed interdepartmental working across Council teams which will improve outcomes by placing tenants and residents at the heart of service delivery,
- Work with other agencies in the lettings market to develop a consistent approach with a coherent message for tenants and residents about rights and responsibilities.

Officer Comments on the Implementation of the Recommendations

The broad scope of this review led to wide ranging recommendations covering a number of service areas. In considering their implementation, the following comments are provided by officers for Cabinet to consider:

- a. **Recommendation 1:** As noted within the recommendation itself, support services need to be tenure neutral but also place a greater emphasis on the Private Sector. This will be taken forward through various strategies including the Housing Strategy, Older People's and Homelessness Strategy.
- b. **Recommendations 2:** The risk based approach to tenancy sustainment is currently being developed by officers with an emphasis on early intervention and problem solving. This is being expanded across all tenures.
- c. **Recommendation 3:** The transformation of services is considering ways of improving joint working across Council Teams for example early intervention principles and joint working, through the Multi Agency Safeguarding Hub (MASH) are now being implemented and tested.
- d. **Recommendation 4:** Tenancy sustainment will be added to the Committee's work programme to be considered as a possible Committee review in the next municipal year
- e. **Recommendation 5:** Officers have confirmed that refresher training will be built into action plans for the future.
- f. **Recommendation 6:** Regular reviews are undertaken in relation to discretionary housing payments with the outcomes being presented to Cabinet at regular intervals.
- g. **Recommendation 7:** Officers have confirmed that methods of encouraging the use of outreach services and the take up of benefits will be built into the Team Plans for 2014/15.
- h. **Recommendation 8:** The Cabinet Member for Education and Children's Services has confirmed that the Interim Head of Education Policy and Standards will be asked to remind schools that independent financial and budget management lessons are available.
- i. **Recommendation 9:** The pursuance of joined up working opportunities will be taken forward at various fora / meetings including the relevant internal and external bodies.
- j. **Recommendation 10:** This recommendation requires appropriately, further work with the Hillingdon Credit Union and which will be taken forward by Housing Officers and the Manager of the Hillingdon Credit Union.
- k. **Recommendation 11:** Officers confirm that a universal check list will be developed with particular emphasis on identifying measurable outcomes and efficiency indicators.
- l. **Recommendation 12:** The Children, Young People and Learning Policy Overview Committee have spent considerable time over the last year focusing on Looked After Children, and the Social Services, Housing and Public Health Policy Overview Committee will assist in reviewing the housing support aspect of this at its meeting in January 2014.

Financial Implications

Approval of the recommendations contained in the report will not give rise to any immediate financial implication.

All follow on actions which may require revisions of resource allocation will be achieved via the Council-wide MTFF process.

EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendations?

The recommendations, if agreed, will improve tenancy sustainment in the Borough and in particular help reduce the social and financial costs associated with tenancy failure.

Consultation Carried Out or Required

The Committee heard evidence from the witnesses listed in the report.

CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and concurs with the financial implications set out above, noting that there are no direct financial implications from the recommendation that Cabinet endorse the outcome of the Policy Overview Committee review. Where implementation of new initiatives or policy changes will result in financial implications, these will be addressed in full as part of future reports to Members.

Figures quoted within the attached Policy Overview Committee report reflect the position as at August 2013 on publication of that report.

Legal

There are no specific legal implications arising from this report.

BACKGROUND PAPERS

NIL

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Report of the Social Services, Housing and Public Health Policy Overview Committee 2013/14

Review of the causes of tenancy failure and how it can be prevented



Members of the committee

Cllr Judith Cooper (Chairman)
Cllr Peter Kemp (Vice-Chairman)
Cllr David Benson
Cllr Sukphal Brar
Cllr Catherine Dann
Cllr Janet Gardner
Cllr John Major (Labour Lead)
Cllr John Morgan

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Chairman's Foreword

The ability to sustain a tenancy is a key factor in maintaining stability for both individuals and families. The costs to those suffering tenancy failure encompass the whole of their lives and may lead to a downward spiral of deprivation. This in turn results in an enormous cost to the public purse: there is no "good news" in the failure of a tenancy. This review looked at the Council's current role and responsibilities for tenancy sustainment in Council housing, as well as the existing support services for those not in Council housing, and current thinking on the development of the service.

The review indicated that there are several factors which will help to reduce the risk of tenancy failure and improve outcomes for residents:

- The adoption of an effectively targeted risk-based approach
- The implementation of cost-effective early intervention strategies
- The urgent need for further work to embed interdepartmental working across Council teams which will improve outcomes by placing tenants and residents at the heart of service delivery
- Work with other agencies in the lettings market to develop a consistent approach with a coherent message for tenants and residents about rights and responsibilities

The Committee concluded that a risk-based early interventionist approach that focussed on delivering services around the tenant would provide a cost-effective means of sustaining tenancies in the long term. It was acknowledged that the impact of the welfare reforms was still at an early stage and that there was still work to do on the BID process, but believe that the themes developed here are of relevance and would support the Council in its aim of putting residents first.

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

A handwritten signature in purple ink, appearing to read 'Judith Cooper'.

Cllr Judith Cooper

Summary of Recommendations

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

1. That Cabinet endorse the concept that support services that help sustain people in their own home must be tenure neutral and focus on practical help that will enable people to stay in their home.
2. Endorse the risk based approach to tenancy sustainment currently being developed by officers with an emphasis on early intervention and problem solving.
3. That in support of ongoing service transformation, consideration is given to ways of improving joint working across Council Teams, making these more flexible and proactive as well as promoting early intervention.
4. That, welcoming the service transformation taking place, officers consider reviewing the provision of support services in order to promote tenancy sustainment. Further, the Committee suggests that, having established the principle and mechanisms of tenancy sustainment, that the initial work proposed in this review be used as a basis for a possible review (in the next Municipal year) that focuses on discrete areas including ensuring sufficient support for those in most need, in particular those with mental health issues or other vulnerabilities.
5. That the Cabinet Member for Social Services, Health and Housing requests that Council's front line staff receive refresher training to give basic advice and sign posting and consideration be given to the following:
 - a. Undertaking a review of service directories and website information
 - b. Developing information available through social networking
 - c. Updating information leaflets available to residents on the provision of advice on benefits and relevant campaigns.
6. The Council further highlight that discretionary housing payments are available but limited and keep the policy under review to ensure that there is sufficient provision in the budget.
7. The Council build on existing work to encourage the take up of benefits and the use of outreach services to interact with harder to reach groups and make effective use of community facilities such as libraries.
8. (That Cabinet) reaffirms the proposals made by the Deputy Leader and Cabinet Member for Education and Children's Services in February 2009, where free independent financial and budget management lessons were

made to schools and invites the Cabinet Member to take this opportunity to remind schools that such an offer is available.

9. That Housing Services, Private Sector Landlords and Registered Social Landlords pursue joined up working on providing and /or sign posting budget information in their tenant's publicity materials so that where possible universal information, articles and media could be produced and used economically.
10. The Council assist with the promotion and advertising of the services of the Hillingdon Credit Union and seek to increase its membership through the development of a marketing plan. That as part of this work, officers also consider the promotion and availability of accounts just for benefits and rent to ensure that these essential housing costs are paid first.
11. Asks officers to develop a universal checklist of those agencies including Private Sector Landlords supporting tenancy sustainment and for this to be used to monitor success using outcomes based indicators and calculate the associated costs.
12. Welcomes the work of the Children, Young People and Learning Policy Overview Committee to help supported children and Young Care Leavers and ensure they are assisted appropriately.

About the Review

The main objective of this review was to examine how, why and when tenancies fail, what is currently done to prevent failure and what more could be done.

The review also sought to ensure Hillingdon has effective systems in place for minimising tenancy failure.

In order to achieve this, Members were presented with an overview of current tenancy arrangements in Hillingdon and information on Welfare Reform regulations and its anticipated impacts. The Committee provided its views on the (considered) risk based approach to tenancy sustainment currently being developed by the Council, the learning arising from case studies and how partnership working could enhance tenancy success.

It is important to note that sustaining people in their own homes is as important in private rented properties and for owner occupiers as it is in Council housing. The principles tested in Council housing apply equally across all tenancies.

Reasons for the review

There is considerable social and economic cost associated with tenancy failure. Tenancy failure occurs when tenancies are terminated prematurely such as through abandonment or eviction. Real costs include: void costs, legal fees and arrears alongside the staff costs associated with homelessness assessments and the provision of temporary accommodation. There are also wider social costs to the local authority, the family in the failed tenancy and the impact on the community.

Tenants will need additional support and assistance once the full impact of welfare reform is felt.

Transformation work underway includes a consideration of developing an overall offer for tenancy sustainment that is tenure neutral and consistent irrespective of landlord – including owner-occupation.

Why is tenancy sustainment important?

Further information in relation to why tenancy sustainment is important can be found in Appendix A, as well as background information on:

- Social housing size criteria
- Household Benefit Cap
- Universal Credit direct to tenants in social rented housing
- Arrears
- Discretionary Housing Payments

Terms of Reference

The terms of reference of the review were as follows:

- To establish which housing tenancies fail across housing sectors and why
- To understand the impact and likely future impact of welfare reform on tenancy sustainment
- To establish what current action is taken to prevent tenancy failure
- To establish what more could be done to sustain tenancies
- To make recommendations to Cabinet/the Cabinet Member to address any issues arising from the above investigations *OR to highlight those areas requiring further investigation*

Enquiry

Based on the evidence provided by expert witnesses and additional background information, the Committee was able to develop findings and recommendations that aimed to enhance tenancy sustainment and thereby reduce tenancy failure. For ease of reference, evidence, findings and recommendations are set out below under the following sections:

1. Tenancy sustainment in Housing
2. Development of the Service – Tenancy Management
3. Working in Partnership

The following information has been made available as appendices to the report:

- Appendix A – Importance of Tenancy Sustainment & background information
- Appendix B – Witnesses for the review
- Appendix C – Information on the Outreach Service
- Appendix D – Information on the Independent Living Support service
- Appendix E – Children’s Services – Risk based approach model
- Appendix F – Case Studies illustrating the effectiveness of early intervention
- Appendix G – Evidence – Written submission from Age UK Hillingdon

Tenancy sustainment in housing

The Council has a dual role, both as the strategic housing authority planning for the housing needs of residents across all tenures and as a social landlord. Tenancy sustainment services are involved in both of these roles.

The Committee was informed that from the point of view of the Council Housing Service, work to sustain tenancies was a mix of planned tasks and ad hoc interventions which collectively sought to support the tenant and prevent premature ending of the tenancy. These planned tasks and ad hoc interventions were an integral part of the housing management / landlord function in Hillingdon.

The following teams contribute to sustainment in Council housing:

- Arrears recovery
- Sheltered and Extra Care housing
- Telecareline
- Independent Living Support Service
- Community Housing

Additional terms carry out tenancy sustainment work related to other housing tenures. These include:

- Housing Needs
- Finders Fee
- Outreach Team
- The arrears recovery team also carry out some work in the private sector and the Independent Living Support Service work across housing tenures

Current operational practice

The Committee first wanted to satisfy itself that both the tenancy sustainment services providing for Council tenants and those provided by the Council for those housed in the private sector were sound.

In terms of Council tenants, Community Housing provides 'end to end' tenancy management services from the point of entry into Council Housing and encompasses all key tenancy events which arise during the lifetime of the tenancy. The Committee heard that Community Housing was not a 'standalone' service but delivered its function via a collaborative network of multi-agency and partnership working to achieve positive outcomes for tenants.

The Committee learnt that Community Housing provides a broad range of proactive and reactive tenancy management services. Additionally, it supports the work of other service teams and partners to ensure that tenants are able to benefit from the full range of services and engagement opportunities which are available to them in Hillingdon. Hearing how some tenancies encountered difficulty and involve a complex interaction between Council Teams, the Committee agreed that it was important experiences were shared and protocols developed which made joint working and

information sharing easier and more effective. This is so that a holistic, family based approach could be taken.

With the tenancy support work currently conducted and the developmental work underway, the Committee made the following recommendation:

Recommendation: That Cabinet endorse the concept that support services that help sustain people in their own home must be tenure neutral and focus on practical help that will enable people to stay in their home.

Elements of current support include:

- **Multiple / accompanied viewings** – supports the early formation of a relationship with the successful applicant and strengthens the ability to identify and address support needs at the earliest opportunity.
- **New tenant visit** – key contact stage which helps to promote a good landlord tenant relationship and ensures that tenants have settled into their new home and community. Where appropriate, advice can be offered to ensure that tenants are plugged into mainstream services and any necessary support. This early personal contact provides an opportunity to see how the tenant and their family present within the home environment and to ensure that services are tailored accordingly.
- **Probationary tenancy management** – the overriding objective of the approach to managing this introductory tenancy is to sustain the tenancy and support the tenant in facilitating the transition to secure tenancy status. With more intensive management and extended probationary periods, coupled with timely and appropriate support interventions, the Community Housing Officers play a pivotal role in minimising the risks of tenancy failure and maximising the life chances of tenants holding this less secure form of tenure. In relation to the number of tenancies which progressed to secure tenancy status, officers explained that about a third of all tenancies granted each year were probationary. It was noted that the maximum period of a probationary tenancy was 18 months after which, the tenancy either came to an end or became secure. Officers confirmed that probationary tenancies could be extended at any time within the first 9 months of the probationary period and there was scope to increase this practice. The Committee highlighted that probationary tenancies were a key area where the Council could intervene.
- **Tenancy checks** – in addition to an effective contribution to the Council's corporate approach to identifying and responding to fraud, Community Housing Officers take responsibility for any actions arising from and identified during these home visits. In addition, the programme of visits supports the proactive identification of tenancy breaches, some of which are not evident from an external inspection of the property and garden. During these visits, Community Housing Officers are well placed to promote a number of standards, including: fire safety, hygiene, refuse and recycling and being good neighbours (within the home and address the needs of vulnerable households

via the production and review of tailored 'personal emergency plans'). At this contact point it, may be necessary to refer a tenant to other agencies in order to maintain a tenancy.

- **Tenant mobility** – Community Housing Officers with an established relationship with the tenant and detailed knowledge of the tenancy are well placed to support the tenant with a range of potential options to meet their needs. This includes supporting individuals and households with more complex needs who requiring suitable alternative accommodation. Community Housing Officers update and utilise HomeSwapper to accommodate tenant's needs in terms of size and geographical area of accommodation requirements. There are currently just over 1,000 Hillingdon tenants registered on HomeSwapper. Approval visits are required for any Hillingdon tenants transferring via LOCATA. These visits give Community Housing Officers an opportunity to further assess the needs of a tenant to complete a seamless transition into their new home.
- **Tenancy changes** – Community Housing Officers are well placed to play an effective role in responding to the full range of tenancy events which can arise during the lifetime of a tenancy. Such changes can be linked to significant life events such as bereavement and relationship breakdown. Such events can be challenging for individuals and families who require appropriate and timely advice and support. By arranging for appropriate support and giving advice at such a critical time this can be pivotal in ensuring the tenant enjoys the full benefits of the tenancy held by them.
- **Tenancy management interventions** – Community Housing Officers are well placed to identify and respond to a range of tenancy breaches [other than Anti-Social Behaviour] and identify the triggers which can lead to tenancy breaches. These breaches are frequently linked to underlying and unmet needs and an inability to comply with tenancy conditions due to long term or intermittent periods of vulnerability The Committee therefore felt there were significant (cost) benefits if Officers intervened at an early stage of a tenancy and Officers were encouraged to adopt a proactive stance to help promote good tenancies..
- **Tenancy enforcement and ASB** – The Anti-Social Behaviour Investigations Team (ASBIT) receive and action all reported incidents of ASB. Officers look to identify any support that may be required should a tenant's personal safety be at risk. Cases are evaluated on an individual basis and action taken which is both necessary and proportional to the ASB being caused. This will include action in respect of breach of specific tenancy conditions and also action under the Environmental Protection Act. This is commonly in the form of noise nuisance. ASBIT Officers will always look to try and resolve ASB issues at the earliest opportunity in order to preserve the tenancy.
- **Gardening Service** – Community Housing Officers are able to offer assistance to vulnerable tenants with garden maintenance. The Community Housing Teams are seeking to actively expand the service which currently

includes 67 tenants receiving a regular service. This includes grass cutting, bed maintenance and trimming hedges. By take up of this service, assistance can be given in preventing enforcement of tenancy conditions, which state that tenants must keep their gardens tidy. It also assists vulnerable households who are unable to comply with this specific tenancy obligation and for whom the maintenance of their garden presents a real worry. Officers also know that elderly / vulnerable households with overgrown gardens are targeted by burglars and 'door-step fraudsters'.

- **Fire Safety** – As part of our landlord obligations, Community Housing Officers promote and ensure compliance with fire safety regulations. This role is included within regular Estate Inspections, ensuring shared areas [escape routes] are unobstructed and encouraging tenants to follow basic fire safety advice including the regular testing of smoke alarms. Separate visits are also made to tenants who are vulnerable and are at greater risk in the event of a real fire situation. In these circumstances Community Housing Officers develop a tailored 'Personal Emergency Plan' which is reviewed with the tenant annually or more frequently following any material change in their circumstances. The need for such action can be a consequence of Community Housing Officers carrying out tenancy checks as outlined previously.
- **Tenant and Residents Association** – Community Housing Officers attend local meetings with existing associations and will also look to promote the setting up of new associations. This can be helpful in looking to assist new tenants settle into a new area by contact with an association who can assist with families integrating into the community. Community Housing Officers can also gain information from tenant representatives living on the estate which can be used to resolve management issues at an early stage. Community Housing Officers are also well placed to promote the range of other engagement opportunities which are available specifically to tenants and more generally to residents in Hillingdon.

Summary headlines of lettings in the permanent Council housing stock over the last two years

Total lettings

Average number of lettings: 650

Tenancy types

Around two out of every three lettings are to secure tenants, the remaining third are granted probationary tenants.

Property types

Average number of lettings to sheltered housing and aged restricted persons bungalows: 130 [20%]

Average number of lettings to flats and maisonettes: 300 [46%]

Average number of lettings to houses: 220 [34%]

Tenancy granted by source [top 7 categories by volume]

Transfers: 298

Homeless: 146

Mutual exchanges: 114

Successor tenants: 26

Works to stock: 24

From Housing Associations: 20

Cross Borough lettings: 9

The top seven categories account for 98% of all lettings [637 lettings].

The Committee heard how, in 27% of all these cases [175 lettings], the Council had no previous relationship with the individual who became the tenant. Due to this high proportion, the Committee felt it was essential that there was additional input (from the Council) in the initial stages of the tenancy. In the majority of cases therefore [approximately three out of every four lettings] the Council had a degree of information about the new tenant. In most cases this was because they were already a Council tenant or they were part of a Council tenant's household. In summary terms this means that for the majority of lettings we will have a fair degree of information about the tenant from which to tailor our approach to the management of the tenancy. For one in every four lettings the likelihood is that the extent or quality of information will be lower and this will need to be considered in the assessment of risk and the scope of the initial assessment which will feed through into any subsequent tenancy management plan.

Evictions and the scale of failed tenancies

The Committee heard that out of 10,300 tenants, there were 17 evictions last year, 3 of which were for anti-social behaviour by Council tenants. This year there had been 4 evictions so far which were drugs and / or alcohol related.

It was noted that the timescales for eviction action differed between the private and social housing sectors. Officers explained that tenants in Council homes had security of tenure and so, if issues did arise and eviction proceedings were initiated, then the Council was obligated to follow protocols through the Courts, provide a sound evidence base for its actions and also to identify the support networks available to the tenant. In the private sector, it was noted that the landlord could terminate a lease with much less notice and the Council would not be privy as to why eviction action had been taken.

The Committee was informed, that ultimately tenants were responsible for their own behaviour and actions as borne out in case law precedents. Officers commented that providing re-housing was a significant challenge, given that in many cases re-housing issues were brought to the attention of the Housing Department through a Ward Councillor (often at the last moment) and most tenants held the expectation that the Council was obliged to re-house them. In which case, this served to underline how important strong inter-department working was, and how often a number of Council services were aware of the tenant's circumstances so the Council was better placed to assist them.

At present, officers suggested there was a tendency to focus on quick wins, which meant that, for example, tenants might be assisted to fill in housing or benefits applications quickly so that benefits could be accessed, rather than focus on the underlying reasons as to why the tenant had been unable or unwilling to complete the form themselves i.e. due to a lack of knowledge or an inability to find and/ or access information or guidance.

Within the tenancy management service the first 12 months of the tenancy is seen as the greatest risk period. The focus is to ensure that the tenant is supported in accepting responsibility for compliance with tenancy conditions and acquiring and developing those skills necessary to sustain the tenancy in the long term.

In general terms, the majority of tenancies which end are associated with non-payment of rent and unacceptable anti-social behaviour. The service teams who focus on arrears recovery and enforcement of anti-social behaviour breaches know that there are frequently a number of underlying issues which result in tenancy failure. What comes to the fore however in terms of possession actions will be rent debt and unacceptable behaviour.

In relation to tenancies failing within the first 12 months, these have fallen from 19 in 2011/12 to 7 in 2012/13. In the year to date there has only been 1. The principle reasons for tenancies failing in the first 12 months are related to underlying health and vulnerability issues. Presenting issues are generally related to mental health issues and drug and alcohol issues. The failed tenancy will not always result in eviction i.e. it is not uncommon for property to be abandoned.

Rent Arrears

In relation to Rent Arrears and the action that could be taken:

- The Committee noted that in some cases, families did not apply for Housing Benefit and rent arrears arose and enquired what action, if any, could be taken if a family refused to apply for housing benefit. Members felt that under these circumstances, there should be a mechanism so that the Council was not 'left out of pocket'.
- Officers explained that housing benefits was especially complex and that the application form for benefits alone ran to 58 pages. Officers assured the Committee that the Rent Arrears Recovery Team were actively encouraging people to apply for housing benefit but that residents still needed to engage with the Council.
- The Committee acknowledged that in the past, Housing Benefits used to be managed by the Council. However, welfare reform now meant that this would be the responsibility of the tenant. As such, it was felt essential that every step possible was taken to ensure families were assisted from the outset. It was acknowledged that a vital part of this process was the time and effort which was taken to set up the tenancy in the first place.
- Officers explained that applications for housing benefits were accepted over the telephone and guidance was also available to help people submit claims. Officers also ensured that applicants were clear on the timings of claims and what the implications might be if a claim were submitted late.

- It was noted that building relationships was an important aspect of ensuring tenancies were effective. With this in mind, the Committee highlighted that there were a number of groups it was aware of which chose not to directly engage with the Council and so there were further opportunities for Officers to work with Council partners to ensure as many tenants as possible were assisted. Officers ensured there was continued dialogue with those tenants in rent arrears and confirmed that the best way to collect rent was to help tenants and by fostering a payment culture. However, it was acknowledged that in some extreme cases, some tenants chose not to engage and did not appear to use any support agencies. In which case, the Committee agreed that further work should be conducted to encourage the take up of benefits. There were also further opportunities for the Outreach service to engage with harder to reach groups through existing resources such as libraries. Further information about the Outreach service can be found at Appendix D.

Recommendation: The Council build on existing work to encourage the take up of benefits and the use of outreach services to interact with harder to reach groups and make effective use of community facilities such as libraries.

- The Committee highlighted that some tenants felt that Housing Benefits were a burden and they needed more assistance. With respect to more complex cases, the Committee asked what action, if any, could be taken to assist those persons who refused to fill in application forms and whether or not there was a mechanism to appoint an advocate on their behalf. In response, Officers confirmed that Direct Payments could be made to landlords and tenants could elect to pay their housing benefits to the Council. Officer also confirmed that there was scope to highlight that (in some cases) discretionary housing payments were also available.

Recommendation: The Council further highlight that discretionary housing payments are available but limited and keep the policy under review to ensure that there is sufficient provision in the budget.

Tenancy sustainment in Private Housing (rented and owner occupied)

Those working in Housing Needs give housing advice to people living in both social and private housing in both the owner occupied and the private rented sector. The work of the team is concerned with preventing homelessness and where this does not prove possible, taking a homelessness application, making a homelessness decision and, if necessary, arranging for housing to be provided. There is a range of homelessness prevention work undertaken by housing needs staff. Where possible, this aims to make it possible for people to remain in their homes. Examples of the type of work undertaken include:

- Negotiating with friends and family excluders. This can be face to face visits or through telephone or written interactions
- Speaking with landlords to arrange a stay of execution, advise landlords of any inappropriate illegal evictions and the consequences
- Offer assistance with any delays/blockages in Housing Benefit payments for residents
- Advocate for DHP payments to sustain current housing or assist the resident to move to alternative settled accommodation
- Assessment under Allocations Policy to assist with any potential increases in the Priority banding
- Look at support needs and refer to appropriate provider to sustain current accommodation mental health, drug & alcohol, social care etc
- Pre tenancy advice for care leavers, young people and those who may not have rented previously
- Advice on maximising benefit income and address affordability issues
- Offer incentives to find alternative accommodation whilst they remain in their current accommodation
- Provision of cheaper accommodation such as short life properties
- Advocating, where appropriate, for Housing Benefit to be paid directly to landlords
- Working with Job Centre Plus to assist with accessing employment and training opportunities

Job Centre Plus has confirmed that 107 residents have been helped into work since 23 May 2013.

Tenancy sustainment in Finders Fee Team

The Council has two tenancy sustainment officers who work with private sector landlords that make properties available under its “Finders Fee” scheme. Work that they get involved with to help sustain tenancies includes:

- Negotiations regarding rent levels
- Income and expenditure assessments
- Advice concerning direct debits or standing orders for rent payments and joining a credit union
- Advice about claiming Discretionary Housing Payments
- Assisting with Housing Benefit queries
- Negotiation regarding rent arrears including agreeing an affordable amount to pay the landlord. If arrears are more than 8 weeks rent arrangements can be made for Housing Benefit to be paid direct to the landlord
- Mediate in cases of ASB and where necessary arrange for those suffering from ASB or harassment to be moved
- Assist in resolving issues of disrepair or where the landlord reports that the tenant is damaging the property

Independent Living Support Service (ILSS)

The Independent Living Support Service works to support individuals in developing and maintaining their ability to live independently in their own home and to take control by making informed choices. Further information about this service can be found in Appendix E.

During the period from 01/4/13 to the 24/10/13 the ILSS has supported **228** individuals with sustaining their tenancy.

The table below shows the reason for referral and percentage of clients supported:

Reason for referral	% against total	Clients' vulnerability – Varied issues e.g.:
ASB	5%	DV, Mental Health and generic
At risk of losing home	14%	Mental Health, DV, Alcohol & Drug, Older people, Young people at risk and physical disabilities.
Breach of tenancy	1%	Older people with Mental ill Health
Financial/Debt issues	4%	Alcohol & Drug and generic.
Homeless	4%	Mental Health, Physical disabilities and Alcohol & Drug.
Rent Arrears	19%	Older people with support needs, Physical disabilities, Learning disabilities, Mental Health, and generic
Tenant Sustainment	53%	Alcohol & Drug, Learning disabilities, Mental Health, Older people with Mental Health/dementia, DV, Young people at risk and Young people leaving care.

The Committee noted the significant percentage of referrals which related to tenant sustainment. As part of the early interventionist agenda, the Committee felt it was important that young people at risk and young people leaving care were provided with supported as soon as possible. With this in mind:

Welcomes the work of the Children’s, Young People and Learning Policy Overview Committee to help supported children and Young Care Leavers and ensure they are assisted appropriately.

Development of the Service - Tenancy Management

The Council is evaluating the merits of adopting a more person centred, risk based approach to the management of tenancies.

Children's Services have developed a risk based approach which illustrates the cost benefits of early intervention. This is shown in Appendix E. Housing Services are considering devising a similar model.

Objectives

The adoption of a risk-based approach to the management of tenancies has a number of objectives including improving outcomes associated with tenancy sustainment. These include, but are not limited to:

- Mitigating the risks associated with disrepair and poor property conditions
- Maximising income due to the Council / mitigating the impact of welfare reforms
- Mitigating negative impacts on neighbours and local communities and
- Facilitating a more structured approach to the management and review of 'flexible tenancies'

Central to this approach is:

- The initial and ongoing assessment of risk
- A more tailored approach to the management of the tenancy which is person centred
- The adoption of a planned [risk-based] approach to the management of the tenancy
- The use of annual 'tenancy checks' alongside 'new tenant visits' and 'probationary tenancy visits' as a minimum
- Drawing in more specialist resources where required
- Recording planned and unplanned 'tenancy events' in a single 'living plan' during the life-time of the tenancy which is held on Civica

The Council want to demonstrate that it is maximising the potential for its tenants to benefit from successful and sustainable tenancies. This must be underpinned by an exemplar support service. The priority is to create the right conditions for sustainable or successful tenancies which will thrive, irrespective of their length or type. The Committee heard that a risk based approach to the management of tenancies which delivers successful tenancies must ensure that the Council intervenes at an early stage to help at-risk tenants retain a secure home while meeting the responsibilities of their tenancy agreement. The Committee agreed this was the right approach and noted an aspect of this was likely to involve the breaking down of a silos and adopting a holistic approach. The Committee agreed the following recommendation to Cabinet:

Recommendation: Endorse the risk based approach to tenancy sustainment currently being developed by officers with an emphasis on early intervention and problem solving.

The following data from the Independent Living Support Service (ILSS) provides useful evidence of the effectiveness of early intervention:

Risk	Estimated savings Apr to Oct 2013	Estimated savings Apr 2012 to Mar 2013
Tenancy sustainment and Risk of losing home		
Tenancy Sustainment support via ILSS would mean at a minimum a consequent saving in of Community Housing Officers time. This has been estimated at £745 per household and on current referrals this would amount to a £105,045 (£745x 141 clients).	£ 105k	£202k
Rent Arrears		
In terms of rent arrears if each of the clients were prevented from progressing through the whole arrears procedure the potential cost savings for those 44 clients would be £128,832 (£2,928 cost x 44 clients). None of the cases referred to ILSS progressed to eviction. 30 clients did not progress to possession stage and the remaining 14 clients were prevented from progressing to the eviction stage. Estimated cost savings: £26,550 (30 clients x £885 possession action costs) £40,992 (14 clients x £885 possession action costs plus 14 x £1,991 eviction action costs plus 14 x £52 referral to other agencies costs) Total estimated savings £67,542	£67.5k	£66k
ASB		
All 11 referrals were victims of ASB and the potential savings were the avoidance of an emergency transfer. The potential cost savings are £44,000 (11 x £4k).	£44k	£80k
Potential savings current referrals (Half year)	£216.5k	£348k

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Risk	Estimated savings Apr to Oct 2013	Estimated savings Apr 2012 to Mar 2013
In comparison the average cost of ILSS staff time per client is in the region of £1,000.		
<p>If tenants were referred to ILSS sooner we could make more savings to council via avoidance of officer time and legal services.</p> <p>In our ILSS inbox, we receive enquiry emails from rent arrears team advising that they are in a process of completing an eviction report due to rent arrears.</p> <p>Within the same three year period (Apr 2011 – Oct 2013), we received a total of 285 emails from rent arrears team asking whether tenants were known to ILSS as they were in the process of completing eviction reports for these tenants; 222 were secure tenants and 63 emails stating that these tenants were probationary. None of these tenants were known to or receiving support from ILSS.</p> <p>If these tenants were referred to ILSS, the additional savings to the council could potentially be £834,480 (£2928 cost x 285 tenants). Applying the ratio of two thirds to one third as above, the potential cost saving breakdown is:</p> <ul style="list-style-type: none"> • £168,150 (190 clients x £885 possession action costs) • £278,160 (95 clients x £885 possession action costs plus 95 x £1991 eviction action costs plus 95 x £52 referral to other agencies costs) • Total potential savings £446, 310. 	£447k	

These savings relate to the immediate costs. If an eviction takes place, there are numerous ways in which the families may have further call on public resources. If there are children in the family, even if they are found to be intentionally homeless, the council will still retain a duty to the duty and considerable rehousing costs may apply. Homelessness can have wide ranging and long term impacts including on physical and mental health, education and employment; all of which may have significant financial impacts on public services.

Case studies of good practice in other organisations to further illustrate the cost effectiveness of early intervention can be found in Appendix B.

Vulnerability

During the course of the tenancy, it will be necessary to re-assess the tenant in recognition that people move in and out of vulnerability and/or are disproportionately affected by life events which put their tenancy at risk.

A more person centred approach to the management of the tenancy requires Housing Officers to consider ten core areas at the start of the tenancy. These core areas are considered critical to enable the effective assessment and support of vulnerable households and to the adoption of a risk-based approach to the management of tenancies:

- Managing the tenancy and accommodation
- Self-care and living skills
- Managing money and personal administration
- Social networks and relationships
- Drug and alcohol misuse
- Physical health
- Emotional and mental health
- Meaningful use of time
- Offending
- Motivation and taking responsibility

These risk factors will be inextricably linked to vulnerability i.e. individuals falling into one or more categories of vulnerability are likely to present as higher risk in the context of both tenancy sustainment and the cost of managing the asset.

In general terms, vulnerable individuals can be described as:

- Those experiencing a physical illness/disability
- Those experiencing a mental illness/disability
- The elderly
- Expectant mothers
- Children defined as “in need” under the Children Act 1989
- Those who do not speak or read English
- Those experiencing racial harassment and or other forms of hate crime
- Those experiencing domestic violence
- 16 and 17 year olds
- Those leaving institutional care
- Those living in temporary accommodation

Whilst this list is not exhaustive, it would be expected that a tenant within one or more of these categories could be deemed to be vulnerable.

In the context of tenancy management, vulnerability can impact negatively upon an individual’s ability to undertake day-to-day tasks and thus comply with a range of tenancy obligations.

At the second witness session, the Committee specifically heard about the growing importance of mental health issues and how these could have a significant bearing

on tenancies and the ability of persons to sustain them. An individual with mental health issues might engage in conduct which was in breach of their conditions of tenancy. The anti social behaviour could be directly related to their mental health issues and therefore, it was important that tenants were provided with the correct type of housing placement and front line staff received mental health first aid training.

An example cited was of an individual who is unable to manage basic housekeeping tasks and as a result standards of hygiene are very poor, the garden is overgrown and the rent is not being paid. The inability to manage the home has resulted in a breach of several tenancy conditions. The individual's inability to undertake day to day tasks means that they would be considered vulnerable, however a breach of tenancy conditions potentially puts the tenancy 'at risk'. As well as managing risk, this example illustrates the importance of enhancing a tenants life chances through education. Officers also reported that the Council was looking at ways of extending the definition of vulnerability so that support services were available to tenants sooner, across a whole spectrum of housing needs. The rationale for this was that when tenants were struggling, there was less likelihood that tenants in difficulty would spin off into other services and in some cases possibly find themselves in an inappropriate environment and be allocated accommodation which did not meet their needs

The Committee heard how a risk based approach to tenancy management put the onus on the Housing Officer to better recognise the risk factors and how they present and to bring forward and keep under review an approach which seeks to mitigate the risks. As part of this approach, officers explained that they were conducting prototype working within Adult Social Care to ensure the most appropriate assistance was provided to the tenant.

The approach will:

- Identifying the risk factors associated with tenancy failure
- Maximise the potential for planned support
- Provide proactive intervention and support that increases the prospect of a successful tenancy
- Identify trigger incidents, ie, the risks which could lead to failure and provide tailored reactive interventions
- Involve partners and support agencies to deliver successful outcomes

Integral to the success of early intervention is recognising the potential barriers which include:

- Not intervening at the earliest opportunity
- Poor information for front line staff on the interventions that are available or which are most appropriate
- A lack of an appropriate range of tools for staff to help to identify needs / vulnerabilities
- Reduced funding may have decreased or removed availability of an intervention
- Multiple interventions are not coordinated or properly managed
- Staff are not sufficiently trained to identify and act on potential triggers for intervention

- Different parts of the service are not joined up, e.g. repairs, tenancy management, arrears recovery
- Tenants refuse to engage
- Lack of persistence / robust processes to ensure engagement
- Lack of training / tools for staff on engaging tenants, especially vulnerable tenants and those with challenging behaviours
- Lack of SMART objectives for interventions and unrealistic expectations
- High thresholds for interventionism, e.g., Social care and Mental Health Services and having to 'know the language' and 'the buttons that have to be pressed'

The success of early intervention is linked to:

- Effective and comprehensive assessment of need carried out by trained individuals
- A known individual who supports the tenant and co-ordinates all agencies working with them
- Clear, realistic objectives and an outcomes based approach
- Effective supervision

In addition to future activity being driven by a risk based approach, the principle of activity being directed by the specific needs of the household is also proposed. In practice this would be delivered through a key worker and problem solving approach. The focus will be clearly on tenancy sustainment.

Concern was expressed about the number of different Officers which might be allocated to manage tenancies across the Council. In response, the Committee heard that Officers were taking a holistic, key worker approach which involved a change in work culture. For example, in cases where mental health services were required, the Council would be looking to engage with partner organisations so that a whole family approach could be taken.

The Committee was informed that as the needs of the family changed, the key worker assigned by the Council would also change but that the key worker would remain the primary contact for the family.

The Committee welcomed that Transformation work is currently under way and acknowledged that there was scope to do further investigative work to ensure those in most need received the help they require.

Recommendation: That, welcoming the service transformation taking place, Officers consider reviewing the provision of support services in order to promote tenancy sustainment. Further, the Committee suggests that, having established the principle and mechanisms of tenancy sustainment, that the initial work proposed in this review be used as a basis for a possible review (in the next Municipal year) that focuses on discrete areas including ensuring sufficient support for those in most need, in particular those with mental health issues or other vulnerabilities

Drawing the new approach together

With regard to 'The Landlord Service', it is important to make the distinction [in the context of tenancy failure] between the Council's dual roles:

- Firstly there are the obligations placed on the Council in its capacity as a local authority with **responsibilities towards people who are homeless or at risk of homelessness**. These duties, powers and obligations are set out in homelessness legislation, Orders and codes of guidance. The homelessness legislation places a general duty on housing authorities to ensure that advice and information about homelessness, and preventing homelessness, is available to everyone in their district free of charge. The legislation also requires authorities to assist individuals and families who are homeless or threatened with homelessness and apply for help. In 2002 the Government amended the homelessness legislation to ensure a more strategic approach to tackling and preventing homelessness. Increased emphasis was also given to the need for joint working between housing authorities, social services and other statutory, voluntary and private sector partners in tackling homelessness more effectively.
- Secondly, the Council acts in its capacity as a **landlord** – in Hillingdon the Council is the largest social housing landlord operating in the Borough. Clearly this stock of nearly 10,500 units is both a valuable and limited resource. To make the best use of this resource it is important that the housing stock is managed well and efficiently. Within the landlord service the prevention of homelessness i.e. tenancy sustainment is an integral part of what we do and how tenancy management services are designed and delivered.

Whilst there are some clear similarities between these two limbs of the Council, notably in terms of the overriding objectives of sustaining tenancies / preventing homelessness, complying with homelessness legislation and delivering a landlord service are quite different functions.

The Community Housing Teams are part of an ongoing transformation work stream within the landlord service. The proposed vision is to bring forward a dedicated staff group with a clear focus on the tenancy and the tenant which incorporates 'new ways of working' which effectively support the key objectives of tenancy sustainment and the prevention of homelessness. Integral to this 'new way of working' will be the adoption of a risk based approach to tenancy management. This staff group will be characterised by:

- 'One to one' relationships between the Housing Officer and the tenant for all core tenancy management processes
- Ensuring proactive contact with tenants to facilitate early intervention and maximising the value from personal contact to address support needs
- Using a 'casework management' approach to problem solving
- Developing effective partnership work to support vulnerable households, sustain tenancies and prevent homelessness
- Expertise and a specialist skills set linked to the range of tenancies granted by the Council, the assessment of need and support planning and review
- Good levels of understanding regarding the availability of and access to services which support the individual and the family

- The ability to seek qualitative feedback as an integral part of service delivery to ensure services are truly tailored to the needs of individuals and to support continuous improvement

Having heard about the types of work being conducted through the transformation project, the Committee agreed the following recommendation:

Recommendation: That in support of ongoing service transformation, consideration is given to ways of improving joint working across Council Teams, making these more flexible and proactive as well as promoting early intervention.

Preventing homelessness

It is generally accepted that there are three stages where intervention can prevent homelessness:

1. **Early identification** – this is about identifying categories of people who are at risk of homelessness and ensuring that any necessary support is wrapped around them [in a timely manner] to prevent homelessness. Early identification can target people who fall within known indicator groups e.g. care leavers, people with underlying mental or physical health issues.
2. **Pre-crisis intervention** – this can take the form of advice and proactive intervention to enable people to retain their current tenancies.
3. **Preventing recurring homelessness** – is about ensuring tenancy sustainment is central to preventing repeat homelessness where there is an underlying need for support and the provision of accommodation by itself is insufficient to prevent homelessness [this final point is an important one – in practice there are many services who view placement within secure council housing as the trigger for ending or scaling down their input with a client i.e. the problem has been solved. Within the landlord service, the problem may only just be beginning however. Once permanent accommodation is secured]

Within the landlord service, services are being re-designed within each of these three possible stages of intervention. The focus will vary depending upon; the needs of the individual, the stage the tenancy has reached, the trigger or triggers presenting.

Early identification will remain a priority within the landlord service. The more that is known about a new tenant / household the better. The earlier their needs can be assessed and understood in the context of impact upon ability to comply with tenancy conditions and sustain independence, the greater the potential to bring forward tailored plans to support the tenant and the tenancy to become successful.

The Committee have recognised the need for early identification and ‘front loading’ support to maximise the potential for successful tenancies. These first few weeks in the life of a tenancy are key in terms of ensuring continuity of existing services and or ensuring that all necessary and appropriate support is in place. The latter requires the adoption of a risk-based approach which considers:

- A range of risk factors [or triggers]
- Known vulnerabilities
- Known history and

- Tenancy type granted

It is clear that the effective use of this approach will rely upon:

- A specific skills set within the [landlord service] Community Housing Officer resource
- The extent of information known and shared about the new tenant
- Swift access into appropriate support services and
- Tenant engagement

This early identification stage relies upon a more planned approach which is good for the tenant and good for the service in terms of resource planning and allocation.

Early identification clearly has its place at the front end of the tenancy. It is important to note however that this will only account for around 650 new tenancies being created on average in any one year [see above]. The majority of tenants however are not the subject of a new tenancy each year. As such it is important to have other management practices in place which seek to maximise contact and bring forward opportunities for; assessment, monitoring and support planning. These opportunities are the range of proactive and reactive tenancy management services which are being strengthened to make a more effective contribution to sustainment i.e.

- Probationary tenancy management framework
- Tenancy checks
- Tenancy changes
- Tenancy management interventions

This dovetails with both the second and third category of intervention to prevent homelessness i.e. **pre crisis intervention** and the **prevention of recurring homelessness** linked to key tenancy events such as; bereavement, ill health, loss of employment, relationship breakdown or domestic violence.

As an integral part of the transformation work which is underway in the landlord service, increasing use is being made of 'Civica'. This is an electronic document management system. Civica has a number of key advantages over traditional paper based storage and retrieval systems in addition to providing an effective and robust system of workflow. In the context of ongoing transformation work and the adoption of a risk based approach to tenancy management the key advantages of Civica that will support tenancy sustainment and the prevention of homelessness are:

- Shared access to [electronic] files and the ability to link files and associated information about a tenant eg the tenancy file can be linked to the housing application or Housing Benefit file.
- Ensuring consistency, common working practices and use of standard documentation
- The ability to 'pend' key actions and be prompted to undertake tasks at a specified future date will support the delivery of tailored tenancy management plans
- 'Joining up' key processes where more than one team are involved in a process
- Building in 'checks' as part of end to end processes so that 'quality assurance' can be undertaken as an integral part of service delivery

Working in Partnership

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

1. Hillingdon Credit Union - Steve Allen, President
2. Hillingdon Mind - Christopher Geake & written submission
3. Charrison Davies, Estate Agent – David Miller
4. Phillip Laurence, Estate Agent – written submission (in Appendix ??)
5. Age UK Hillingdon – written submission (in Appendix ??)

1. Hillingdon Credit Union

Having heard at the first witness session about the steps the Council was taking to reduce tenancy failure, the Committee recognised the importance of sound financial management and were keen to learn what actions partners were taking.

Steve Allen, from the Hillingdon Credit Union explained how this was a not for profit organisation which had operated in Hillingdon since 1991. Members heard that it offered a range of services for people which had difficulty or a fear of using long established financial institutions and these included current and savings accounts, loans and a Christmas savings club. Clients could save money on bills by setting up direct debits on their current accounts with the Credit Union and this was a far better option than using door step lenders or internet pay day lenders which sometimes charged exorbitant rates of interest. The most common reasons cited for tenancy failure were:

- Budgeting issues - an unwillingness to prioritise bills and charges compared to other forms of expenditure.
- Dependency Issues – Income was diverted to meet these needs.
- A lack of budgetary skill meant that some clients spent as much as 10% of their income on bank charges each month.
- Lack of Financial Knowledge - In many cases, clients were simply unaware of what assistance they were entitled to and also where information and guidance could be found.

Officers commented that front line Council staff, encountered people on a daily basis which might well benefit from a Credit Union if they were aware the service existed. In this regard, it was noted that the Credit Union had limited resources for promotion but there was scope for it to potentially quadruple in size if it automated its process of setting up accounts. In response to whether the Credit Union had explored the idea of moving outside the bounds of the Civic Centre, the Committee heard that High Street locations were cost prohibitive but some Credit Unions were located in primary schools. The Committee accepted that the Credit Union offered a valuable service and agreed that it would likely benefit from the Council assisting to raise its profile. With these points in mind, the Committee agreed the following recommendation:

Recommendation: The Council assist with the promotion and advertising of the services of the Hillingdon Credit Union and seek to increase its membership through the development of a marketing plan. That as part of this work, officers also consider the promotion and availability of accounts just for benefits and rent to ensure that these essential housing costs are paid first.

In terms of financial exclusion, it was noted that many clients did not have a bank account in their own name and this was as high as 10% of clients living within the private rented sector. A lack of a bank account, coupled with poor credit histories meant that in many cases clients had to opt for pre-payment which could be as much as 30% more expensive (in the case of utility bills) than direct debit. Clients without bank accounts were also excluded from applying for credit cards and so could not access discounted offers available to internet users.

The Committee was informed that the lack of a bank account was also very significant because, when Universal Credit was introduced, it would only be paid to persons with an individual account. It was noted that Universal Credit would be paid monthly but that most clients budgeted on a weekly basis.

Officers explained that there was little evidence of a savings ethic in low income communities and persons expected to purchase what they wanted immediately. This meant that there was a strong reliance on third party pay day lending. In this respect, the Committee was encouraged to learn that the Credit Union steered people towards reputable companies which could provide competitive finance for large household purchases and also direct them to select internet sites which offered good prices.

Looking to the future, the Committee heard that the proposed welfare reforms would probably lead to families being worse off and the need for Credit Unions would increase as would the requirement for basic bank accounts and savings programmes which would aid financial inclusion. At grass roots level, the Committee felt there was scope for the teaching of basic financial management to become more widespread alongside the Personal, Social, Health and Education already taught at primary and secondary schools and the Committee therefore suggested the following recommendation:

Recommendation: (That Cabinet) reaffirms the proposals made by the Deputy Leader and Cabinet Member for Education and Children's Services in February 2009, where free independent financial and budget management lessons were made to schools and invites the Cabinet Member to take this opportunity to remind schools that such an offer is available.

It was noted that with the introduction of Universal Credit, the Credit Union would be offering a Budget Account which would enable the client to use a pre-paid Visa card to pay for rent, Council Tax and utility bills which the Committee supported. However it was noted that the Credit Union did not offer specific debt advice or advise clients

on what they should or should not purchase. Clients which asked for financial advice were directed to third parties such as Uxbridge United Welfare Trust or CAB.

Further points to emerge from the witness session with the Credit Union included:

- The Committee noted from its experience of case work, that in most cases, tenants often only notified them of the threat of eviction at the last minute when it was too late to intervene.
- In most cases, if a tenancy failed and a tenant was evicted, the over riding feeling was that the Council had an automatic duty to re-house them.
- Members felt that tenants would benefit if they were assisted with advice and guidance on the following priorities: utilities, rent and Council tax.
- Often unplanned events such as illness or reduced hours at work could lead to a financial spiral which then led to rent arrears.
- Clients in the Private Rented Sector were far more vulnerable to eviction than their counterparts living in social housing and up to two thirds of Private Rented Sector clients would not complain to a landlord about fixtures, fittings or maintenance issues for fear of eviction, as Private Sector Landlords did not require a reason to evict a client.
- Members heard that the Credit Union could assist those living in the Private Sector if they agreed for their local housing allowance to be signed over to the Credit Union. The Credit Union would then ring fence this money and ensure it was paid directly to the landlord.

2. Hillingdon Mind

Although mental health is harder to classify than physical health and well-being due to the complex interaction between cultural, social and individual realities, poor housing can have a significant negative impact on mental well-being. Of particular significance was the statistic that people with mental health conditions were more likely to live in rented accommodation than be owner occupiers.

The home can be an important part of the psychological support for an individual, providing a sense of belonging and shelter from outside aggression and it has been described as the central reference point of human existence. Bad circumstances in neighbourhood relationships can generate or exacerbate social pathologies such as stress, anxiety, irritability, aggression, vandalism, depression and anxiety and the alteration of attention capacities in school children. In addition, environmental factors such as pollution, noise (which can be detrimental to sleep patterns) and crowding / overcrowding can all have an impact on mental health. It has been shown that stressful housing conditions have been shown to aggregate pre-existing psychological conditions.

The Committee was provided with the stark facts that in the course of a person's lifetime, one in four would be affected by a mental health issue and, at any given time, one in six adults have a recognised mental health issue. Addressing the reasons for tenancy failure, the Committee heard that these factors were often exacerbated for people with mental health issues for the following reasons:

- heightened levels of anxiety
- the debilitating effect of depression
- isolation from family and friends

- difficulty in reporting appropriately, and relating to the often confusing array of professionals, officials and agencies which might be involved in a person's life at a given time
- the effect of stigma and discrimination
- harassment

In relation to the economic and social costs of tenancy failure already cited in the report, Members noted that people with mental health problems might also suffer from:

- The loss of confidence and low self esteem
- Disruption to social networks
- A possible relapse into substance misuse
- The effects of relocation to unfamiliar parts of the Borough
- Additional pressures on primary health care
- Admission to secondary health care
- The cost of expensive health and social care interventions
- Increased dependency on welfare benefits
- The prospect of homelessness and the consequences of this.

It was noted that Hillingdon Mind no longer operated a floating support housing service and did not specifically address housing issues. However, Hillingdon Mind made a valuable contribution to minimising and preventing tenancy failure through a number of initiatives by:

- Supporting a number clubs and societies meeting across the borough which could play an important role by reducing social isolation and providing support networks.
- Providing a Counselling service and long term therapy to people with deep seated issues and thereby assisting in preventing mental deterioration.
- Starting Café Mind. This offered opportunities for people to make new relationships, volunteering and accredited learning.
- Providing Mental Health First Aid training and raising awareness of mental health issues and contributing to the reduction of stigma.
- Providing anger management courses which offered an opportunity for people to manage conditions which could lead to a breach in tenancies.

Asked what further action might be taken to improve tenancies in the Borough, the following suggestions were made:

- Ensuring there are effective ways of engaging with and capturing feedback from tenants with mental health issues.
- Improving engagement with tenants to help improve and inform service design and the delivery of those services.
- Ensure that all housing support workers are conversant with mental health issues and have received some basic training in this field.
- To look at how befriending schemes might be adapted and incorporate a specific housing perspective.
- Further work through tenants and residents associations to increase awareness of mental health issues and develop their capacity for providing tenancy support.

3. Charrison Davies - David Miller

To compare and contrast the experiences of tenancy sustainment in Council housing with the Private Rented Sector, the Committee heard from several local estate agents both in person and in writing. The Committee heard that the private rented sector was growing. Government statistics suggested that in 1999, 9.9% of English households rented privately and that by 2011/12, this had risen to 17.4%, with the number of households renting privately overtaking the number in the social rented sector. The Committee heard the reasons behind the substantial increase included: the deregulation of the private rented sector and changes to tenancies in the late 1980s generating increased investment; constraints on the other two main tenures—social housing and owner occupation—forcing more people to rent privately; and economic, social and lifestyle factors leading to an increased demand for more flexible forms of housing tenure.

As anticipated, David Miller explained that tenancies in the Private Sector were driven by commercial considerations rather than a moral compass. The Committee heard that as demand was so high, landlords enjoyed the relative luxury of being able to 'cherry pick' the tenants they wished to house and there was no incentive to be overtly supportive of tenants as this would erode profit margins. Asked how they did this, the Committee learnt that stemming from years of experience within the sector, many private sector landlords had developed a sixth sense about which clients to engage with. The Committee learnt that tenancy failure in the Private Rented Sector was largely caused by anti-social behaviour (alcohol and drugs) and to a degree, by rent arrears. In addition, a common contributory factor to tenancy failure centred around many clients not having realistic expectations and the correct support networks when support and guidance were required. To address these issues the Committee felt that there was further scope for joint working between Housing Services and Registered Social Landlords:

Recommendation: That Housing Services, Private Sector landlords and Registered Social Landlords pursue joined up working on providing and /or sign posting budget information in their tenant's publicity materials so that where possible universal information, articles and media could be produced and used economically

The Committee heard that when tenancies were in danger of failing, landlords would choose to become involved because of the financial implications of reduced revenue streams and the desire to keep a property occupied. If tenancies failed completely and eviction action was necessary, it was noted that Private Sector landlords incurred costs from legal action, court costs and refurbishment costs, all of which had cost implications and negated any profit they might make.

Drawing on some positive experiences and what the Council might learn from the sector, Officers confirmed that there was scope for further joint working so that tenants had better financial management skills and were more aware of where to find advice and guidance. To assist all tenants, the Committee suggested that a review of existing forms of information and advice would be helpful means of illustrating where information could be improved:

Recommendation: That the Cabinet Member for Social Services, Health and Housing requests that Council's front line staff receive refresher training to give basic advice and sign posting and consideration be given to the following:

- a. Undertaking a review of service directories and website information**
- b. Developing information available through social networking**
- c. Updating information leaflets available to residents on the provision of advice on benefits and relevant campaigns.**

In addition, it was suggested that there was an opportunity for the Council and private sector landlords to revisit the information packs which were provided to tenants at the start of their tenancies and also to develop a checklist of those factors which made tenancies most effective and sustainable and to codify this so that a pro-forma could be created in the future. To do this the Committee made the following recommendation:

Recommendation: Asks officers to develop a universal checklist of those agencies including Private Sector Landlords supporting tenancy sustainment and for this to be used to monitor success using outcomes based indicators and calculate the associated costs.

Contrary to what was anticipated, the Committee learnt that rent arrears were not a significant issue as tenants wished to remain housed in the property and location of their choice. Tenants living within the private rented sector were well aware there was a steady stream of potential tenants ready and willing to replace their tenure should an eviction occur because of the buoyant rental market.

Closing Word

Decent housing and living in one's own home are essential for good life chances. Without these key ingredients, it is less likely that a person will be employed or that children will have the requisite environment to succeed in education. Research has shown that successful tenancies are not only beneficial to individual households, their landlords and the local authority but also for the wider community as a whole.

The Committee's review looked at tenancies and support arrangements across all forms of tenure, as well as examining what the Council was actively doing with partner organisations to promote tenancy sustainment.

Set against a backdrop of welfare reform and reductions to housing benefits, where is anticipated that cases of arrears, debt and ultimately homelessness might arise, the Committee heard and supported the risk based, early interventionist approach currently being developed by the Council to help people to remain in their own homes.

The review makes a series of recommendations which seek to reduce instances of tenancy failure by supporting new ways of working across Council teams. The Committee supports the proposals to place a greater emphasis on problem solving and preventative action at the outset of all tenancies. The Committee have highlighted that there is scope to undertake a review of the existing information, advice and guidance, and also to explore what might be done through digital social media and telecoms to advertise and make guidance universally accessible.

The Committee heard a number of suggestions from partners and agreed that an early interventionist approach could be reinforced by positive messages at school, as well as working closely and promoting the work of organisations like the Credit Union.

Finally, the review touched upon the value of developing a universal checklist with all those agencies supporting tenancy sustainment so that this could be used as a tool to monitor outcomes. However, due to the complexity of this task, given the Council's dual role to address homelessness and duty as a land lord, the Committee agreed there was plenty of scope to build upon its initial work in a possible future review.

Appendix A

WHY IS TENANCY SUSTAINMENT IMPORTANT?

The social and economic costs of tenancy failure are significant. They can result in poverty and disadvantage being passed down from one generation to the next as learnt behaviour. Families who are unable to sustain their tenancies are more likely to have:

- Disruption to a child's schooling and so lower educational attainment
- Poor health and well-being
- Reduced ability to secure long-term paid employment and therefore greater reliance on state benefits
- Poorer financial awareness and therefore greater likelihood of making poor financial decisions
- Reduced life chances

Successful tenancies are good for individual households, their landlords, the local authority as a whole and the wider community.

Notwithstanding this, there must be a recognition that situations will present where ending a tenancy is necessary, appropriate and proportionate. This could be associated with extreme anti-social behaviour with significant 'community impact' or wilful non-payment of rent.

Most new social housing tenancies are now let on a fixed term. Renewal is not automatic and is usually related to a combination of compliance with tenancy conditions and a continuing need for social housing. The usual tenancy term for Hillingdon Council dwellings is five years and where a tenancy is to be brought to an end, the council has a role in ensuring that the client is informed well ahead of the end of their tenancy that it is not to be renewed and is made aware of the housing options available to them to assist in a smooth transition.

Additional pressures related to welfare reform

The Government has introduced major changes to welfare benefits mainly through the Welfare Reform Act 2012. These include:

- Localised support for Council tax
- Localised welfare support
- Universal credit and the introduction of the benefit cap
- Introduction of the social housing size criteria and other housing reforms
- Introduction of Single Fraud Investigation Service

The Local Housing Allowance (LHA) paid to people living in the privately rented sector is already capped at the 30th percentile of rents in the locality. From April 2013 increases in LHA have been restricted to an annual increase in line with the Consumer Price Index (CPI).

The changes that are likely to have the most significant impact for sustaining tenancies are the social housing size criteria and the household benefit cap. Additional detail about these changes is included in Appendix A. A further change that is also expected to have significant consequences is the payment of housing element of Universal Credit direct to the tenant. The time frame for the roll out of Universal Credit begins in October 2013 but extends over a number of years and hence the impact is significant, but less immediate.

Further information on:

- Social housing size criteria
- Household Benefit Cap
- Universal Credit direct to tenants in social rented housing
- Arrears
- Discretionary Housing Payments - is provided below

Social housing size criteria

From April 2013, size criteria guidelines for social rented housing has been based on those for the private sector. That is one bedroom for each of the following:

- A couple
- A person who is not a child (age 16 and over)
- Two children of the same sex
- Two children who are under 10
- Any other child
- A non-resident overnight carer

For those deemed to be under occupying there is a reduction in Housing Benefit of 14 per cent for under occupation by one bedroom and 25 per cent for under occupation by two or more bedrooms.

The under occupation measure doesn't apply to pensioners, exempt supported accommodation and certain types of temporary accommodation.

Disabled tenants who require an additional bedroom for a non-resident carer who provides overnight care for the housing benefit claimant or their partner, will not experience a Housing Benefit reduction. There are no exemptions for other disabled tenants/occupants. The Government has made additional funding for Discretionary Housing Payments available for disabled people who live in significantly adapted accommodation.

The original regulations did not exempt foster carers but were subsequently amended. Where the claimant or partner is an approved foster carer, an extra bedroom will be allowed under the size criteria rules for use by a foster child or children.

If a student's main residency is their parents' home, then their bedroom will not be considered as spare.

Where under-occupancy arises due to death, a year's grace is allowed.

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Wives or husbands of those serving in the armed forces will be unaffected by these changes and parents with children in the Armed Forces who continue to live with their parents will continue to be considered as living at home when applying the size criteria whilst away on operational duty.

A concern for social landlords, is that the measure will result in increased rent arrears and eviction of affected households resulting in costly homeless applications. Options for those experiencing a shortfall include:

- Meeting the shortfall from other income (most are likely to find this difficult)
- Apply for a Discretionary Housing Payment
- Moving to a smaller home
- Taking in a lodger
- Re-designation of rooms
- Earning more money

The social housing size criteria means that over the course of a year we will need to collect an additional £497,090 from tenants that was previously covered by Housing Benefit. Nationally there are 670,000 households affected. In Hillingdon there are a total there are 1,373 social tenants affected, 721 of which are London Borough of Hillingdon tenants. The remainder are tenants of other Registered Providers (Housing Associations). The Community Housing Team has indicated that approximately 60 Council tenants affected have said they are prepared to move to a smaller property. There are 1114 under occupying by one bedroom and 263 under occupying by 2 or more bedrooms. Earlier research indicated that households will on average lose £17.08 per week in Housing Benefit. Those under occupying by two or more bedrooms, will on average lose £31.72 per week.

At 23rd June 2013, there were 320 households affected by the social housing size criteria that were in arrears. Of these, 252 had already been in arrears at 31st March 2013.

Table 1

Level of arrears of LBH tenants affected by the social housing size criteria at 23rd June 2013			
Less than £50	£50 to £99.99	£100 to £499.99	£500 or more
76	53	136	55

Household Benefit Cap

The benefit cap will cap total household benefits at £500 per week for a family and £350 per week for a single person with no children. The Housing Benefit (Benefit Cap) Regulations 2012 introduced the cap on household benefits from 15 April 2013 in the London Boroughs of Croydon, Enfield, Haringey and Bromley. National implementation will be managed over a 10 week period split into two tranches. The London Borough of Hillingdon falls within the second tranche which will include all local authorities with 276 or more households to be capped and is due to commence from the week of 12 August 2013.

Housing Benefit paid to households in supported exempt accommodation will be disregarded from the cap. Claimants in receipt of certain benefits are exempt:

- Entitlement to Working Tax Credit – to increase the incentive to find a job or work increased hours
- Receipt of Disability Living Allowance, Personal Independence Payment, Attendance Allowance, Industrial Injuries Benefits (and equivalent payments made as part of a war disablement pension or the Armed Forces Compensation Scheme) or the Support Component of Employment and Support Allowance.
- War Widows and Widowers in receipt of a pension paid under the relevant parts of the War Pension Scheme, Armed Forces Compensation Scheme or analogous schemes.

A nine-month “grace period” operates during which the cap does not apply to claimants who have been in work for the previous 12 months and who lose their job through no fault of their own.

The cap is, in the first instance, being administered by local authorities and operates by reducing the claimant’s Housing Benefit entitlement where their total amount of benefit entitlement (excluding certain specified benefits) exceeds £500 per week for a family or £350 per week for a single person. Once households have transferred to Universal Credit, the cap will apply to their combined income from Universal Credit and benefits, including Child Benefit and Carer’s Allowance.

The number of households affected by the benefit cap changes as households circumstances change, particularly as they move in and out of work. Scan data provided by the DWP suggests that it is likely to be in the region of 600 households. For some, the reduction in benefit is likely to be small enough to be managed. Analysis on 592 households on the DWP March 2013 scan identified 196 social tenants with an impact greater than £10 a week. These Council & RSL tenants are in the most affordable accommodation and are likely to benefit from tenancy sustainment, budgeting or employment assistance. A further 363 households are renting in the private rented sector and will require assistance. About 68.5% of households are impacted by less than £100 a week, 22.5% by between £100 and £200, and 9% by over £200.

Paying the housing element of Universal Credit direct to tenants in social rented housing

Council tenants currently receive their Housing Benefit as a rent rebate and their rent accounts are adjusted accordingly. Housing Associations invariably require tenants’ Housing Benefit entitlement be paid directly to them by the local authority.

When Universal Credit is rolled out nationally from October 2013, the Government intends that the housing component will be paid direct to tenants; although it is envisaged that certain vulnerable tenants and pensioners will continue to have their housing cost paid direct to the landlord. This will bring the social housing sector in line with the private rented sector where tenants, except in certain limited circumstances, have received their Local Housing allowance direct since April 2008.

Again, social landlords are concerned that direct payments will result in increased rent arrears.

OTHER HEADLINE DATA

Arrears

The number of rent accounts in arrears of 7 weeks or more at week 1 of 2013/14 was 381 (3.74% of rent accounts). At week 15 this was 408 (4.09% of rent accounts).

Arrears Activity Statistics (London Borough of Hillingdon)					
	<u>NOSP*</u> <u>served</u>	<u>Eviction</u> <u>dates</u> <u>obtained</u>	<u>Eviction</u> <u>dates</u> <u>stayed</u>	<u>Evictions</u> <u>carried out</u>	<u>Abandonments</u>
2010/11	834	194	126	11	16
2011/12	706	249	186	11	23
2012/13	710	218	176	15	10
April to June 2013/14	236	42	32	4	3
Full year equivalent (x 4)	944	168	128	16	12

*Notice of Seeking Possession

Whilst there is not yet an obvious increase in arrears, it does appear that if the current rate of NOSP's served continues or increases, there is something of an upturn in arrears activity.

Discretionary Housing Payments¹

The total fund available for 2013/14 is £1,245,418. To the end of June 2013, £137,756 had been paid and a further £69,865 committed. There had been 147 claims made and 74 awards.

Council Tax Reduction – (replacement for Council Tax Benefit)

- **12,297** households affected and will have to pay more Council Tax, including
- **7,254** who will have to pay a minimum 20% for the first time.
Minimum 20% Council Tax based on a two adult household

Band A	£188.79	Band E	£346.12
Band B	£220.26	Band F	£409.05
Band C	£251.72	Band G	£471.97
Band D	£283.19	Band H	£566.67

- **758** households lost help with their Council Tax

¹ Information included above on Discretionary Housing payments reflect the position at the time this report was considered by the Policy Overview Committee. To December 2013 expenditure from this fund totalled £671k, with 661 awards being made from a total of 1,276 claims.

Appendix B

WITNESSES

This review was undertaken over 2 meetings in September and October 2013 and the following witnesses presented evidence:

- John Higgins, Service Manager, Mental Health
- Nick Ellender, Safeguarding Team, Service Manager
- Tony Zaman, Director of Adult Social Care Services
- Amanada Jackson, Service Manager Disability Services
- Kevin Jones, Children's Services
- Ed Shaylor, Anti-Social Behaviour Team, Service Manager
- Nigel Dicker, Deputy Director, Residents Services
- Neil Stubbings, Head of Housing
- Debby Weller, Residents Services (Transformation), Housing Strategy Manager
- Huw Thomas, Housing Manager (Income)
- Rod Smith, Head of Estates Management
- Sinead Mooney, Housing Manager (Independent Living)
- Sunita Gudhil, Area Benefits Manager
- Charrison Davies, Estate Agent – David Miller
- Phillip Laurence, Estate Agent – written submission
- Hillingdon Mind - Christopher Geake & written submission
- Hillingdon Credit Union - Steve Allen, President
- Age UK Hillingdon – written submission

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OUTREACH

The housing outreach team provides a housing advice service in the community, primarily in resident's homes but can also work alongside related services such as schools, children's centres and support agencies.

The aim of the service is to prevent homelessness, offer support and guidance and also develop resident's abilities to find their own solution to their housing issues. This is carried out within the following areas:

- B&B/Temporary accommodation visits – visiting housing applicants currently in temporary accommodation to offer support, advice and confirm occupancy.
- Prevention – visiting applicants in their home to assess and provide housing advice with the aim of delaying or preventing homelessness.
- Verification – verifying housing applicant's details who are in the process of being considered for a council/housing association tenancy.
- Welfare Reform – provide information and advice to those affected by the welfare reform changes.
- Community Events – providing housing surgeries and education road shows within local secondary schools.
- Visiting residents in hospital or at their home if they are unable to access the Civic Centre to provide housing advice and support.
- Floating support – provide low level short term floating support and work alongside existing floating support providers

Independent Living Support Service

The Independent Living Support Service works to support individuals in developing and maintaining their ability to live independently in their own home and to take control by making informed choices. The service is flexible and client focused, and will adapt to meet the needs of the individual. The service is not linked to specific accommodation, and supports clients living in their own home or rented accommodation.

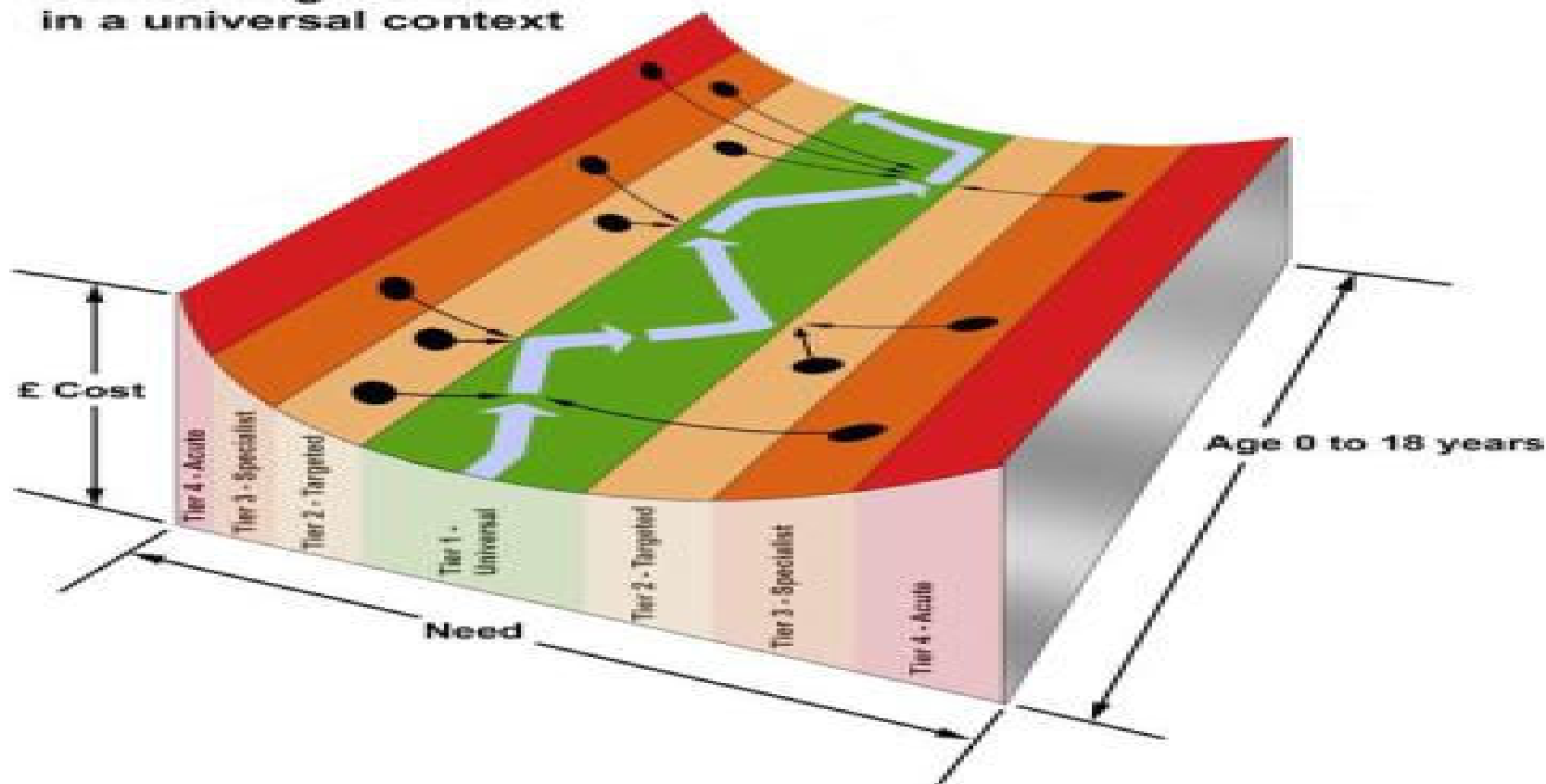
A nominated support worker will visit their clients regularly in their home or out in the community at times and in ways to suit the client. Support workers help clients with tasks such as (but not limited to):

- Negotiation with their landlord
- Accessing other services within the borough
- Submitting applications to ensure clients receive the right benefits in a timely manner
- Supporting clients with budgeting properly to pay rent and bills
- Registering with GPs or dentists
- Signing up to training courses or education courses
- Improving social contacts within your area.

The service will work with clients and identify their needs through effective support and action planning and regular review meetings.

Clients can be referred via a range of services such as social services, housing services, health services, outreach services and self referrals.

**Maintaining a child
in a universal context**



EVIDENCE FOR COST SAVINGS THROUGH EARLY INTERVENTION TO SUSTAIN TENANCIES

Hyde Money Guidance Programme

A partnership between Hyde, Amicus Horizon, Circle 33, L&Q and Metropolitan Housing Partnership has been providing preventative money advice and guidance to their residents. This was a three year project the aim of which was to increase financial capability by developing money management skills, preventing debt problems, and improving financial well-being

The evaluation of the service found that the case for supporting residents with their household finances and addressing existing social problems through the Money Guidance Programme service is a powerful one. There is evidence that it can provide potentially significant social and financial gains for each household.

Headline findings are:

- Early intervention is the key to preventing later escalation of financial problems
- Money guidance has direct financial gains for the residents and for the social housing providers
- Money guidance has to be responsive to the needs of the target group, it cannot be driven by pre-conceived ideas of what financially excluded people need

The recommendations from the report concluded that money advice should be continued and that it could be offered by each provider easily and cost effectively be provided universally by each of the social housing providers.

The service offered both a light touch money guidance service and a more in depth money guidance case work approach. Other successful elements of the approach include good communications to make sure there is awareness of the service and what it can offer; targeting both new tenants and those who are already in rent arrears; attaching considerable importance to making sure there are good and effective referral mechanisms into the service.

Overall average rent arrear levels have been shown to have fallen following the delivery of both types of money guidance services. For existing residents who are already in rent arrears the identified business benefits from reduced arrears were shown to be meeting the investment costs of delivering the service. Such improvements to rent payment behaviour will also save social landlords resources through reduced intervention activity costs.

Nottingham City Homes Tenancy Sustainment Strategy 2012 – 2015

Nottingham City Homes quote the following indicators of the success of their approach to tenancy sustainment:

- Increase in the number of new tenants successfully sustaining a tenancy.
- Terminations down from 2,471 in 2010/11 to 2,208 in 2011/12
- Reduced level of evictions from 241 in 2010/11 to 167 in 2011/12
- Reduced rent arrears by £1.94m over 4 years
- Note: Nottingham City Homes stock of 28,168 and turnover 1,920 properties per annum.

There are three aspects to their strategy:

Improved tenancy sustainability, providing applicants and tenants with support and advice tailored to their needs, to maximise their opportunities to sustain their tenancy, support health and wellbeing and maximise their life opportunities.

Improved financial and economic stability amongst tenants, developing financial capacity, employability, and supporting tenants through the economic downturn and changes brought about by welfare reform

Improved understanding of tenancy failure and its causes, developing our knowledge and use of data to develop service and solutions to reduce unnecessary and preventable tenancy failure

The strategy identifies the following risk factors:

- Age: young, first time tenants (including an inability to secure adequate furniture and equipment), elderly tenants (including care and support needs)
- Living in an area the tenant does not want to be
- Anti-social behaviour and harassment
- The condition of the property
- How suitable the accommodation is for the tenant's circumstances
- Poverty, low income, debt problems
- Mental health
- Ill health and disability
- Dependency issues
- Offending background/risk of offending
- Household and family factors
- A lack of support when it is needed

The barriers to intervention mirror those recognised by LBH in the scoping report. The strategy uses proactive support interventions targeted toward identified risk factors, similar to the risk management approach set out in appendices 1 to 4 of the scoping report; coupled with a reactive approach to certain triggers such as rent arrears, a breach of tenancy, relationship breakdown. The reactive responses include processes for handling rent arrears, anti-social behaviour, breaches of tenancy and eviction as well as referrals to relevant agencies i.e. or debt advice.

All case studies point to a worsening environment for increased debt and rent arrears and consequently an increased importance of making sure that effective tenancy sustainment practices are funded and embedded in the organisation.

WRITTEN SUBMISSION: AGE UK HILLINGDON

The Committee was informed that Making the Right Move service was a new project, provided by Age UK Hillingdon which was introduced in July 2012. The aim of the service was to provide information, advice and practical support to older people (60+ yrs.), who were thinking about moving or who wish to remain independent in their own home. The service was inclusive and open to private/social tenants as well as owner/occupiers.

The service aimed to provide service users with housing options information/advice to meet their individual circumstances to enable them to make the right choice for them. Practical and emotional support was provided during the transition. Continued support would be offered for a period of up to six weeks once they had moved into their new home.

The Committee was informed that the scheme offered choice and support to older people. The rationale behind the scheme and the aspiration was that it would prevent problems arising in the future that have a negative impact on health and wellbeing by reducing stress, maintaining good health, enabling integration into the community, offering good signposting and most of all, appropriate housing.

From the research conducted by Age UK Hillingdon, the following concerns have been raised by older people which had Accessed their service:

Reasons given for wanting to move:

- Social isolation/loneliness, even in sheltered accommodation.
- Moving to be nearer to family for support
- Decline in health/mobility – their current home no longer suits their needs e.g.; too many steps/stairs. Adaptations required to support them with living independently to the bathroom etc.
- Not being within walking distance of local amenities e.g.; transport links, shops
- Dissatisfaction with the property condition.
- Financial; In particular utility bills too high
- Require more bedrooms for a live in carer

Social Tenants - transitional problems

Issues raised by social tenants about transitional issues included:

- Lack of support during and after the move with; finances including assistance to apply for and transfer of welfare benefits,
- practical support,
- social integration.

Once a client is offered a property/tenancy under the choice based lettings system (Locata) the start date of the tenancy is usually within a week or two of the offer and

acceptance. Clients that we have supported with bidding have found this quite alarming and have felt under extreme pressure. Delays in obtaining financial assistance to obtain furniture/carpets etc., often mean that a client feels unable to move into the home at the official start of their tenancy. Tenants may in some instances be eligible for housing benefit to be paid on both properties. However, clients usually require a high level of support to access this and make it happen.

Clients require support/access to welfare benefits advice in order to assist them with maximising their income in connection with the transfer from one tenancy to another. If this support is missing clients can easily slip into arrears and problems from the offset of their new tenancy.

Need for easy access to funds for practical assistance to facilitate the move; the community care grant has been abolished and replaced by local assistance (Hillingdon local welfare support scheme). How effective this will be, remains to be tested.

PROMOTING ECONOMIC DEVELOPMENT AND REGENERATION IN HILLINGDON - UPDATE

Cabinet Member	Councillor Douglas Mills
Cabinet Portfolio	Community, Commerce and Regeneration
Officer Contact	Kevin Byrne, Administration Directorate, Paul Whaymand, Finance Directorate and James Rodger, Residents' Services
Papers with report	Annex 1: Table of Major Development Sites

1. HEADLINE INFORMATION

Summary	The paper provides an update on work to promote economic development, support business growth and increase employment and skills, following the approach outlined to Cabinet in December 2012.
Contribution to our plans and strategies	The approach to economic growth supports the Council's vision to put residents first and to support businesses in Hillingdon and supports the priority for strong financial management.
Financial Cost	There are no direct financial implications arising from the recommendations set out in this report and the cost of measures in support of the economic development agenda are either contained within existing revenue budgets or are included within the Council's draft budget proposals for 2014/15.
Relevant Policy Overview Committee	Corporate Services and Partnerships
Ward(s) affected	All

2. RECOMMENDATIONS

That Cabinet:

1. Notes the successes achieved by the Hillingdon Regeneration and Economic Development programme to support residents and businesses and;
2. Reaffirms the Council's commitment to working with partners to bring on stream new opportunities in the Borough for employment and economic development, resulting in increased Council Tax and Business Rate growth.

Reasons for recommendation

Hillingdon's economic situation remains strong in the face of continuing pressures affecting the national economy. External changes continue to create a need for robust responses to support residents and businesses.

Alternative options considered / risk management

The alternatives would involve reducing the focus on the importance of economic growth or proposing alternative priorities. These have been rejected as work on economic development and regeneration provides opportunities for residents and, ultimately, strengthens communities and creates income for the authority. The programme identified is considered to offer the greatest return on effort.

Policy Overview Committee comments

None at this stage.

3. INFORMATION

Supporting Information

- 3.1. In December 2012 Cabinet agreed a new approach to economic development and regeneration in Hillingdon which supported inward investment, helped facilitate business growth and offered additional support to residents to improve skills and move into employment. This report provides an update on the progress made to date and sets out proposals for further work.
- 3.2. In 2013, the Council continued to support residents and businesses in Hillingdon, maintaining the ongoing freeze on Council Tax, fees and charges, increasing the number of Green Flag award parks and open spaces and supporting residents and businesses including through the popular Hillingdon First Card.
- 3.3. The Council has also developed a range of initiatives designed to attract inward investment and has taken steps to ensure that the significant opportunities afforded by major investment and large infrastructure projects can be realised and opportunities made available to local people.
- 3.4. Hillingdon continues to be a thriving local economy, with substantial interest from developers being shown in key development sites including at St. Andrew's Park in Uxbridge. There are now advanced plans for a Hillingdon museum and a 1200 seat theatre on this site. Together with Hillingdon's unique investment in all its libraries, with extended opening hours and top class facilities, these initiatives will further enhance Hillingdon's reputation as a prime West London destination to live, work or do business.

Economic development work streams progress

3.5. Six work streams were agreed by Cabinet in December 2012. The approach was designed to build on Hillingdon's good economic track record, by further co-ordinating and improving our approach to business growth. Progress in each of the following areas is set out below.

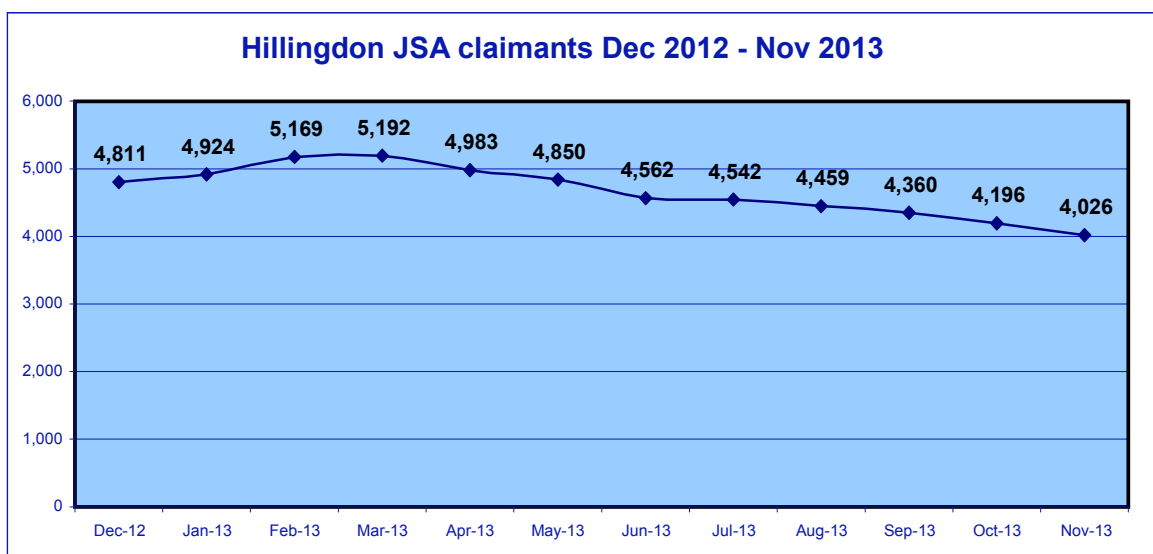
- Improved intelligence.
- Supporting development of major sites.
- A new approach to planning pre-applications.
- Improving skills and employment.
- Developing promotional opportunities and materials including website.
- Reviewing support to small business.

Improved intelligence

3.6. The report to Cabinet in December 2012 set out the Council's aim to develop greater intelligence on the local economy, rating base and key development sites for business growth.

3.7. The Council is now closely monitoring the impact of welfare reforms on our residents. The volume of applications for homelessness and use of bed and breakfast and temporary accommodation is being monitored monthly.

3.8. Numbers of Jobseekers' Allowance (JSA) claimants are continuing to fall. In the year Dec 2012 - Nov 2013, numbers claiming JSA fell by 16%. At 4,026, numbers claiming JSA are at their lowest in any month since October 2008. Numbers of young people aged 18-24 claiming JSA also fell over the year by 18%, down 200 to 890. The number of people unemployed for over a year also fell by 11%, to 935. Hillingdon's unemployment figures continue to be below the national and regional averages.



Source: NOMIS/ONS Jan 2014

3.9. Alongside tracking the impact of welfare reform, monitoring of both Council Tax and Business Rate (NNDR) revenues has been strengthened, with the latest position

reported to Cabinet on a monthly basis through the monthly budget monitoring report. Both Council Tax and NNDR collection rates continue to outperform targets, acting as an indicator for the wider economic position.

- 3.10. Demand for the newly introduced local Council Tax Reduction Scheme is being tracked through this monitoring process, alongside collection rates for the new debt raised as a result of the move from Council Tax Benefit. Overall demand for the scheme remains consistent with original assumptions, while collection of the new debt remains strong – although this will continue to be tracked to identify any longer-term trends in this area.
- 3.11. Work on business rate intelligence has focused on movements in the base and has identified a significant risk around abuse of empty property reliefs on vacant properties. In response to this work, the 2014/15 revenue budget includes £100k growth to support the Council's enforcement function in tackling this issue. In addition, closer working with the Valuation Office Agency has enabled the Council to strengthen its intelligence around movements in the rating base and the risks associated with potential appeals.

Supporting development of major sites

- 3.12. This workstream set out to identify up to 20 top sites because of their importance for the local economy. The aim was to be more proactive in promoting the availability of each site and what type of development was envisaged.
- 3.13. The Council has increased its activity to promote the opportunities for development afforded by major sites around Hillingdon. Clear information on over 20 major development sites has been developed. The Site Allocations Development Plan Document (SA DPD) identifies sites that will deliver growth in Hillingdon. The revised draft is designed to be much clearer and more helpful to developers considering sites in Hillingdon. Sites are clearly set out with information on whether there is planning permission, the potential capacity for new homes, employment land and school sites. This document was approved by Cabinet October 2013 and will soon be released for public consultation as part of the Hillingdon Local Plan.
- 3.14. Officers have also produced a table (Annex 1) showing details of each of the current major development sites. The table sets out sites according to the current stage reached in the development pipeline:
 - **Planning permission granted and work underway** or due to begin shortly (e.g. St Andrews Park - the former RAF Uxbridge site, the former Gas Works site in Cowley Mill Rd Uxbridge, The Old Vinyl Factory in Hayes);
 - **Planning permission granted, work not commenced**, investigation underway (e.g. sites in Hayes, South Ruislip and West Drayton);
 - **Planning applications currently under consideration at the Council** (sites in West Drayton, Yiewsley, Hayes and South Ruislip);
 - **Sites included through the Council's Site Allocations Development Plan Document** (sites in Hayes, Ruislip and Uxbridge)
 - **Other sites** (in Hillingdon and West Drayton) or those subject to discussions being progressed through the Council's Pre-Application Service (sites in Uxbridge, Hayes).

- 3.15. To support the delivery of these and of major development sites within the Borough, a new Major Applications Planning Committee has been established to improve processes.
- 3.16. Development on targeted sites is expected to contribute significantly towards growth in the Borough's rating income, with income growth to 2018/19 estimated at £35m, with Hillingdon's share being around £5m. This growth was included in the draft budget approved by Cabinet on 19 December 2013 and will continue to be monitored through the Council's MTF process.

A new approach to planning pre-applications

- 3.17. This workstream was established to improve the way in which interest from developers in Hillingdon's key development sites is handled and to improve pre-application support.
- 3.18. The Council has built on the improved information on major sites by providing better access to advice, improve the management of pre-applications and create stronger relationships with developers. A dedicated post has been created for this purpose. The post holder is based in Hillingdon's Planning Team and works closely with the Economic Development Team.
- 3.19. There is now a process in place to secure more local employment agreements with developers taking forward major sites. Such agreements commit developers to the use of local suppliers and employment for local people - both during construction phases and once the development comes into use, where the site includes employment land.
- 3.20. As part of the review of the existing pre-application process, the Council is reviewing the charges for the service, the delivery and quality of advice provided and also proposes to hold a Developer Forum early in 2014 to seek the views of the users of the pre-application service to inform further improvements.

Developing promotional opportunities and materials including online

- 3.21. Through this workstream the Council has promoted the Borough as 'open for business', including through improving the Council website business pages and promoting Hillingdon's key development opportunities more effectively.
- 3.22. The business pages on the Council website have been re-styled and are regularly updated to improve promotion of Hillingdon as '*Connected for Business...Made for Living*'. A new section has been developed to promote access to business support, funding and advice, with a wide range of information and links to additional resources:
- Starting a business
 - Local business support and funding opportunities
 - Business continuity
 - Apprenticeship grants of £1500
 - Business event listings
 - An interactive directory of local businesses – giving details of Hillingdon's key development sites.

- 3.23. The site also includes information and resources for local businesses, including information on licences and permits, land and property, tenders and contracts (including doing business with the Council), business rates and trading standards.
- 3.24. The Council is working with a private sector partner to produce an inward investment magazine and supporting web page to promote regeneration and redevelopment opportunities throughout the Borough. The organisation specialises in site development promotional material and is currently producing inward investment brochures for a range of other local authorities.
- 3.25. The Hillingdon regeneration brochure will be a high quality product which will be distributed to a large number of developers and investors. The first edition of the magazine will be produced in Spring 2014 and will focus heavily on the key development sites within the Borough, including for example The Old Vinyl Factory, St Andrews Park and Hyde Park Hayes. The publication will detail the Council's investment in improving the Borough's infrastructure, leisure and green spaces and schools.

Improving skills and employment

- 3.26. This workstream recognised the importance of promoting paid employment and improving skills, to provide residents with more help to find work and compete for local jobs.
- 3.27. During 2013 the government introduced various national reforms to welfare benefits. These changes affected support for housing costs and required the introduction of the Council Tax Reduction Scheme, the Local Welfare Support Scheme and in August 2013 the implementation of the benefit cap. All these reforms have now been implemented locally and the Council is closely monitoring the impacts on residents and on Council finances.
- 3.28. Increased demand has been generated for Council services by welfare reforms. Additional pressure has been apparent in housing need for people on lower incomes, with increases in private and Council rent arrears and the use of temporary accommodation and households in Bed & Breakfast accommodation. The Council is taking action to address immediate pressures on housing, including through a generous rent deposit scheme for landlords, measures to increase the supply of private sector housing, and increasing the supply of affordable housing.
- 3.29. The Council has entered into a Partnership Agreement with Jobcentre Plus and all local DWP Work Programme providers. The agreement seeks to further strengthen relationships and working practices. Effective partnership working between the Council and Jobcentre Plus (JCP) has helped to mitigate the impact of the benefit cap on Hillingdon residents, and is supporting further work.
- 3.30. The benefit cap limits the amount of benefit a couple with or without children can receive to £500 per week, or £26,000 per year. Single people may receive up to £350 per week in benefit payments. Only about half the number of households expected to be subject to the cap have in fact had a cap applied.
- As at May 2013, 601 households in receipt of benefit, at that time, were identified as potentially liable to the benefit cap

- By the end of December 2013, 304 households, currently in receipt of benefit, have an active benefit cap in place.
- 3.31. The reduction in anticipated impact reflects partnership working to provide support and assistance. All residents who were potentially affected were contacted by letter, with follow-up visits and phone calls to explore employment and housing options, carried out jointly between JCP and the Council. Information from Jobcentre Plus shows that by December 2013:
- 216 people had moved into employment (this represents 29% of the 745 people JCP had identified as subject to the benefit cap. JCP figures related to people. The Council analysed housing benefit data to remove exempt households, so the true number moving into employment is slightly lower).
 - 361 people (more than half) had participated in some form of employment support
 - 83 people were referred to the Council for housing support
 - 204 joint Council/JCP visits had been carried out.
- 3.32. Two Jobcentre Plus staff have been working from the Civic Centre in the second half of 2013 to provide direct employment support for residents, including those identified through the 'Troubled Families' initiative.
- 3.33. The 'Work Pays – Better Off in Work' project has been launched, also with the full involvement of JCP and with help from Uxbridge College. The project aims to better equip front line staff to support residents in receipt of benefits to access appropriate employment support. The intention is to:
- increase the promotion of employment with a structured approach to reduce unemployment and reduce reliance on Jobseekers Allowance and other 'out of work' benefits.
 - increase the number of jobs available to and taken up by residents.
 - reduce longer-term reliance on a range of welfare benefits
- 3.34. The initial focus for Work Pays has been on lone parents; those termed 'troubled families' and those affected by welfare reforms. Work to date has delivered well-attended, bite-sized training for front-line staff. The training aims to equip staff working with lone parents, families and young people and people affected by welfare reforms with knowledge and information on how residents can find work or access training. This is supported with a new section on the Council intranet, Horizon. A software tool which offers calculations to show how individual residents and families circumstances could improve by increasing paid employment has been trialled and implementation agreed for February 2014.
- 3.35. Information on the employment support, information and guidance available to young people has been updated on the Council website. This will help young people to access support from the Fountains Mill Young People's Centre, Jobcentre Plus, Uxbridge College, P3, Asphaleia, Heathrow Academy, Hillingdon Training, Skidz and other providers.

- 3.36. The Council has provided support funding for new plumbing workshops opened as part of Uxbridge College's new campus facilities. The workshops include a series of 'mini bathrooms' where students can learn practical skills and achieve vocational qualifications.
- 3.37. The Council is already committed to using the planning process to support local employment and training through construction projects in the Borough. A new structured approach to construction training has been adopted by securing the services of a dedicated Construction Workplace Coordinator. The main purpose of this role is to provide expertise and support to developers to help them set up efficient and cost-effective training arrangements, which deliver tangible learning and employment outcomes for residents.
- 3.38. This approach will help address the shortfall in construction skills training and employment opportunities available to residents, particularly for young people leaving full-time education and seize the opportunities presented by key major developments and construction projects. A preferred supplier has been selected following tender approval by the Leader and Cabinet Member in December 2013.
- 3.39. The Council is in discussion with neighbouring West London Boroughs in relation to a potential 'Whole Place Community Budget' bid to central government. This work is exploring ways in which employment and skills and support for business could be improved at the sub-regional level.

Reviewing support to small business

- 3.40. This workstream set out to find opportunities to support smaller businesses in a targeted and cost-effective way. The intention was to supplement the substantial programme of Council, Mayor of London and TfL investment in Hillingdon's town centres which continues to deliver major improvements designed to attract new businesses and create thriving local centres.
- 3.41. Together with partners, the Council has identified the available sources of support for smaller businesses, such as help and advice with business planning and accessing finance and has begun to deliver a series of events to support the growth and development of small businesses, providing access to a range of practical support for smaller businesses. The initial focus is on finance, marketing and social media and access to new markets.
- 3.42. The first two events were delivered; at the Civic Centre in conjunction with Barclays Bank on 16 October and on 26th November at Uxbridge College in partnership with Nat West and the Institute of Chartered Accountants. Both events were well attended, mainly by small newly established businesses based in Hillingdon. Following very encouraging feedback there is significant interest from all partners to stage similar events.
- 3.43. The Council has also made small grants available to Hillingdon's local Chambers of Commerce to support their work with local businesses and help develop their capacity locally. Locally, Chambers of Commerce are holding highly successful Fun Days and running 'Shop Local' campaigns, which build on the infrastructure investments, shop front grants and marketing support that the Council is providing across the Borough.

Investment in town centres

- 3.44. Hillingdon's programme of improvements and promotion across its 25 metropolitan centres, major and minor town centres and local centres is continuing, with further major improvements in the pipeline. Shop-front grants, pop-up shops, improved parking, free stop and shop parking alongside major infrastructure improvements are making a real difference. Businesses in each of these areas have reported increased takings and footfall as a result of the improvement programmes. Hillingdon's unique programme to revamp or rebuild all of its libraries is nearing completion with Uxbridge library planned to reopen this Spring.
- 3.45. Consultation continues to inform proposals for regenerating **Hayes Town Centre**. The major improvement scheme will re-open Station Road to through traffic, including buses, and make improvements to the Grand Union Canal bridge, together with improved access to cheap parking, better pavements and brighter street lights. This follows the confirmation that Hayes will receive £4.5m TfL funding as part of the Local Implementation Plan. The Council's shop front grants programme has brought in additional private sector investment from shopkeepers.
- 3.46. Improved plans have been agreed for the Hayes and Harlington Crossrail station. The Old Vinyl Factory site is making good progress, with £7.7m allocated from the GLA's Growing Places Fund to build a Central Research Laboratory, a pioneering facility to provide support for new hi-tech manufacturing businesses with technical infrastructure and business services.
- 3.47. Significant public realm improvement works started in **Ruislip Manor** in May 2013. The work has delivered the improvements requested by residents and businesses, including better pavements and street lighting, safer crossing points and reduced traffic speed, planting of new semi-mature trees in Victoria Road, Linden Avenue and Shenley Avenue, improved access to off-street car parks and improvements to the railway bridge and station area. The Ruislip Manor Post Office has been relocated to a central position in the High Street. It has undergone a complete shop refit and offers a wider range of services and longer opening hours. Shopfront grants have been welcomed by businesses, with 92% confirming that the investment had made a good difference to their business. 75% of businesses receiving a shop front grant have rated the difference made to the town centre as excellent.
- 3.48. Consultation with residents showed that people wanted **Northwood Hills** to be more vibrant and attractive with a wider range of shops and services. Infrastructure improvements started in August 2013 to reconfigure pavements and kerbs to create more parking. Further improvements will create a more attractive look and feel within Joel Street, including a central boulevard with trees and additional flowering trees along the pavement, new seating, cycle stands and litter bins.

Forward programme

- 3.49. There has been significant progress across all the workstreams described and it is proposed to extend the Hillingdon Economic Development and Regeneration Programme. All the current strands of work will continue and evolve and new ideas and proposals will be explored with a view to developing new workstreams to benefit residents and businesses in the Borough.

Town Centres

- 3.50. Hillingdon's programme of investment in all its town and district centres will continue with new areas benefiting from infrastructure improvements, shop front grants and other initiatives developed successfully already in the Borough's major town centres. There will be work to improve other centres and smaller parades, for example along the High Street in Uxbridge and the parade near the Oak Farm Library.

Intelligence

- 3.51. This workstream will continue to refine monitoring of the local economy, with the monthly update to Cabinet on business rate revenues providing a regular update on growth over the coming years. With work now underway on a number of the targeted development sites, those sites coming on stream will form a key driver of business rate revenues within the Borough which will be factored into the monitoring position.
- 3.52. In addition the detailed tracking of progress on development sites will support the forecasting of revenues from both business rates and Council Tax, which will contribute to development the Council's Medium Term Financial Forecast.

Support for smaller businesses

- 3.53. The success of our recent partnership events held to provide a variety of support for local small businesses has shown the value of working closely with key local partners such as Uxbridge College, Brunel University, Jobcentre Plus and Hillingdon's Chamber of Commerce. Further events will be developed in conjunction with partners.
- 3.54. Officers also want to explore ways of providing local support for small businesses, joining up access to existing support and introducing an element of free face to face advice.
- 3.55. Officers will explore whether the planning and procurement processes can be adjusted to provide additional opportunity for local businesses. Work will focus on encouraging developers to use local suppliers and trades.

Promoting major sites

- 3.56. The Council will use the Hillingdon regeneration magazine, currently in preparation, to work with developers and attract further interest in Hillingdon's major development sites.
- 3.57. Officers will continue to develop the proactive approach to working with developers and extend activity to cover more of our key sites. This will include taking forward a proactive approach including an innovative and eye-catching interactive map, which will provide visual links with direct contact information for developers interested in finding out more about key development sites such as The Old Vinyl Factory in Hayes or St Andrew's Park in Uxbridge.
- 3.58. Officers will use the 'Sitematch' event in April 2014 to further promote some of the Borough's key development sites. Sitematch brings local authorities and developer partners together and potentially offers access to a range of new investors.

- 3.59. Arising from the Hillingdon Local Plan, which releases some employment land for mixed uses, the Council will work to maximise the potential for identified strategic sites which are proposed to provide new housing supported by the right infrastructure.

Employment and skills

- 3.60. Closer partnership working with Jobcentre Plus has proved to be very successful in limiting the impacts from the benefit cap, with co-location giving residents easy access to information and support. In the coming year, the Council's approach will explore opportunities for further co-location and collaborative initiatives to improve the support for residents looking for employment.
- 3.61. Following the 2013 Partnership Agreement between the Council, Jobcentre Plus and Work Programme providers in Hillingdon, officers will look to refresh and renegotiate an agreement for 2014/15.
- 3.62. Hillingdon's 'Work Pays' initiative seeks to build on the Council's partnership with Jobcentre Plus in order to deliver a step change in residents' reliance on benefits.
- 3.63. Phase one of 'Work Pays' is focussing on lone parents, families and those affected by the benefit cap and other welfare reforms. Work will continue to introduce practical measures to inform and support front-line staff working with residents receiving benefits. A web-based calculation tool will be rolled-out from February 2014, which will allow front-line staff to demonstrate clearly and quickly to residents that they will be better off in work. The tool will be available to staff who work with residents in receipt of benefits. Phase two of the initiative will focus on residents with specific needs such as physical disability; learning difficulties and mental health issues. The third phase will focus on the 'social justice' agenda including people with addiction issues and ex-offenders.

Financial Implications

There are no direct financial implications arising from the recommendations set out in this report, and the cost of measures in support of the economic development agenda are either contained within existing revenue budgets or are included within the Council's draft budget proposals for 2014/15.

4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The aim of the economic development and regeneration programme is to encourage growth and regeneration in Hillingdon, to support residents to find and keep employment and to support businesses.

Consultation Carried Out or Required

The Hillingdon economic development and regeneration programme has been discussed with the Hillingdon Partners Executive and through the *Sustain; Renew; Prosper* theme group.

5. CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and notes that the full range of financial implications associated with the Council's economic development workstream are reflected in the draft budget for 2014/15 approved by Cabinet in December 2013.

In addition to the wider benefits to residents of promoting economic development within the Borough, the workstream enables the Council to adapt to recent changes to the local government finance system have resulted in significant transfer of financial risk and potential reward from central government.

Legal

There are no specific legal implications arising from this report.

6. BACKGROUND PAPERS

NIL

Annex 1: Major Development Sites, Hillingdon.

January 2014

	Site Name	Size	Development Potential	Current Status
Planning Permission Granted, work imminent or under construction				
	Former RAF Uxbridge site, Uxbridge (Outline)	46.6ha	Mixed use development comprising residential, office, hotel and retail uses	Planning Permission Granted. Site is under construction.
	Former RAF Uxbridge site, Uxbridge (Full Planning Permission)	46.6ha	Mixed use development comprising residential, office, hotel and retail uses	Planning Permission Granted. Site is under construction.
	Former Long Haul Catering Base, Scylla Road, Heathrow	4.7ha	Redevelopment to provide 3 industrial/business units.	Planning Permission granted. Part of site built out and operational.
	Former Gas Works site, Cowley Mill Road, Uxbridge	2.4ha	Construction of large scale commercial floorspace	Planning Permission Granted. Site is under construction.
	ASDA, Millington Road, Hayes	3.5ha	Mixed use development comprising retail foodstore and industrial building.	Planning permission granted, Applicants due to commence works on site imminently.
	Hyde Park, Millington Road, Hayes	0.9ha	Erection of a 4 and 5 storey building to provide office/commercial accommodation.	Planning permission granted, Applicants due to commence works on part of site imminently.
	The Old Vinyl Factory, Blyth Road, Hayes	4.3ha	510 residential units with commercial floorspace to include arts uses, offices and retail.	Planning permission granted, Applicants due to commence works on site shortly.
Planning Permission Granted, works not commenced on site yet, investigation underway				
	Powergen Site, Bulls Bridge, Hayes	3.09ha	Redevelopment of site to provide an aggregate recycling and processing plant, storage facility and depot.	Planning permission granted.
	Sainsbury's Superstore, Long Drive, South Ruislip	2.26ha	Erection of a new retail food store and associated petrol filling station.	Planning permission granted.
	Ballymore Site, 20-30 Blyth Road, Hayes	0.46ha	120 residential units with some commercial floorspace (offices)	Planning permission granted.
	Summit Centre, Skyport Drive, Harmondsworth, West Drayton	3.08ha	Mixed use development comprising 301 bedroom hotel and 4 industrial/business units.	Planning permission granted.

Live Planning Applications under consideration by the Council				
	Former Dairy Site (known as Padcroft Works), Bentinck Road, West Drayton	1.53ha	208 residential units with ancillary retail and leisure uses.	Resolution to grant planning permission approved at Committee, legal agreement close to completion.
	Rainbow & Kirby Industrial Estate, Trout Road, Yiewsley	2.7ha	Mixed use development comprising up to 150 residential units, office floorspace and small scale retail.	Current Planning Application under consideration by Officers.
	Enterprise House, Hayes	0.3ha	80-100 residential units with commercial at ground floor level.	Planning application just lodged.
	Former Arla Dairy Site, Victoria Road, South Ruislip	7.1ha	Up to 100 residential units, arts/leisure uses and retail uses.	Current Planning Application under consideration by Officers.
Site included through the Councils Site Allocations Development Plan Document				
	Land South of the Railway, Nestles Avenue, Hayes	3.7ha	170 residential units with some commercial floorspace.	
	Chailey Industrial Estate, Pump Lane, Hayes	2.6ha	Up to 150 residential units as part of a mixed use development.	
	Cape Boards Site, Iver Lane, Uxbridge	13ha	Mixed use development of up to 500 homes, retention of waste and recycling plant located to the north of the site.	
	Odyssey Business Park, West End Road, Ruislip	1.28ha	Residential development of up to 50 units.	
	WH Smiths Site, 148 High Street, Uxbridge			
Other Sites				
	Master Brewer site, Freezeland Way, Hillingdon			Note: Application Refused at Committee
	Hillingdon Circus site, Long Lane, Hillingdon			Note: Application Refused at Committee
	Stockley Park Business Estate, Phase 3, Stockley Road, West Drayton			

	Uxbridge Industrial Estate			
	Nestle Site, Nestles Avenue, Hayes			
	Additional Shopping Centre retail floorspace, Uxbridge Town Centre			

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STANDARDS AND QUALITY IN EDUCATION 2013

Cabinet Member	Councillor David Simmonds
Cabinet Portfolio	Deputy Leader of the Council and Cabinet Member for Education and Children's Services
Officer Contact	Pauline Nixon, Residents Services
Papers with report	None

HEADLINE INFORMATION

Purpose of report	To report on the standards and quality of education in Hillingdon schools. It provides a summary of performance trends and inspection outcomes for the academic year 2012/13
Contribution to our plans and strategies	Informs the Children and Young People's Plan
Financial Cost	There are no financial implications arising from this report
Relevant Policy Overview Committee	Children, Young People and Learning Policy Overview Committee
Ward(s) affected	All

RECOMMENDATION

Cabinet notes the report and the improving attainment and outcomes of pupils in the London Borough of Hillingdon during the 2012/13 Academic Year.

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 report will go to the Children, Young People and Learning POC for noting in February 2014.

Overview – main conclusions

1. The attainment and progress data analysed in this report inform Members 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.

The main findings are:

- Overall, results have improved for the ninth consecutive year and attainment for pupils in Hillingdon continues to rise throughout the key stages. Results overall remain either in line with or above national results.
 - Ofsted assessments show that 78% of secondary pupils and 80% of primary pupils attended a school which was judged as Good or Outstanding.
 - For Looked After Children results at Key Stage 2 are positive but Key Stage 4 outcomes are below the national average and require attention, whilst acknowledging that the cohort is small in number and subject to constant change.
 - SEN – outcomes for pupils at School Action are below national average for Key Stage 4 and require additional attention.
 - Success rates of pupils in Hillingdon’s Adult Learning Services continued to rise from 88% to 89%.
 - Attainment for pupils within the London Borough of Hillingdon continues to improve; officers will continue to work with Schools to maintain the continued increase in positive outcomes for its pupils.
2. This remainder of this report is split into three sections: Summary of Standards (paragraphs 3 to 22), Summary of School Inspection Reports (paragraphs 23 to 26) and Detailed Performance Information (paragraphs 27 to 53).

Section 1: Summary of Standards

3. A summary of attainment in 2013 and the priorities for further improvement are set out below. Information is presented in relation to each Key Stage and is based on 2013 external 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 (e.g. Looked After Children – LAC or Special Educational Needs – SEN) 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. With the changes to the Early Years Foundation Stage Profile in 2012/13 officers are not now able to make comparisons between the results for this year and previous years. It is recognised across several local authority moderation teams that there is an inconsistency within teams re the behaviours expected in order to achieve the Early Learning Goals. When looking at individual Early Learning Goals Hillingdon children perform at least in line with or above in all but one, “Understanding the World”. Against national outcomes we score 4% above in Reading, 1% above in Writing, 4% above in

Number and in Shape, Space and Measure and 1% above in Speaking. However when looking at the “good level of development” the average in Hillingdon is 42% whilst the national average is 52%. Girl’s outcomes continue to be higher than those of boys with a 14% difference in the attainment of the good level of development.

5. Priorities for 2013/14 include:

- *To support Teachers in making secure and consistent judgements against national standards through rigorous moderation and agreement trialling.*
- *Narrowing the gap between the attainment of boys and girls to address the difference between Hillingdon’s performance and national performance.*
- *To promote effective practices for the development of speaking and listening.*

Key Stage 1 (Age 5 to 7)

6. Key Stage 1 results are set at various threshold levels – W, 1, 2, 3 and 4. Level 2 is the expected result and is in turn split into three sub levels - 2a = at the top end of level 2, 2B = secure level 2 and 2c = just within level 2.
7. The proportions of pupils reaching the thresholds of level 2+, level 2B+ or level 3 in Reading, Writing or Mathematics have all increased this year.
8. Attainment for Key Stage 1 was in line with or above national in all instances and in line with or above outer London levels in most instances.
9. This is the second year of the Year 1 Phonics Screening Check; it consists of a list of 40 words, half real words and half non-words, which Year 1 children read to a teacher. The threshold in 2013 was 31 successful words out of 40. 71% of Hillingdon pupils achieved the required standard compared to 57% in 2012 – a much improved result. This was above national levels but slightly below outer London levels.
10. Year 2 pupil resits for Phonics were in line with the national average at 68%, outer London data is not currently available.
11. Priorities for 2013/14 include:
 - *Narrowing the Gap between boys and girls in relevant areas;*
 - *Continue to maintain the improvement and remain above the national average in all areas.*

Key Stage 2 (Age 7 to 11)

12. The Key Stage 2 tests changed in 2013, further details can be found later in this report. Results are set at various levels – N, 2, 3, 4, 4B, 5 and 6. Level 4 is the expected level and (new for 2013) has been split into levels 4 and 4B – the latter defined as “Good level 4”. Level 4B applies to all tests (Reading, Maths, Grammar Punctuation & Spelling) apart from Writing which is a teacher assessment.
13. Attainment at the end of Key Stage 2 and progress between Key Stage 1 and Key Stage 2 Mathematics was generally higher than in previous years and in line with or above national levels using most measures. In particular:
 - a) The proportion attaining Level 4+ in Maths remains above national levels at 87% (national 85%) and has moved above outer London levels (86%).
 - b) Recently released Performance Tables show that the percentage achieving Level 4 or above in Reading, Writing and Maths has increased from 76% to 78% in 2013. The percentage making expected progress in those subjects are as follows: Reading 89%, Writing 93% and Maths 91%.
 - c) The floor levels are more challenging in 2013 and are now set at 60% (previously 55%). These are judged against four measures for Reading, Writing and Maths. 1 school is below floor standards (compared to 0 in 2012). In 2014 the floor standard will rise again to 65%.

14. Priorities for 2013/14 include:
- *Continue to increase achievement at Key Stage 2 to be above the national average for all areas. Improving the scores at level 5+ for Reading and Writing.*

Key Stage 3 (Age 11 to 14)

15. Since the removal of testing at the end of Key Stage 3, four years ago, there has only been limited attainment data available.

Key Stage 4 (Age 14 to 16)

16. Attainment at the end of Key Stage 4 has remained static for 5 A* – C all subjects but has improved for 5 A* - C including English and Maths – a harder measure to achieve nationally.
- a) 86% of pupils attained 5+ A*-C grades in 2013 (all subjects) – no change on 2012 but above both national and outer London averages.
 - b) Around 61% of pupils attained 5+ A*-C (including English and Mathematics) – up two points on last year and above the national average but below the outer London average.

17. Priorities for 2013/14 include:
- *Supporting the three remaining LA Secondary Schools for which the LA retains responsibility (i.e. non Academies). All are above floor standards but 2 are below national averages in certain categories.*
 - *Supporting LA schools to move from “Requiring Improvement” to “Good” in the OFSTED ratings.*

Key Stage 5 (Age 16 to 19)

18. Outcomes in terms of Average Point Score per Pupil and Average Point Score per Subject remain below the national average measured across all Secondary Schools. However, progress measures which take into account the prior attainment of pupils at the end of Key Stage 4 show higher outcomes than the national standards.

Looked After Children (LAC)

19. When looking at 2012/2013 attainment of the children looked after continuously for 12 months during the year ending 31 March 2013:
- a) At Key Stage 2, 50% achieved the expected level in English and Mathematics in 2013 (unchanged from 2012) – equalling the national average.
 - b) At Key Stage 4, the percentage of children looked after achieving A*-C in all subjects remained constant at 15% in 2013 (equalling the national average). The percentage achieving 5+ A*-C including English and Mathematics fell to 10% from 15% in 2012 (15% being the national average).

Special Education Needs (SEN)

20. When looking at Key Stage 1 attainment for pupils with SEN we can see improvements in both Reading, Writing and Maths at level 2b+ for all 3 SEN categories (Action, Action Plus and Statemented).

21. For 2012/2013 Key Stage 2 attainment for pupils with SEN it is difficult to compare with previous years due to the changes to this year's examinations. The results for those pupils with a statement achieving Level 4+ in Maths (which did not change) showed an improvement on 2012 but those in other SEN categories remained virtually unchanged.

22. For Key Stage 4 there was a significant improvement for pupils with SEN Action Plus & Statemented attaining 5+ A*-C in both all categories and also those including English and Mathematics GCSE's. However, pupils at SEN Action dipped in both of these measures.

Section 2: Summary of School Inspection Reports

23. In the academic year 2012/13 twenty one Hillingdon mainstream schools (including Academies) were inspected by Ofsted using their new framework. The main difference has been the changing of the "Satisfactory" rating to "Requires Improvement" The 4 categories are now 1) Outstanding, 2) Good, 3) Requires Improvement and 4) Inadequate.

24. The overall effectiveness of twelve of these schools was deemed to be Outstanding or Good with 9 being judged as Requiring Improvement. None were judged as Inadequate.

25. The tables below summarise the inspection findings across schools both nationally and across the London Borough of Hillingdon:

Table 1: Current position on OFSTED judgement of Hillingdon schools

Percentage of schools (number of schools in brackets)								
	1) Outstanding		2) Good		3) Satisfactory or Requires Improvement (post 9/2012)		4) Inadequate	
	National*	LBH	National*	LBH	National*	LBH	National*	LBH
Primary	19%	22.7% (15)	60%	57.6% (38)	21% for categories 3 and 4	(13) 19.7%	See category 3	0
Secondary	26%	38.9% (7)	47%	38.9% (7)	22%	22.2% (4)	4%	0
Combined	-	26.2% (22)	-	53.6% (45)	-	20.2% (17)	-	0

** National figures as at 31/03/2013*

26. This table shows:

- A larger proportion of schools were assessed as Good or Outstanding locally than nationally,
- 80% of Primary School pupils attend a school which is judged to be Good or Outstanding, corresponding figure for secondary schools is 78%.
- The Ofsted framework was revised in Sept 2012; many schools were affected by this. Some Hillingdon schools maintained Good and Outstanding judgements; however (excluding Academies) six primaries and one secondary school were judged as "Requires Improvement".

Section 3: Detailed Performance Information

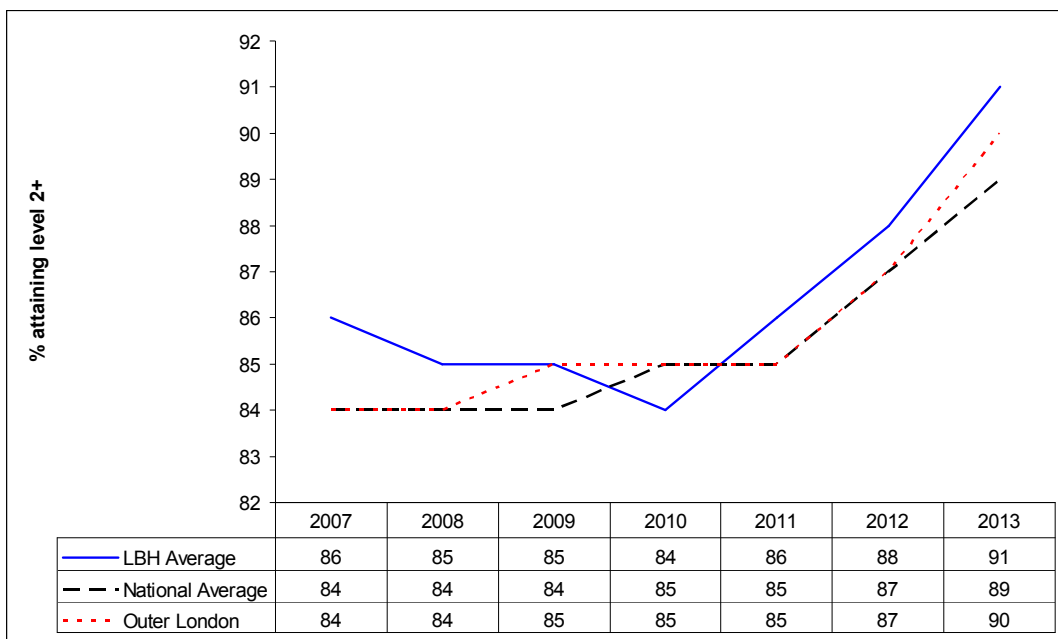
Foundation Stage

The Foundation Stage examinations have been changed for 2013 so it is not possible to draw comparisons with previous year's performance. However, officers can report that the average total points for the cohort = 30.8 (national 51.5 contextually similar = 53%). Good level of development = 42%, (national = 52%, contextually similar = 53%). Categories covered include Communication and Language, Physical Development, Personal Social and Emotional Development, Literacy, Maths, Understanding the World and finally Expressive Arts and Design.

Key Stage 1

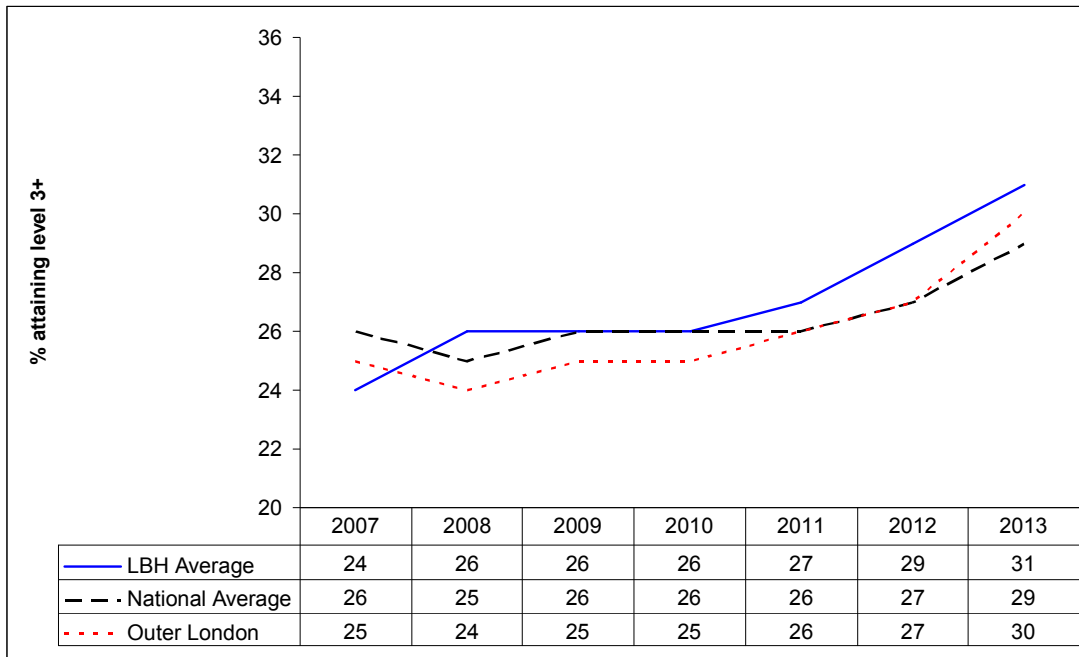
Reading

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



27. Chart 1 shows the proportion of Borough pupils attaining level 2 or above in Reading. The final figure is higher than 2012 and has been improving since 2009. Local outcomes remain higher than both those nationally and for Outer London. Level 2B+ = increased from 77% in 2012 to 81% in 2013 – higher than both the National average (79 %,) and outer London average (80%).

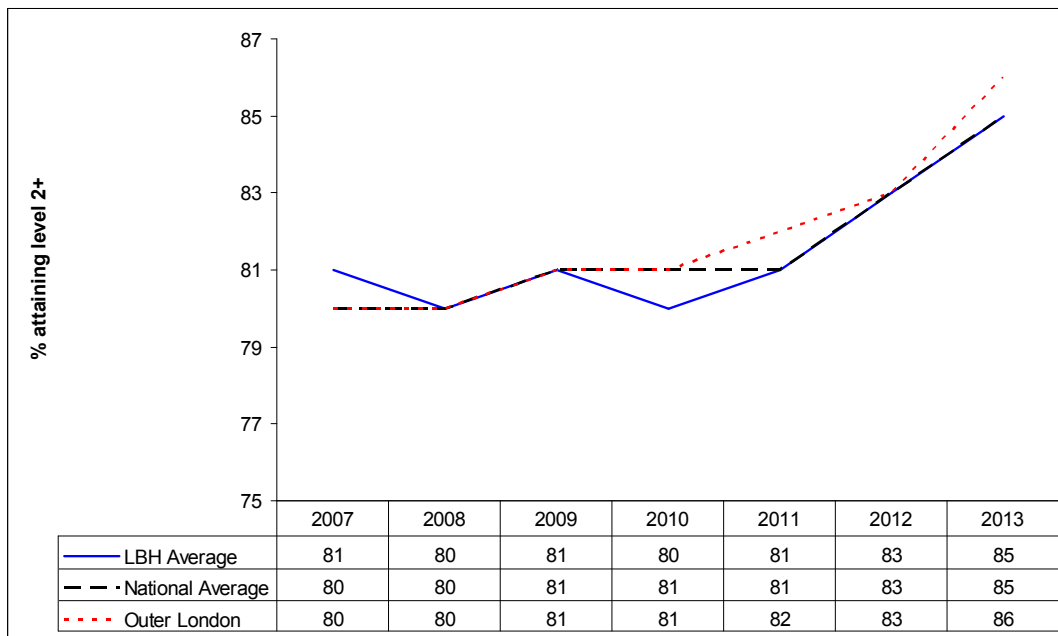
Chart 2: Percentage of Pupils attaining Level 3 or above in Key Stage 1 in READING



28. Chart 2 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 for the third year running. The proportion of children in the Borough reaching this level is above the average both nationally and for Outer London.

Writing

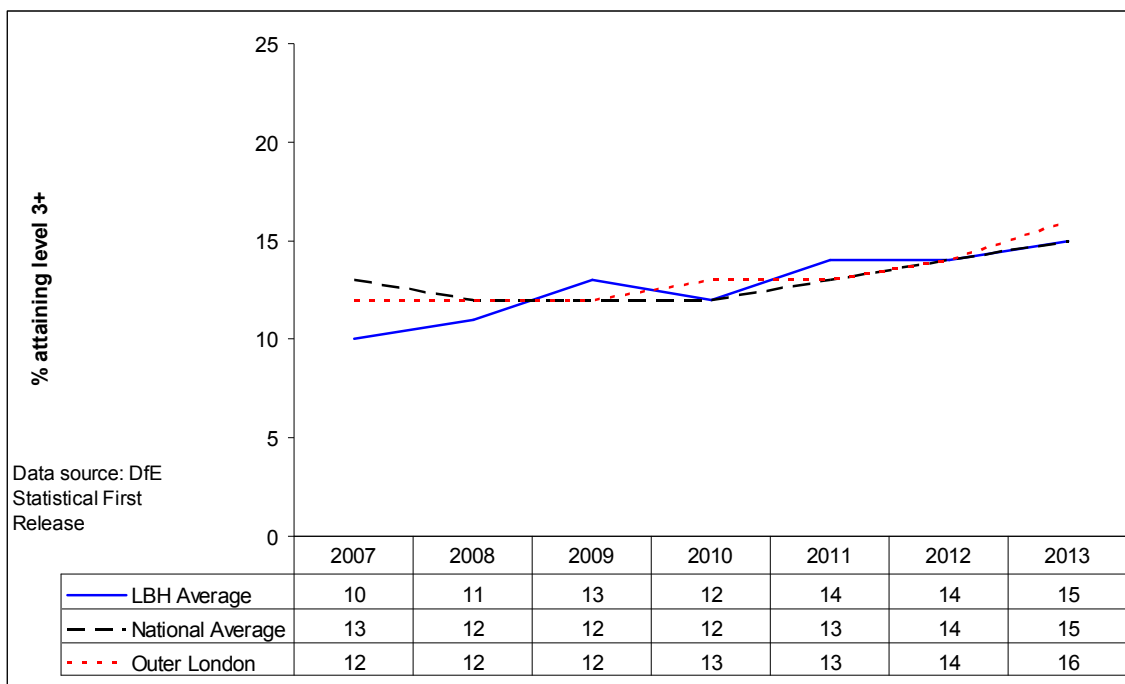
Chart 3: Percentage of Pupils attaining Level 2 or above in Key Stage 1 in WRITING



c) Chart 3 shows the proportion of Borough pupils attaining level 2 or above in Writing. The proportion of pupils reaching this level continues to be in line with national averages for the third year in succession but just below the Outer London average.

Level 2B+ = increased from 66% in 2012 to 68% in 2013 – above the national average (67%) but just below the outer London average(69%).

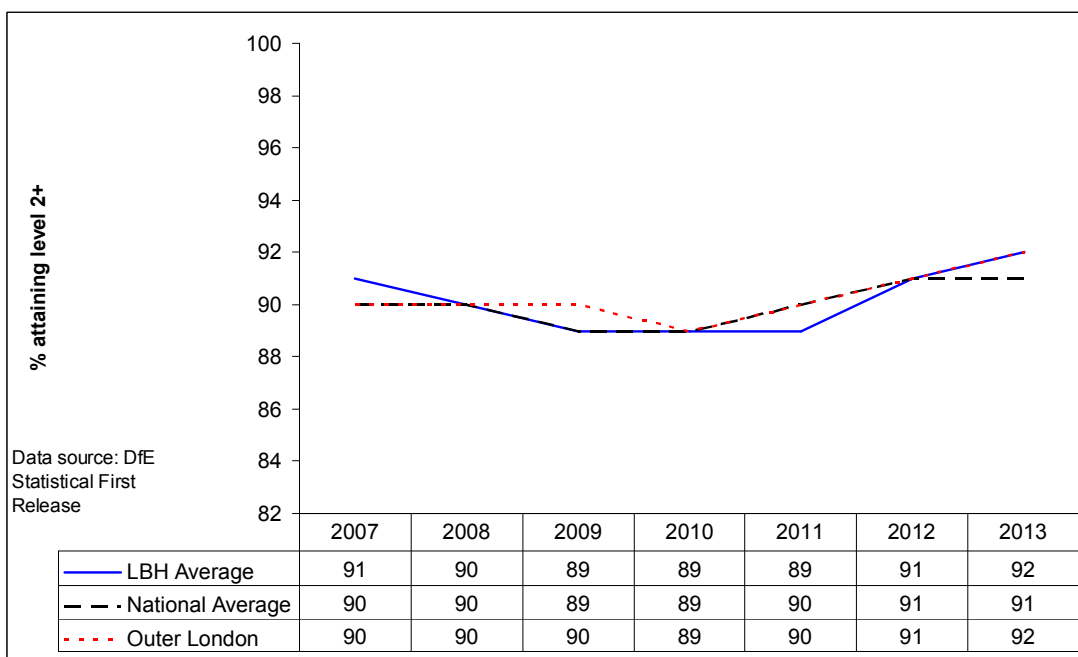
Chart 4: Percentage of Pupils attaining Level 3 or above in Key Stage 1 in WRITING



29. Chart 4 shows the proportion of Borough pupils attaining level 3 or above in Writing at Key Stage 1. Hillingdon’s results improved on the 2012 results and remain level with the national average but just below the outer London average.

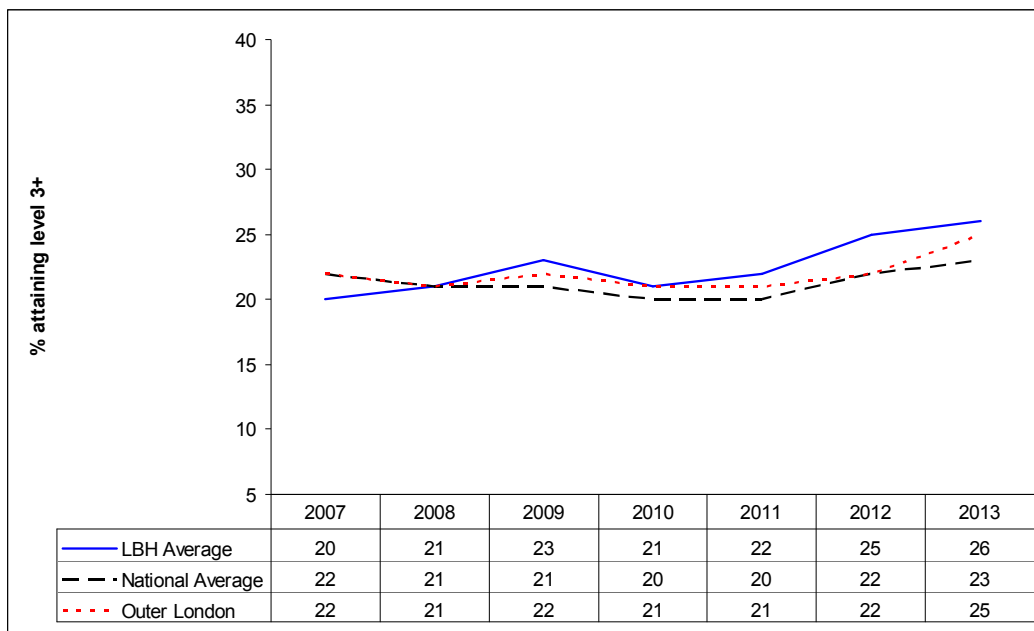
Mathematics

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



30. Chart 5 shows the proportion of Borough pupils attaining level 2 or higher in Mathematics. This has increased by one point since 2012 and has now moved above the national average and equals the outer London average. Level 2B+ = increased from 78% in 2012 to 81% in 2013 – above both national (78%) and outer London averages (79%).

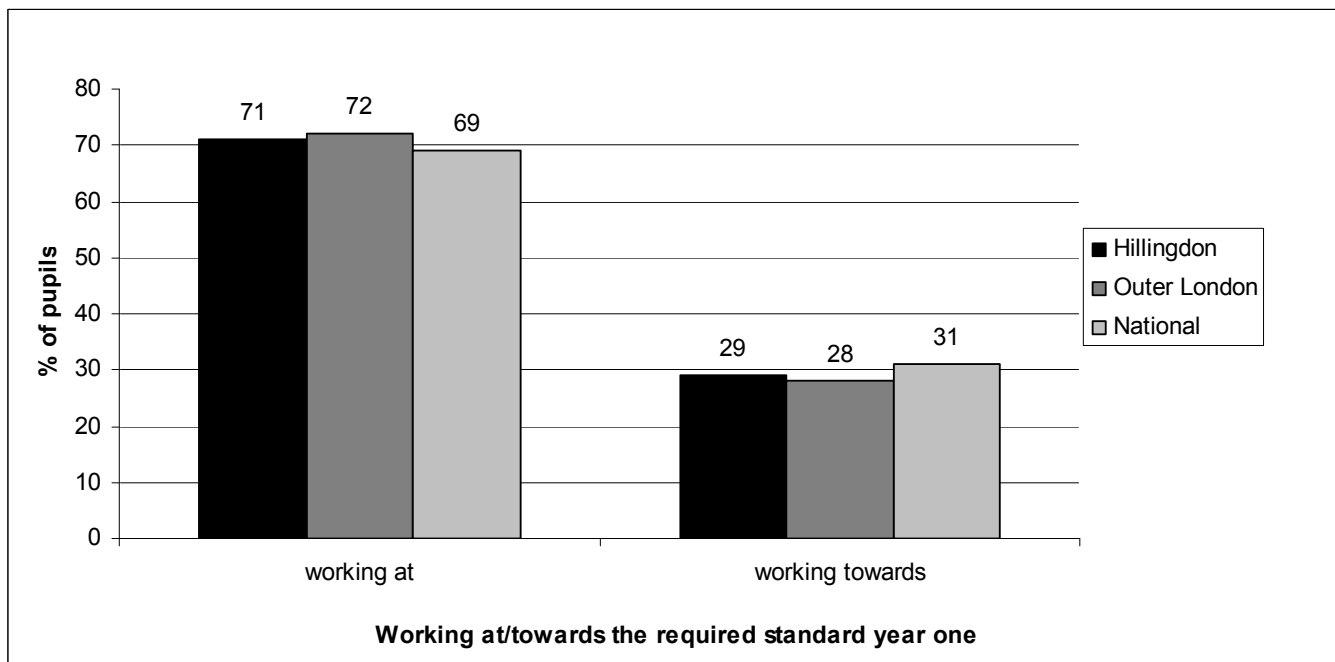
Chart 6: Percentage of Pupils attaining Level 3 or above in Key Stage 1 in Maths



31. Chart 6 shows the proportion of Hillingdon pupils attaining level 3 or above in Mathematics at the end of Key Stage 1. This is higher than last year and remains above both national and outer London averages.

Year 1 and Year 2 Phonics Screening Check results

Table 2 – Pupils working at the required standard for the Phonics Screening Check



32. The phonics screening check is now in its second year. Data is available for both Year 1 and Year 2. It is a requirement that pupils who missed the required level should undertake the check again in Year 2.
33. The required standard is 31 words out of 40 (see explanation in paragraph 9) above, pupils are then banded as working at the required standard or working towards the required standard.
34. Table 2 above shows the number of pupils working at desired phonics outcome, 71% of pupils within Hillingdon are working at the desired level for phonics. This is a substantial improvement on the 57% recorded in 2012. It is now above the national average but slightly below the outer London average.
35. 2013 was the first year that pupils were required to retake the screening check if working below the required standard in 2012. Results for Hillingdon pupils were 68% which is in line with the national average.

Key Stage 2

The Key Stage 2 tests were changed in 2013. The English test was replaced by Reading, Writing and Grammar, Punctuation and Spelling (GPS). As this is the first year it is not possible to compare the results with previous years. Table 3 below summarises the key results for 2013:

Table 3

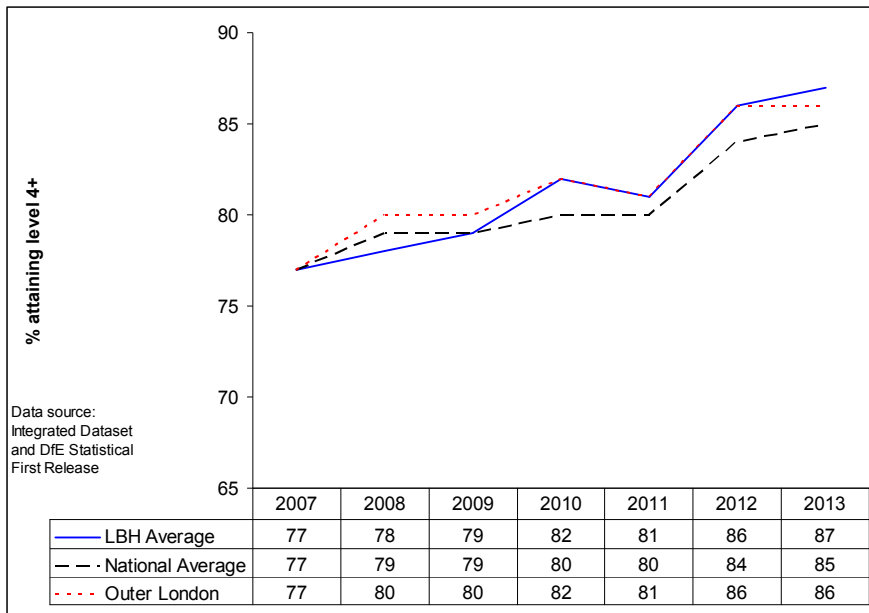
	LEVEL	HILLINGDON	NATIONAL	OUTER LONDON
READING	4+	87	86	86
READING	4B+	76	75	76
READING	5+	43	45	45
WRITING (TA*)	4+	84	83	84
WRITING (TA*)	5+	29	30	32
GPS	4+	78	73	78
GPS	4B+	70	64	70
GPS	5+	53	47	54

(*TA refers to teachers' assessment of writing)

At the Level 4 stages Hillingdon tends to be above the national average and level with or just above outer London averages. There is a need to focus now on Level 5+ for Reading and Writing Categories where Hillingdon is behind in comparison to both national and outer London averages.

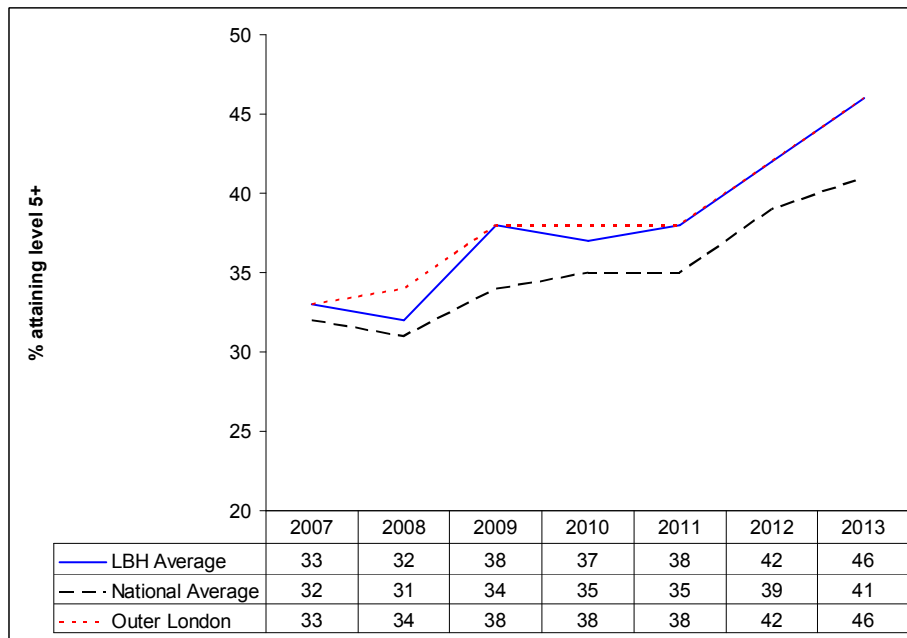
Mathematics

Chart 7: Percentage of Pupils attaining Level 4 or above in Key Stage 2 in Maths



36. Chart 7 shows the proportion of Borough pupils attaining level 4 or above in Key Stage 2 Mathematics. Results for 2013 one point higher than in 2012. Hillingdon is slightly above both national and outer London averages.

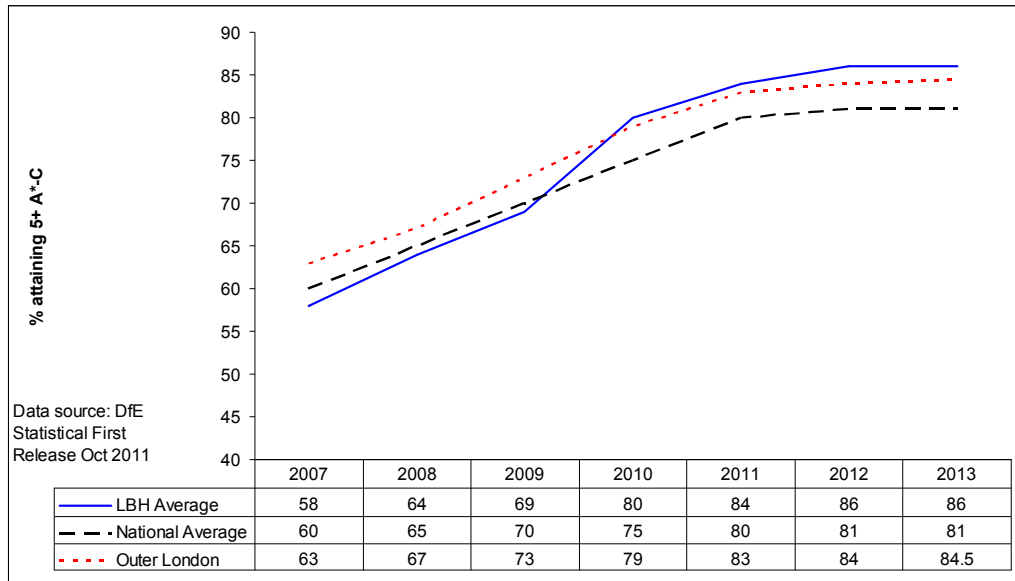
Chart 8: Percentage of Pupils attaining Level 5 or above in Key Stage 2 in Maths



37. Chart 8 shows the proportion of Borough pupils attaining level 5 or above in Key Stage 2 Mathematics. Results for 2013 are 4 points higher than in 2012 – the second year in a row to show a 4 point improvement. Hillingdon is above the national average and in line with Outer London.

Key Stage 4

Chart 9: Percentage of Pupils attaining at least 5+ A*-C Grades

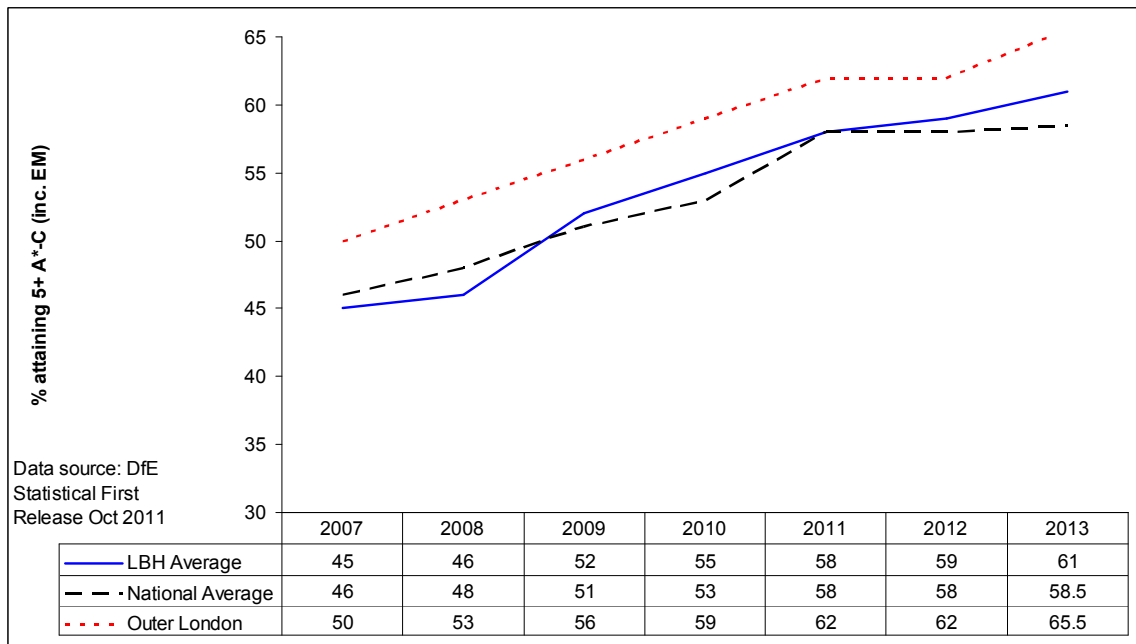


5+ A*-C Grades

38. Chart 9 shows the percentage pupils in Hillingdon schools attaining 5 or more GCSEs at grades A* - C in all subjects remains above both the national level and outer London levels.

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

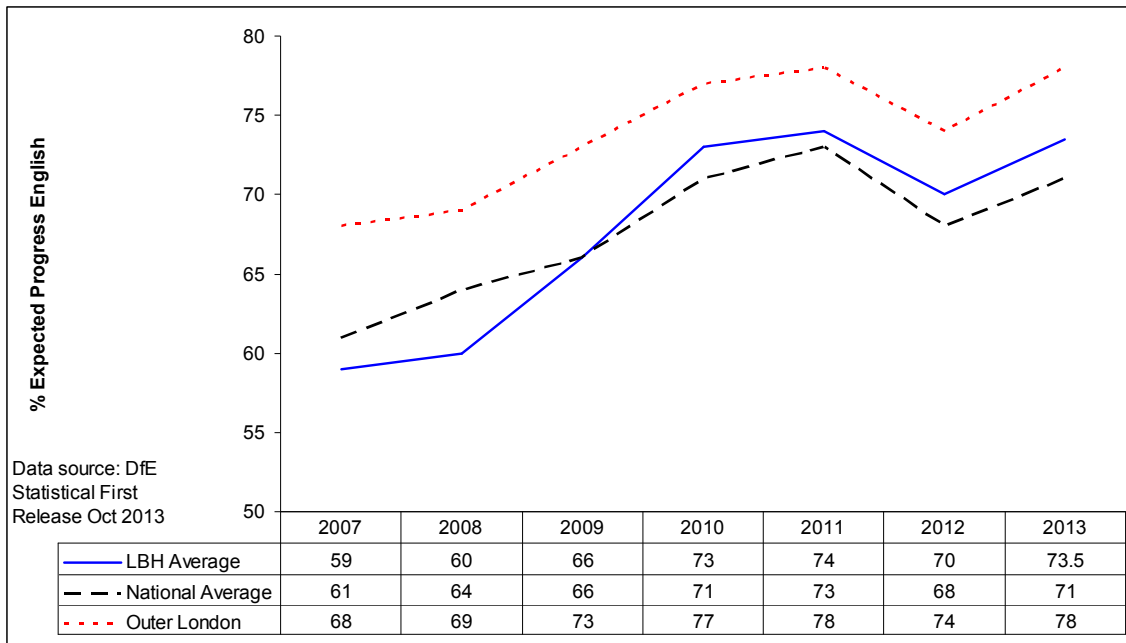
Chart 10: Percentage of Pupils attaining at least 5+ A*-C Grades (including English and Mathematics)



39. Chart 10 shows the percentage of Borough pupils attaining 5 or more GCSEs at grades A* - C (including English and Mathematics) has improved by 2 percentage points on 2012 and is currently over 2 percentage points higher than the national figure. However, Hillingdon is below the outer London average which is improving at an even faster rate.

Expected Progress English

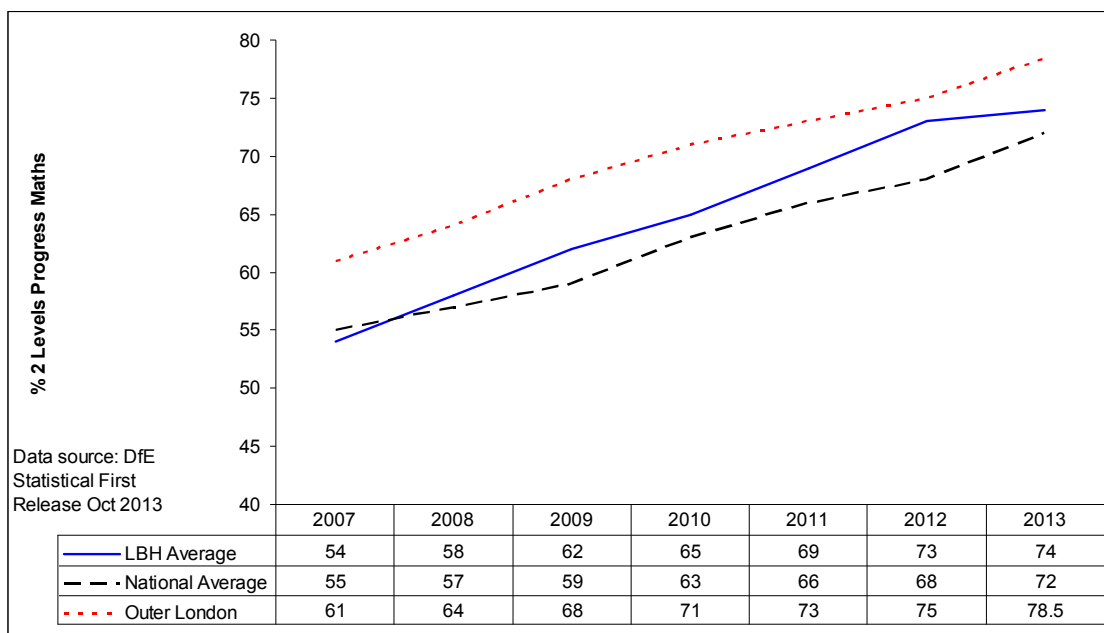
Chart 11: Percentage of pupils making expected progress in English



40. Chart 11 shows the proportion of Borough pupils making at least 3 levels progress in English has increased; this is in line with results nation wide. Although Hillingdon are above the national average, results are substantially down on the outer London average.

Expected Progress Mathematics

Chart 12: Percentage of pupils making expected progress in mathematics



41. Chart 12 shows the proportion of pupils making the expected progress between KS2 and KS4 in Mathematics has increased by 1 percentage point since 2012. Although Hillingdon are above the national average, results are substantially down on the outer London average.

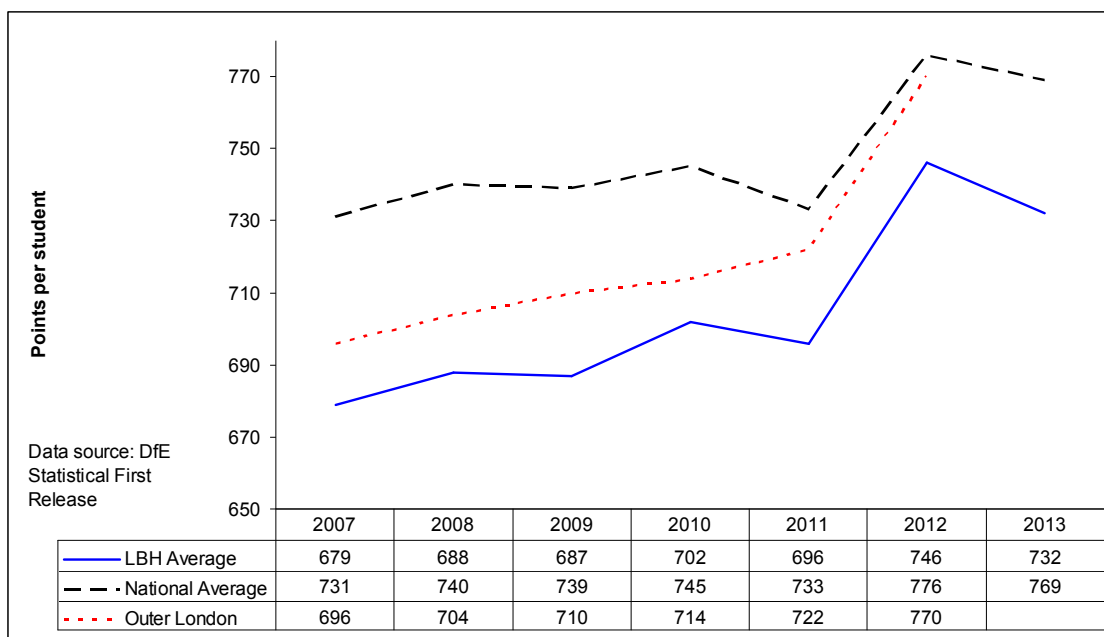
Key Stage 5

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

1. The average point score per student (based on cumulative performance in GCSE/ A/AS and key skills examinations – usually over 2 years). See Chart 13.
2. The average point score per examination entry (based on cumulative performance in GCSE/A/AS and key skills examinations – usually over 2 years). See Chart 14.

Average points score per student

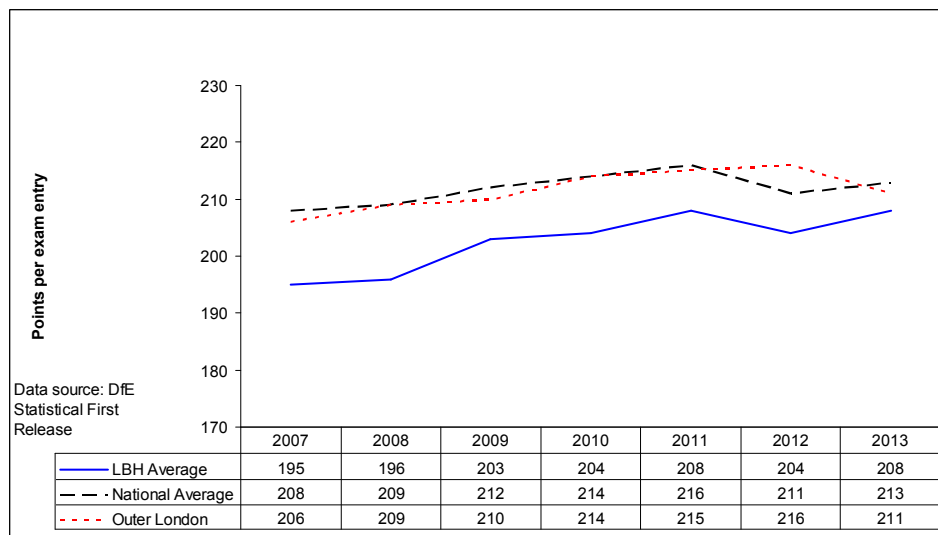
Chart 13: Average Point Score per student



42. Chart 13 shows the average points per student decreased both in Hillingdon, and nationally. Hillingdon results remain lower than the national average. Outer London results currently not available.

Average points score per examination entry

Chart 14: Average Point Score per entry



43. Chart 14 shows the average point per entry improved slightly as did the national average, outer London dropped. Hillingdon remains behind both.

Performance of Pupil Groups

44. The focus in the tables below is for pupils with SEN or those eligible for Free School Meals, this information is taken from Fischer Family Trust (FFT) Value Added (VA) reports. The report shows the attainment of these groups over the last three years, it then shows whether there has been a significant change in the results, taking into account the last 3 years of data. 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	% Attaining Level 2+ (with number of pupils in brackets)			FFT VA (Contextual) 2010-2013
	10/11	11/12	12/13	
SEN - A	68.2% (539)	68.2% (456)	77.2% (425)	-2.3%
SEN - P	52.6% (181)	63.4% (217)	70.6% (381)	-6.0 sig
SEN - S	29.3% (90)	19.8% (84)	30.9% (81)	-3.0%
FSM	78.3% (624)	82.1% (689)	84.5% (652)	-0.1%

Table 5: Key Stage 1 Writing by pupil group

Group	% Attaining Level 2+ (with number of pupils in brackets)			FFT VA (Contextual) 2010-2013
	10/11	11/12	12/13	
SEN - A	52.5% (539)	53.7% (456)	61.9% (425)	-10.5% sig
SEN - P	40.9% (181)	46.0% (217)	58.4% (381)	-13.0% sig
SEN - S	15.9% (90)	9.9% (84)	22.2% (81)	-9.1% sig
FSM	71.7% (624)	74.3% (689)	74.5% (652)	-3.4% sig

Table 6: Key Stage 1 Mathematics by pupil group

Group	% Attaining Level 2+ (with number of pupils in brackets)			FFT VA (Contextual) 2010-2013
	10/11	11/12	12/13	
SEN - A	71.9% (539)	78.1% (456)	81.4% (425)	-3.8% sig
SEN - P	63.2% (181)	70.4% (217)	72.7% (238)	-7.2% sig
SEN - S	22.0% (90)	30.9% (84)	37.0% (81)	-4.7% sig
FSM	82.1% (624)	87.9% (689)	87.0% (652)	-0.6%

Key Stage 2

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

Table 7: Key Stage 2 Mathematics by pupil group

Group	% Attaining Level 4+ (with number of pupils in brackets)			FFT VA 2010-2013
	10/11	11/12	12/13	
SEN - A	57.7% (446)	67.3% (445)	67.5% (369)	-4.5% sig
SEN - P	57.9% (178)	56.0% (191)	56.1% (187)	-6.9% sig
SEN - S	9.5% (94)	15.7% (83)	28.4% (102)	-8.9% sig
FSM	67.5% (577)	78.9% (541)	74.7% (529)	-1.6%

46. The proportion of pupils performing at level 4+ was higher than in 2012 for all groups other than those with FSM.

Key Stage 4

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

Table 8: Key Stage 4 5+ A*-C Grades - All Subjects

Group	% 5+ A*-C (with number of pupils in brackets)			FFT VA (from KS2) 2010-2013
	10/11	11/12	12/13	
SEN - A	76.8% (384)	82.9% (541)	69.3% (313)	+6.3% sig
SEN - P	52.1% (194)	58.9% (236)	68.4% (158)	-6.9% sig
SEN - S	29.2% (89)	19.5% (89)	30.1% (113)	-1.4%
FSM	72.9% (457)	78.4% (457)	77.7% (555)	+4% sig

47. The performance of pupils SEN P or statemented made significant progress although SEN A dropped.

Table 9: Key Stage 4 5+ A*-C Grades (including English and Maths)

Group	% 5+ A*-C including English & Maths (with number of pupils in brackets)			FFT VA (from KS2) 2010-2013
	10/11	11/12	12/13	
SEN - A	37.0% (384)	36.6% (541)	28.8% (313)	-1.5%
SEN - P	20.1% (194)	18.4% (236)	24.1% (158)	-12.0% sig
SEN - S	3.4% (89)	7.3% (89)	9.7% (113)	-0.6%
FSM	41.3% (457)	46.4% (457)	45.6% (555)	+1.7%

48. The progress of children with SEN Action was significantly below expectation, however those with SEN Action Plus and Statemented showed improvements.

Looked After Children

1. About the Looked After Children (LAC) Population:

Current statutory school age LAC population (as at 19.10.13)	172
Total number of statutory school age children worked with during the academic year 2012-13	262

Distribution:

Number of statutory school age LAC educated within Hillingdon (as at 19.10.13)	99 55.9%
Number of statutory school age LAC educated outside Hillingdon (as at 19.10.13)	78 44.1%
Number of 17 and 18 year old LAC (as at 19.10.13)	142
Non-Hillingdon LAC educated within Hillingdon (as at 19.10.13)	152

LAC with Statements of SEN*

Number of LAC aged 5- 18 with a Statement of SEN	%of LAC aged 5-18 with a Statement of SEN	Educated in Borough	Educated outside the Borough
58	17.9%	22	36

Categories of SEN *

BESD	LD	ASD	SLD	PMLD	VI
30	18	5	3	1	1

* BESD = Behaviour, emotional and social difficulty LD = Learning difficulty ASD = Autistic spectrum disorder SLD = Severe learning difficulty PMLD = Profound and multiple learning difficulties VI = visually impaired

2. Education data for LAC - Key Stage 2 attainment

Key Stage 2 Attainment - for children who have been looked after continuously for at least 12 months at 31st March 2013

2012-13	KS2 - Percentage achieving at least Level 4 in the following							
	Mathematics (Test)		Reading (Test)		Writing (Teacher Assessment)		Grammar, Punctuation & Spelling (Test)	
	National	Hillingdon	National	Hillingdon	National	Hillingdon	National	Hillingdon
	59	58 (7 pupils)	63	42 (5 pupils)	55	33 (4 pupils)	45	33 (4 pupils)

49. Number of Hillingdon LAC in cohort at end of KS2 = 12 (5 boys and 7 girls). 2 girls were either unable to access the test and tasks or operating below the level of the tests and 3 of the 5 boys in this cohort are UASC*.

50. Due to changes to the KS2 examinations it isn't possible as yet to make comparisons to previous years' results.

* *Unaccompanied Asylum Seeker Children*

Key Stage 4 Attainment - for children who have been looked after continuously for at least 12 months at 31st March 2013

2012-13		National	Hillingdon
	A* - C in English and Mathematics	16.1%	12.8%
	5 + GCSEs A* - C including English and Mathematics GCSEs	15.3%	10.3%
	5 + GCSE's A* - C or equivalent – all subjects	36.6%	15.3%

51. Cohort of 41 pupils in care for 12 months of whom 14 are statemented (11 educated outside the Borough and 3 within Hillingdon).

52.2 LAC in Year 11 are not included in this data as they were disapplied from the tests due to their level of SEN (1 severe ASD, 1 SLD)

53. Reportable data therefore available for 39 pupils.

Of the 39:	Number of Pupils	% of Pupils
How many indigenous children?	26	67%
How many are UAS/C have ESOL?	13	33%
How many have a Statement of SEN	12 (All of whom are indigenous)	31%
How many are male?	29	74%
How many are female?	10	26%
How many are educated outside the Borough?	25	64%
How many are educated inside the Borough?	14	36%

Reportable KS4 data – 39 pupils	Actual number of pupils achieving at this level	Cumulative total of pupils achieving at this level
Achieved 5 GCSE's at A*- C or equivalent including English and Maths	4	4
Achieved 5 GCSE's at A*- C or equivalent	12	6
Achieved 5 GCSE's at A*- G or equivalent	14	20
Achieved 1 GCSE or equivalent	10	30

Sat 1 GCSE or equivalent	10	30
Did not take any GCSE or equivalent exams.	9	39

Hillingdon Adult Learning Service

This service is publicly-funded through external contracts with the Skills Funding Agency (SFA) for adults over the age of 19, and the Education Funding Agency (EFA) for young people aged between 16 and 19. There is additional funding from the local authority.

The service delivers opportunities for adults to learn new skills which match both the Department of Business, Innovation and Skills priorities and those of London Borough of Hillingdon.

Key performance indicators are monitored annually by the SFA and the service is subject to Ofsted inspections. The quality of the provision has an impact on subsequent funding levels from the SFA and the EFA and the service's 'Good' Ofsted grade has enabled it to attract funding for additional learning opportunities to the benefit of residents.

Headline data for 2012-13

Success rates

Key Performance Indicator	2010/11	2011/12	2012/13	% Change 11/12 to 12/13	% Change 10/11 to 11/12	% Change 10/11 to 12/13
Success Rates	86%	88%	89%	+1%	+2%	+3%
of which:						
Long Courses	83%	85%	88%	+3%	+2%	+5%
Short Courses	87%	88%	89%	+1%	+1%	+2%
by funding stream:						
Classroom-Based	81%	84%	87%	+3%	+3%	+6%
Community / Other	88%	90%	89%	-1%	+2%	+1%

Hillingdon Adult & Community Learning comparison to sector averages	2010/11	2011/12	2012/13 Comparison to 2011/12 Benchmarks	2011/12 Comparison to 2011/12 Benchmarks	2010/11 Comparison to 2010/11 Benchmarks
Community Sector Benchmark	82.6%	80.4%	+8%	+7%	+3%
Former EI Benchmark	76.5%	78.7%	+9%	+6%	+6%
Non-Accredited (ASL Benchmark)	84.6%	88.1%	+1%	0%	+2%

Achievement and retention (component parts of overall Success rates)

	2011/12	2011/12	2012/13
Success Rates	86%	88%	89%
Achievement Rate %	93%	94%	95%
Retention Rate %	93%	93%	93%

Quality of Provision 2012-13

Every year the service carries out a robust self assessment review (SAR) to evaluate the quality and effectiveness of the provision we offer to residents and to identify areas for improvement. The judgements we make are measured against the Ofsted Common Inspection Framework that is used across education as a whole and the findings are listed below:

Category	Grade awarded
Overall effectiveness	2
Outcomes for learners	2
Quality of provision	2
Leadership and management	2
Subject areas	
Early Years and Childcare	1
Agriculture and Horticulture	2
ICT	2
Arts, Media and Publishing	2
Modern Foreign Languages	2
Life and Employment Skills, including Employability; provision for Adults with Learning Difficulties and Disabilities; Family English, Maths and Language, and Wider Family Learning.	2

Grade 1-Outstanding; Grade 2-Good; Grade 3-Needs Improvement; Grade 4-Inadequate

Financial Implications

There are no financial implications arising from this report

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 concurs with the financial implications above.

Legal

This report sets out in some detail the high standards and quality of education in Hillingdon schools. Cabinet are being asked to note the report and as such, there are no specific legal implications arising from it

Relevant Service Groups

NIL

WEST LONDON WASTE PLAN: DRAFT PROPOSED SUBMISSION VERSION

Cabinet Member(s)	Councillor Keith Burrows
Cabinet Portfolio(s)	Planning, Transportation and Recycling
Officer Contact(s)	Jales Tippell – Residents Services
Papers with report	<p>Appendix 1: Changes to West London Waste Plan Policies WLWP 1 and 2</p> <p>Appendix 2: Additional Policy: Presumption in Favour of Sustainable Development</p> <p>Appendix 3: Changes to Sites</p> <p>Appendix 4: West London Waste Plan – Amended Draft Proposed Submission Version, 2013</p>

1. HEADLINE INFORMATION

Summary	Approval was given by the Cabinet in November 2011 to proceed with consultation on the Proposed Submission Draft West London Waste Plan. This report explains the reasons why further redrafting of the Plan has since been required and seeks approval to proceed to consultation, followed by submission to the Secretary of State for Communities and Local Government.
Contribution to our plans and strategies	The West London Waste Plan forms part of Hillingdon's Local Plan and that of the Local Plans of its other five west London partner boroughs.
Financial Cost	Hillingdon's share of the cost of preparing and taking the West London Waste Plan Proposed Submission Draft forward for the next consultation stage can be met from existing revenue budgets for 2013/14.
Relevant Policy Overview Committee	Residents' and Environmental Services Policy Overview Committee.
Ward(s) affected	All.

2. RECOMMENDATIONS

That Cabinet:

- 1. Agrees the changes made to the draft West London Waste Plan detailed in this report including the policy wording changes and additional policy, as set out at Appendices 1 and 2, and changes to safeguarded sites set out at Appendix 3, following Cabinet's previous approval to proceed with consultation in November 2011.**
- 2. Approves the revised Proposed Submission Draft of the West London Waste Plan (attached at Appendix 4) for publication and subsequent submission to the Secretary of State for Communities and Local Government.**
- 3. Instructs officers to publish the Proposed Submission Version of the West London Waste Plan and the accompanying Sustainability Appraisal for a statutory period of six weeks, inviting representations on the soundness and legality of the Plan, prior to its submission to the Secretary of State for Communities and Local Government for formal examination.**
- 4. Delegates authority to the Deputy Chief Executive and Corporate Director of Residents Services to agree, in conjunction with the Cabinet Member for Planning, Transportation and Recycling to:**
 - a) consider the representations made on the soundness and legality of the Proposed Submission Draft of the Plan;**
 - b) make such minor amendments to the final draft Plan as are necessary to make it sound, in consultation with the five other London boroughs; and**
 - c) approve and submit the final draft Plan to the Secretary of State for Communities and Local Government for the purposes of carrying out an Examination in Public.**
- 5. Approves the Proposed Submission Draft of the West London Waste Plan as a material consideration for the purposes of development management.**
- 6. Notes that subject to the Inspector's decision post-examination, that the Plan will be recommended to full Council for formal adoption.**

Reasons for recommendation

These recommendations are sought to enable the Council to make meaningful progress on the West London Waste Plan (WLWP) in order to meet targets set out in the London Plan 2011 and the policy guidance in Planning Policy Statement 10 and the National Planning Policy Framework (NPPF), together with the requirements of the Localism Act, 2011.

The WLWP will in due course provide an up-to-date policy framework to assess planning applications for waste management facilities across the six west London boroughs, namely Brent, Ealing, Harrow, Hillingdon, Hounslow and Richmond upon Thames. Planning applications for waste management facilities will also be assessed by each borough against their individual Local Plans, including local development management policies and any other material considerations.

Alternative options considered / risk management

If the Cabinet chooses not to approve the Draft Proposed Submission Version of the West London Waste Plan for further consultation, this will delay adoption of the final Plan and impede progress on the Local Plans of the six west London boroughs. It would also affect their ability to determine planning applications for waste facilities in their areas using the latest policy framework and supporting specialist evidence on waste issues.

Policy Overview Committee comments

None at this stage.

3. INFORMATION

Supporting Information

The West London Waste Plan (WLWP) - Background

1. The purpose of the WLWP is to set out a planning strategy to 2031 for sustainable waste management, deliver national and regional targets for waste recycling, composting and recovery and provide sufficient waste management capacity to manage waste arisings across the six west London boroughs. Planning applications for any new waste management facilities will be considered in the light of the WLWP policies and they will also be assessed by the relevant council against that individual borough's Local Plan, including its local development management policies and any other material considerations.
2. The drafting of the WLWP has taken into account relevant planning legislation, national planning policy statements, on-going advice from the Greater London Authority (GLA) and the Planning Inspectorate and also lessons learnt from professional planning bodies and agencies. The previous key consultation stages in the drafting of the WLWP comprised:
 - Issues and Options (February 2009)
 - Proposed Sites and Policies (February 2011)
3. Details of the previous consultation in February 2011 were reported to the Cabinet at its meeting on 24 November 2011, when it agreed to approve publication of the Draft Proposed Submission Version of the WLWP.
4. Since that decision was taken, five factors have delayed further preparation and publication of the Plan:

- a) The introduction of the Duty to Co-operate which came into effect in November 2011 as part of the Localism Act, 2011 and a subsequent nationally significant decision by an independent Planning Inspector, who, following the Examination in Public of the North London Waste Plan, recommended non-adoption of the Plan in his final report of 14th March 2013. In his decision on the North London Waste Plan the Inspector advised that to comply with the “Duty to Co-operate” introduced by the 2011 Localism Act, the boroughs needed to engage in the work of the relevant regional waste bodies and in one-to-one discussions with individual county waste planning authorities (WPAs) with jurisdiction for landfill sites where waste is sent for disposal. As a result of this, the north London boroughs agreed to start work on a new waste plan to comply with the Duty to Co-operate.
- b) The NPPF issued by the Government in March 2012 introduced a general presumption in favour of sustainable development. Legal officers have advised that a policy on this should be introduced into the WLWP, similar to that now included in Part 1 of the Hillingdon Local Plan adopted in November 2012.
- c) A need to resolve policy wording issues to achieve general conformity with the London Plan 2011 waste planning policies.
- d) A need to revise sites in the London Boroughs of Harrow, Ealing and Richmond-Upon-Thames as well as the change in availability of various sites originally identified in the 2011 draft of the WLWP.
- e) The withdrawal of consultants Mouchel in July 2013, due to financial and capacity issues and the subsequent need to procure new consultants, BPP Consulting LLP.

Duty to Co-operate

5. Legal officers have advised that following the introduction of the Duty to Co-operate and the decision in the North London Waste Plan case, the WLWP will similarly be expected to demonstrate evidence of having effectively co-operated to plan from the outset for issues with cross-boundary impacts when it is submitted for examination. Officers working on the West London Waste Plan have therefore started contacting the various WPAs which receive waste from West London seeking views on the proposed content of the WLWP. The main points covered in their responses revolved around concerns that:

- a. for some WPAs there was often only a limited period remaining (e.g. 2-3 years) for waste to be sent for landfill to their area. In order to be sound the WLWP will need to demonstrate that alternative provision will be available during the Plan period;
- b. the WLWP wording should be updated to fully reflect the National Planning Policy Framework, the 2011 review of the National Waste Strategy 2007 and the latest waste plans covering the counties;
- c. in order to properly reflect the wording of national waste planning guidance in Planning Policy Statement 10 the WLWP should consider all waste arisings in the West London area (especially hazardous waste);

- d. greater detail is required on monitoring and implementation; and
- e. details should be given in the Plan on the level of engagement that has taken place with other authorities. This is in order to satisfy an Inspector that the Duty to Co-operate has been complied with, especially as the Plan makes clear that on-going export of waste is likely to continue well into the Plan period and beyond.

6. Officers have also engaged in discussions with the GLA, London Councils, the East of England and South East England county regional waste bodies to progress further with the preparation of the WLWP so as to meet the requirements of the Duty to Co-operate.

Summary of Changes made to the Plan since the Cabinet approval of 24 November 2011

7. The Plan has now been extended to 2031 to take into account the delays to the Plan and to align with the London Plan 2011 apportionment target end date.

8. The main changes to the text of the Plan include:

- a. revising the wording of WLWP Policy 1 and WLWP Policy 2 to ensure that they are in general conformity with the wording of the waste planning policies in the 2011 London Plan (see Appendix 1);
- b. including a policy on the Presumption of Sustainable Development to conform to the NPPF (see Appendix 2).
- c. updating waste flow data and facility capacities in the Plan using information from the relevant WPAs and the latest available Environment Agency data (see Sections 3 and 4 of the Proposed Submission Draft of the West London Waste Plan attached at Appendix 4);
- d. revising the Plan text regarding:
 - the Duty to Co-operate
 - implications of the NPPF
 - further requirements of Planning Policy Statement 10
 - the review of the 2007 National Waste Strategy; and
- e. preparing further documents required to accompany the Plan at the Submission Stage, such as an accompanying Sustainability Appraisal.

Differences between the approved and revised versions of the policies

9. Appendix 1 shows the original wording used for policies WLWP 1 & WLWP 2 which was approved by the Cabinet in November 2011. Discussions with the GLA concerning the implications of the waste policies in the 2011 London Plan and subsequent discussion between the boroughs' officers have resulted in revised wording to policies WLWP 1 & WLWP 2. The key change here is a wording amendment concerning the safeguarding of both existing and proposed waste sites. Additionally, any adverse cumulative impact of a concentration of waste uses on an area is also to be taken into account when proposals come forward.

10. The revised version of WLWP Policy 1 differs from the approved version in the following ways:

- The first paragraph separates out land for waste management uses, waste transfer sites and civic amenity sites, highlighting that they will be protected from alternative non-waste use in line with 2011 London Plan policy,
- The third paragraph has been transferred from Policy 2 with minor wording changes for clarification so that it relates to existing waste sites only.

11. The revised version of WLWP Policy 2 differs from the approved version in the following ways:

- As above, some of the content has been transferred, with amendments to Policy 1
- Two additional bullet points have been added to safeguard the local community from adverse cumulative impacts and to note the need for compliance with WLWP Policy 3 which details the development management criteria that all six boroughs will take into account when considering applications for new waste uses.

12. Following an advisory meeting held with Planning Inspector Andrew Mead in May 2013 on the draft Plan and his recommendations, officers propose minor changes to WLWP Policy 1 and WLWP 2 for clarification purposes, such as numbering rather than bulleting points within the policies.

13. The Inspector also advised that a new WLWP Policy 6 should be included, to be in conformity with the NPPF, confirming previous advice from legal officers. The wording of the new WLWP Policy 6 – National Planning Policy Framework: Presumption in Favour of Sustainable Development can be found at Appendix 2.

Changes to Chapter 4: Future Waste Management

14. Following discussions with officers, the GLA has agreed that a higher figure of 65,000 tonnes per annum per hectare can be used to calculate waste management capacity needs. (This replaces the previous figure of 54,012 tonnes per annum per hectare). This has resulted in the need to allocate a lesser amount of land to meet the London Plan 2011 apportionment.

15. In September 2013, BPP Consulting carried out a review of existing waste capacity in the Plan area due to the age of the data in the draft Plan. This work took into account changes to licensed capacity and throughput in existing and new waste management facilities as well as waste operations that might have shut down since the original waste capacity assessment was completed in 2010.

16. Verifying their method and results with the Environment Agency, BPP Consulting found the existing waste capacity in West London to be approximately 1.65 million tonnes per annum (tpa) compared to the previous figure of 900,000 tpa. This means that the

West London area has enough existing capacity to meet the London Plan apportionment up to 2017 through existing waste management sites.

17. From 2018, the apportionment gap and additional land needed to meet key apportionment targets in the London Plan 2011 will be:

- 162,000 tpa by 2021 corresponding to 2.5 hectares
- 383,000 tpa by 2026 corresponding to 5.9 hectares
- 614,000 tpa by 2031 corresponding to 9.4 hectares

The above amounts were calculated using the figure of 65,000 tpa per hectare as agreed by the GLA.

Changes to sites identified in the Plan

18. The main changes to the sites in the draft Plan since November 2011 are:

- a) loss of three sites: Victoria Road Transfer Station, Hillingdon; Transport Avenue Waste Transfer Station, Hounslow; and Yeading Brook, Bulls Bridge, Hillingdon
- b) revised boundaries of Forward Drive, Harrow, Twickenham Depot, Richmond and Greenford Depot and Greenford Reuse & Recycling Site, Ealing
- c) inclusion of one site: Rigby Lane Waste Transfer Station, Hillingdon

Details of the reasons behind these changes to sites are contained in Appendix 3.

HS2 Safeguarding Direction

19. A further issue to take note of is the HS2 Safeguarding Direction issued by the Secretary of State on 24 October 2013. The site affected by this is the Quattro Site in Park Royal, Ealing (Site 328), which is an existing waste site.

20. Following meetings with HS2 Ltd and LB Ealing, it has been agreed that the Quattro Site will be allocated in the Plan for future waste uses up to 2017 should the HS2 project commence. If the HS2 project commences, the site will only be available after HS2 has finished using the site and cleared it, estimated to be at the beginning of 2024. Should the site not be required by HS2, the site will remain allocated as an existing waste site for future reorientation.

Meeting the apportionment gap up to 2031

21. With the recalculation of existing capacity within the West London area, the additional amount of land required to meet the apportionment gap up to 2031 has been calculated as 9.4 hectares (to manage 614,000 tpa).

22. Excluding the HS2 safeguarded site, the amount of additional land available in existing sites allocated for future reorientation is 9.5 hectares, which is just enough to fill the predicted apportionment gap in 2031. Additional land totalling 5.03 hectares is also

available through two additional non-waste sites. Inclusion of the HS2 safeguarded Quattro Site at 0.94 hectares gives further contingency post 2024. In total, 14.53 hectares will be available without the HS2 safeguarded site, which is sufficient to meet the apportionment target for 2031 and makes some provision for management of waste beyond the apportionment target as is stipulated by national guidance (PPS10).

Other statutory documents

23. The Sustainability Appraisal has been updated and an Equalities Impact Assessment has also been undertaken for the proposed policies and both will be published as part of the Proposed Submission consultation documents.

Next Steps

24. The other five West London boroughs are all in the process of securing the requisite formal approvals to ensure that the approved version of the WLWP Proposed Submission Draft is identical in order to go out on public consultation. Once all six boroughs have approved the Draft Proposed Submission Version of the WLWP, the remaining timetable for its preparation will involve:

- a) a statutory six-week period seeking representations on soundness (and legality) to take place across the six boroughs during March – April 2014.
- b) assessment of representations and any further work to support the Plan prior to its submission to the Secretary of State for formal examination.
- c) submission of the Plan to the Secretary of State in April or May 2014.

25. Officers anticipate that an Examination in Public will be held during Summer 2014 and that the WLWP will be adopted by the six boroughs as part of their respective Local Plans in Spring 2015.

Financial Implications

Hillingdon is the lead borough for the preparation of the joint West London Waste Plan on behalf of the six west London boroughs covered by the plan. Hillingdon incurs the costs of managing and co-ordinating the development plan process and undertaking necessary consultation across the west London area. These costs are shared equally between the six partner boroughs under a previously agreed protocol and Hillingdon's share of the cost of undertaking the next public consultation stage on the draft WLWP will be met from the existing planning policy budget.

Likewise, once the draft WLWP reaches an Examination in Public, the costs for this payable to the Planning Inspectorate will be shared equally between the six boroughs and Hillingdon's share will be met from existing earmarked reserves and the corporate contingency allocation for developing the Local Plan included in the 2013/14 budget.

4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The WLWP will form part of the Local Plans of the six partner west London boroughs and will provide a planning framework for sustainable waste development for the next 15 years. Planning applications for any new waste management facilities will be considered in the light of the WLWP policies, and they will also be assessed by the relevant council against the individual borough's Local Plan, including its local development management policies and any other material considerations. The WLWP therefore has the potential to have a significant impact, both short term and long term, upon residents, businesses, service users and potentially all members of Hillingdon's communities.

Consultation Carried Out or Required

The preparation of the WLWP has involved the close and active involvement of the west London borough partners and involved widespread consultation across the six partner boroughs. As outlined above, further consultation is to be held on a Draft Proposed Submission Version of the Plan across the six boroughs during this summer.

5. CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and concurs with the financial implications set out above, noting that Hillingdon's share of costs associated with the preparation of the West London Waste Plan are to be contained within existing resources. Any material financial implications of potential new waste management sites within the Borough will be factored into the Council's Medium Term Financial Forecast as necessary.

Legal

Section 15 of the Planning & Compulsory Purchase Act 2004 places a statutory duty on the Council to prepare and maintain a Local Development Scheme ("the Scheme"). The Scheme will specify those documents that are Development Plan Documents. Regulation 5 of the Town and Country Planning (Local Planning) (England) Regulations 2012 states that any document which includes a site allocation policy (such as the draft West London Waste Plan: Proposed Sites and Policies) will be a Development Plan Document. Section 28(1) of the Planning and Compulsory Purchase Act 2004 states that two or more local planning authorities may agree to prepare one or more joint local development documents as is the case with the West London Waste Plan. Section 33A of the Planning & Compulsory Purchase Act 2004 (as amended) requires local authorities to cooperate with each other in order to maximize the effectiveness of Development Plan Documents.

This report indicates that the Council has engaged in this process with other waste authorities that may be affected by the West London Waste Plan, if it is adopted.

When preparing the draft West London Waste Plan, the Local Planning Authority must comply with the requirements of the Town and Country Planning (Local Planning) (England) Regulations 2012. The West London Waste Plan must be in conformity with the NPPF and the London Plan. The Town and Country Planning (Local Planning) (England)

Regulations 2012 requires the Council to publish a draft of the West London Waste Plan before that draft is submitted to the Secretary of State for examination in public. The method of publication and the time period for consultation is a matter for the Council to decide upon, but it must be sufficient to enable full and fair public participation and must be in compliance with the Council's Statement of Community Involvement. The Council must consider any representations in deciding whether to formally submit the plan for examination in public. Any representations received must be reported to the examination in public.

Following examination in public, the appointed inspector will decide whether the plan is sound. If the document is found to be sound, the plan will need to be put before full Council in order for it to be formally adopted. Once formally adopted by the Council, any planning applications must be determined in accordance with the Development Plan (which will at that point include the West London Waste Plan) unless material planning consideration indicates otherwise.

Corporate Property and Construction

Corporate Property and Construction supports the recommendations made in the report.

6. BACKGROUND PAPERS

Cabinet Report on 24 November 2011: Draft West London Waste Plan - Proposed Submission Stage

APPENDIX 1:

CHANGES TO WEST LONDON WASTE PLAN POLICIES WLWP 1 AND 2

Previously Approved Version of the Policies

WLWP Policy 1 – Safeguarding and Protection of Existing and Allocated Sites

Land accommodating existing waste management and waste transfer uses in west London will be safeguarded for continued use for waste facilities (Appendix 4 Table 4-1 and 4-2). Sites in Appendix 5 Table 5-1 are also allocated for waste use. Development for non-waste uses will not be considered on the land identified in these three tables unless compensatory and equal provision of sites for waste, in scale and quality, is made elsewhere within the west London Boroughs.

WLWP Policy 2 – Location of Waste Development

Waste development proposals on sites listed in Tables 4-1, 4-2 and 5.1 will generally be supported, provided that the proposals comply with the other WLWP policies and the boroughs' adopted development plans.

Waste development on other sites, not listed in Tables 4-1, 4-2 and 5.1, may be permitted if the proposals comply with the other WLWP policies and the boroughs' adopted development plans, and:

- it can be demonstrated that the development is not suitable for, or cannot be delivered at, any sites listed in Tables 4.1 and 5.1; and
- for some reason, identified sites have not come forward and it can be demonstrated that there is an emerging shortfall in capacity.

To ensure no loss in existing capacity, re-development of any existing or allocated waste sites must ensure that the quantity of waste to be managed is equal to or greater than the quantity of waste which the site is currently permitted to manage, or that the management of the waste is being moved up the waste hierarchy.

Revised Version of the Policies – including suggestions made by Inspector Andrew Mead

WLWP Policy 1 – Safeguarding and Protection of Existing and Allocated Waste Sites

Land accommodating existing waste management uses in west London will be protected for continued use for waste management, together with waste transfer and civic amenity sites required for the delivery of the West London Waste Authority's (WLWA) Municipal Waste Strategy.

Existing waste transfer sites which have been allocated as having the potential for redevelopment to waste management (Table 5-1) and new sites with potential for redevelopment to waste management facilities (Table 5-2) will also be safeguarded.

To ensure no loss in existing capacity, re-development of any existing waste management sites must ensure that the quantity of waste to be managed is equal to or greater than the quantity of waste which the site is currently permitted to manage, or that the management of the waste is being moved up the waste hierarchy.

Development for non-waste uses will only be considered on land in existing waste management use, waste transfer sites, civic amenity sites or land allocated in Table 5-2 if compensatory and equal provision of sites for waste, in scale and quality, is made elsewhere within the west London Boroughs.

WLWP Policy 2 – Location of Waste Development

Waste development proposals on existing waste management sites, waste transfer and civic amenity sites or sites listed in Table 5-2 will generally be supported, provided that the proposals comply with the other WLWP policies and the boroughs' adopted development plans.

Waste development on other sites may be permitted if the proposals comply with the other WLWP policies and the boroughs' adopted development plans, and:

1. It can be demonstrated that the development is not suitable for, or cannot be delivered at any existing waste management sites, waste transfer sites, civic amenity sites or sites listed in Table 5-2;
2. Identified sites have not come forward and it can be demonstrated that there is a shortfall in the waste management capacity required to meet the boroughs' joint apportionment target; and
3. There is no adverse cumulative effect, when taken together with existing waste management facilities, on the well-being of the local community, including any significant adverse impacts against the WLWP sustainability objectives; and
4. The proposed site meets the criteria set out in policy WLWP3.

APPENDIX 2:

ADDITIONAL POLICY: PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

The Government expects a policy to be included in all development plan documents to ensure implementation of the presumption in favour of sustainable development contained in the National Planning Policy Framework. WLWP Policy 5 is taken directly from advice provided by PINS.

The new policy reads as follows:

WLWP Policy 6 – National Planning Policy Framework: Presumption in Favour of Sustainable Development

When considering development proposals, boroughs will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. They will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this waste plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the borough will grant permission unless material considerations indicate otherwise – taking into account whether:

1. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
2. Specific policies in the NPPF indicate that development should be restricted.

APPENDIX 3:

a) Existing Sites

Existing sites in draft Plan approved by Cabinet in November 2011

Site Number	Site Area (ha)	Borough	Description	Site Type
352	1.46	Brent	Twyford Waste Transfer Station	Existing
1261	2.71	Brent	Veolia Transfer Station, Marsh Road	Existing
309	1.15	Ealing	Greenford Reuse & Recycling Site, Greenford	Existing
310	0.94	Ealing	Greenford Depot, Greenford Road, Greenford	Existing
328	2.10	Ealing	Quattro, Victoria Road, Park Royal	Existing
303	4.25	Hillingdon	Victoria Road Transfer Station	Existing
353	3.11	Hounslow	Transport Avenue Waste Transfer Station	Existing
342	3.67	Richmond	Twickenham Depot	Existing
Total	19.39			

Revised list of sites for draft Submission Version of Plan, January 2014

Site Number	Site Area (ha)	Borough	Description	Site Type
352	1.46	Brent	Twyford Waste Transfer Station	Existing
1261	2.71	Brent	Veolia Transfer Station, Marsh Road	Existing
309*	1.78	Ealing	Greenford Reuse & Recycling Site	Existing
310*		Ealing	Greenford Depot, Greenford Road	Existing
328#	0.94	Ealing	Quattro, Victoria Road, Park Royal	Existing
331	0.88	Hillingdon	Rigby Lane Waste Transfer Station	Existing
342	2.67	Richmond	Twickenham Depot	Existing
Total	10.44			

* These sites are contiguous and for the purposes of this Plan are considered as a single, consolidated site

This site will not be available from 2017 to 2024 following an HS2 Safeguarding Direction

b) Proposed new sites

Proposed New Sites in Plan approved by Cabinet in November 2011

Site Number	Site Area (ha)	Borough	Description	Site Type
222	2.83	Harrow	Council depot, Forward Drive	Proposed
244	3.12	Hillingdon	Yeading Brook, Bulls Bridge	Proposed
2861	3.20	Hounslow	Western International Market	Proposed
Total	9.15			

Revised list of Existing Sites for draft Submission Version Plan, January 2014

Site Number	Site Area (ha)	Borough	Description	Type
222	1.83	Harrow	Council depot, Forward Drive	Proposed
2861	3.20	Hounslow	Western International Market	Proposed
Total	5.03			

Details of changes to identified sites

1. The WLWP Proposed Submission Draft previously approved by the Cabinet included 8 existing sites totalling 19.39 hectares and 3 new sites totalling 9.15 hectares, which amounted to a total of 28.54 hectares. At the time, sufficient land had been identified for waste management facilities to ensure that the London Plan (2011) apportionment could be met up to 2026.
2. Re-appraisal of the existing and new sites has been undertaken by the boroughs as part of work for the Sustainability Appraisal accompanying the WLWP Proposed Submission Draft. Following discussions between the boroughs, amended designations of the following sites has resulted in a reduced area for each site:
 - Council Depot, Forward Drive site (Site 222) - London Borough of Harrow from 2.83 ha to 1.83 ha
 - Twickenham Depot (Site 342) - London Borough of Richmond from 3.67 ha to 2.67 ha
 - Combined Greenford Depot and Greenford Reuse & Recycling sites (Sites 309 & 310) - London Borough of Ealing from 2.09 ha to 1.78 ha.
4. LB Ealing suggested that two of their existing safeguarded sites, Greenford Reuse & Recycling Site and Greenford Depot be consolidated as they are located next to each other and form part of a larger site. Previously they were divided because each part has a separate licence from the Environment Agency. Combined, the sites total 1.78 hectares. The above values take account of this consolidated and reduced area.
5. The three sites that have been 'deleted' since the approved Proposed Submission Draft are:
 - Victoria Road Transfer Station (Site 303) – London Borough of Hillingdon
 - Transport Avenue Waste Transfer Station (Site 353) – London Borough of Hounslow
 - Yeading Brook, Bulls Bridge (Site 244) – London Borough of Hillingdon
6. Victoria Road and Transport Avenue are both owned by SITA UK. Both sites are now required for waste transfer (rather than treatment) following the decision by the West London Waste Authority to award SITA UK a long term contract to manage West London's residual household waste. Parts of the sites will still be providing recycling and composting facilities which will count toward the London Plan 2011 apportionment.
7. The Bulls Bridge site in Hillingdon has now been granted planning approval for an aggregates processing development.
8. Officers identified Rigby Lane Transfer Station, Hillingdon (Site 331), originally included in the "Proposed Sites and Policies" Consultation document, as an additional site to be allocated for future waste management in light of the loss of three sites discussed above. Rigby Lane is an existing facility which has been used as a waste facility for more

than two decades. It is currently owned by SITA UK, who recently submitted a planning application to re-orientate the site following the loss of 0.01 ha to Crossrail safeguarding. The site is 0.88 hectares in size.

9. The number of “existing” sites is now six, totalling 10.44 hectares and there are two “new” sites totalling 5.03 hectares, which amount to a combined total of 15.47 hectares of land available through safeguarding for future waste management. This means that there is a surplus capacity of 6.07 hectares identified for West London when measured against the projected London Plan 2031 apportionment target of 614,000 tonnes per annum. Therefore no further site assessments need to be undertaken prior to the WLWP Proposed Submission Draft being published for consultation.

10. In summary the changes to sites are as follows:

Sites with reduced areas

- Site 222, Council Depot, Forward Drive – LB Harrow – 1.83 hectares
- Site 342, Twickenham Depot – LB Richmond – 2.67 hectares
- Consolidated Site 309 & Site 310, Greenford Depot and Greenford Reuse & Recycling Site – LB Ealing – 1.78 hectares

Existing Sites no longer available for inclusion:

- Site 303, Victoria Road Transfer Station, LB Hillingdon – 4.25 hectares
- Site 353, Transport Avenue Waste Transfer Station, LB Hounslow – 3.11 hectares

New Site no longer available for inclusion:

- Site 244, Bulls Bridge, Yeading Brook, LB Hillingdon – 3.12 hectares

Additional (replacement) site:

- Site 331, Rigby Lane Transfer Station, LB Hillingdon – 0.88 hectares (existing site)

APPENDIX 4:

**WEST LONDON WASTE PLAN – AMENDED DRAFT PROPOSED SUBMISSION
VERSION, 2013**

West London Waste Plan

Amended DRAFT Proposed Submission Version

13 December 2013

A Joint Waste Plan for the London Boroughs of Brent,
Ealing, Harrow, Hillingdon, Hounslow and Richmond upon
Thames

DRAFT

Executive Summary

1. For some time, both the European and UK Governments have been concerned that we are sending too much of our waste for disposal – not enough is being recycled and re-used.
2. Consequently, every local authority must produce a plan detailing how it will deal with waste generated in its area over the next 15 years. These plans make up a part of the authority's Local Plan and show which factors they will take into account when deciding on whether to grant planning permissions for new waste management facilities.
3. In West London, six London boroughs have agreed to co-operate to produce a single waste plan for their combined area. When adopted, this plan will form part of each of their respective Local Plans.
4. Preparation of the West London Waste Plan involves a number of stages and so far these have included evidence gathering, technical assessment and public consultation. It is proposed that this version of the Plan is that which will be submitted to Government for testing its 'soundness' and legality. Prior to its submission, this Plan has been published to allow for representations to be made on its soundness and legality.
5. In London, the Mayor has set out in the London Plan (2011) projections of how much municipal waste and commercial and industrial waste is likely to be generated in the capital over the next 20 years. Each borough has been allocated an amount of London's waste that it is required to positively plan for managing, which includes ensuring that sufficient sites are identified to meet the apportioned targets. By each borough meeting its apportionment, London will dramatically reduce its reliance on landfill and move towards being self-sufficient.
6. This proposed submission version of the West London Waste Plan:
 - details the estimated amounts for the different types of waste that will be produced in West London up to 2031;
 - identifies and protects the current sites to help deal with that waste;
 - identifies the shortfall of facilities needed over the life of the Plan; and
 - proposes a set of sites to meet the shortfall which are to be safeguarded.
7. This Plan has been prepared with the objective of ensuring consistency with national Government policy and general conformity with the London Plan (2011).

8. The report comprises seven sections, covering:
- i. An introduction to the West London Waste Plan;
 - ii. The Vision and Objectives of the Plan;
 - iii. How waste is managed at present;
 - iv. An explanation of what will be needed in the future to manage waste;
 - v. Details of the sites identified for future waste facilities;
 - vi. Policies to guide the determination of planning applications for new waste facilities; and
 - vii. A short explanation of how the Plan will be monitored in future.
9. The existing sites and additional sites proposed for inclusion in the Plan are set out in the tables below:

Table i: Existing waste sites proposed for allocation

Site Number	Name	Site Area (ha)	Borough
352	Twyford Waste Transfer Station	1.46	Brent
1261	Veolia Transfer Station, Marsh Road	2.71	Brent
309*	Greenford Reuse & Recycling Site	1.78	Ealing
310*	Greenford Depot, Greenford Road		
328#	Quattro, Victoria Road, Park Royal	0.94	Ealing
331	Rigby Lane Waste Transfer Station	0.88	Hillingdon
342	Twickenham Depot	2.67	Richmond
Total		10.44	

**These two sites are contiguous and part of a larger site: for the purposes of the Plan, they are considered as a single, consolidated site*

This site is subject to a High Speed 2 (HS2) Safeguarding Direction and will not be available from 2017 until 2024

Table ii: Additional sites identified for waste management uses

Site Number	Name	Site Area (ha)	Borough
222	Council Depot, Forward Drive	1.83	Harrow
2861	Western International Market	3.20	Hounslow
Total		5.03	

Combined Total Area = 15.47 hectares

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1 The West London Waste Plan

1.1 Preparation of the Plan

1.1.1 The West London Waste Plan is being prepared jointly by the six West London boroughs of Brent, Ealing, Harrow, Hillingdon, Hounslow and Richmond upon Thames. The area covered by the plan, and how it is split into its constituent boroughs is shown in Figure 1-1. How the West London Waste Plan area sites within its wider regional context is also illustrated at Figure 1-2.

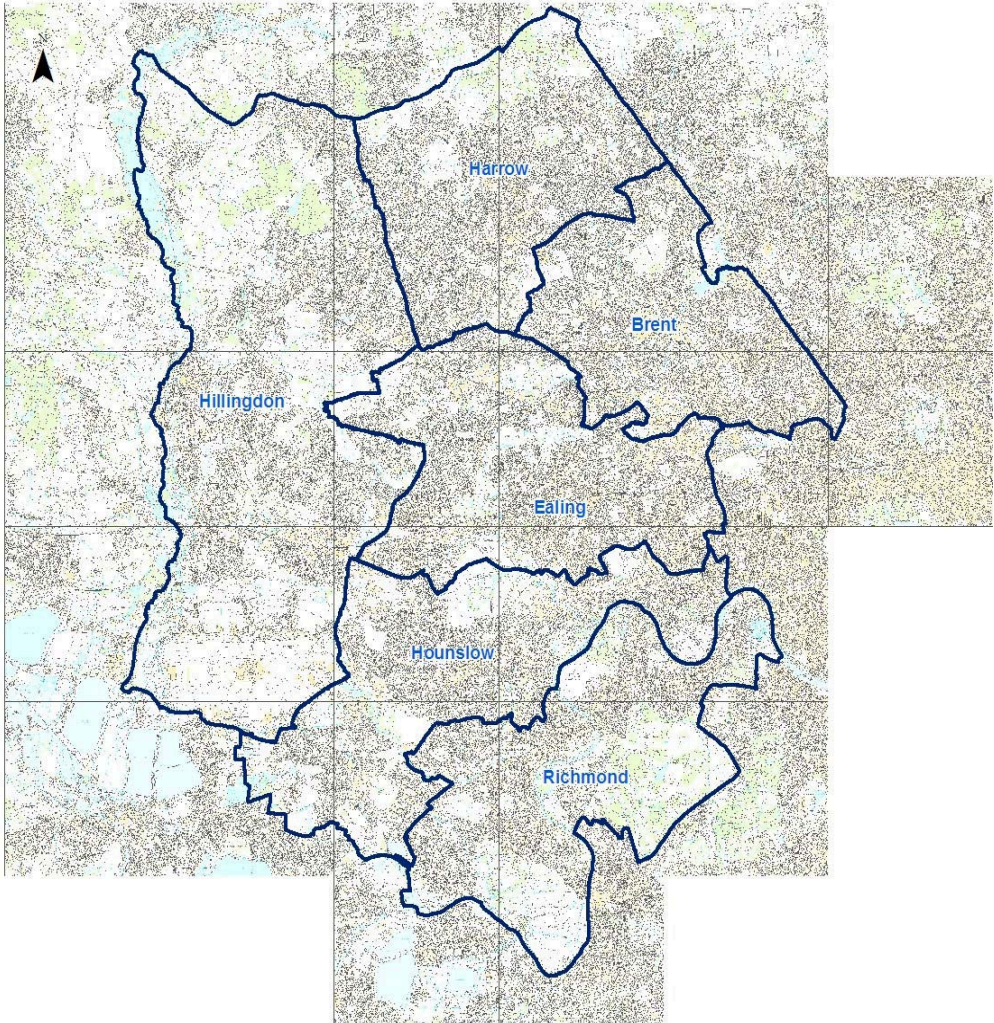


Figure 1-1: The West London Waste Plan Area



Figure 1-2: The West London Waste Plan Area context

1.2 Why Is The West London Waste Plan Needed?

1.2.1 The West London Waste Plan (the Plan) will provide a planning framework for the management of all waste produced in the six boroughs over the next 15 years. The boroughs are required by Government to prepare local planning policy for waste management which needs to be in general conformity with the Mayor's London Plan (2011)¹. The London Plan (2011) is the Mayor of London's planning strategy for the capital that sets out targets for recycling and composting for waste from households, businesses and industry (See Table 1-1 below).

Table 1-1: Recycling /composting/reuse targets set in the London Plan (2011)

Waste stream	2015	2020	2031
Municipal Solid Waste	45%	50%	60%
Commercial & Industrial Waste	-	>70%	-
Construction, Demolition & Excavation	-	>95%	-
Diversion of biodegradable/recyclable wastes from landfill	-	-	100%

Source: London Plan (2011)

¹See <http://www.london.gov.uk/priorities/planning/london-plan>

- 1.2.2 A significant amount of waste is transferred outside of London for treatment or disposal. The London Plan (2011) aims to ensure that as much of London’s waste is managed within London as practicable working towards managing the equivalent of 100% of London’s waste within London by 2031.
- 1.2.3 The West London Waste Plan will form part of the Development Plan for each of the boroughs. The Development Plan comprises a number of development planning documents and must contain both specific policies for waste and sites identified for waste management. These planning documents must be in general conformity with the London Plan (2011), in addition to national planning policy. Before the Plan can be adopted it has to be independently tested through a public examination to ensure it meets all of the key tests for a 'sound' plan.
- 1.2.4 This Proposed Submission Plan identifies the proposed sites for waste management development in the plan area and provides policies with which waste developments must conform. This Plan reflects the London Plan (2011) apportionment targets providing management of waste from households, business and industry in the Plan area up to 2031. The timetable for the production of the Plan and for its final adoption is shown in Table 1-2.

Table 1-2: Timetable for the development of the West London Waste Plan

Period	Stage of development
January - March 2009	Issues and Options Consultation
February - March 2011	Proposed Sites and Policies Consultation
March - April 2014	Proposed Submission Draft Consultation
May 2014	Submission to the Secretary of State c/o Planning Inspectorate
Summer 2014	Public Examination
Spring 2015	Adoption by the West London boroughs

1.3 Relationship with Other Planning Strategies and the Plan’s Status

- 1.3.1 The Plan is influenced by, and has to give consideration to, relevant European, national, regional and local policy in relation to waste development (both adopted and emerging).
- 1.3.2 Subject to the Plan being found sound and legally compliant, the Plan will be adopted by each of the constituent boroughs. It will then take on the status of a statutory Local Development Document, and its policies will be accorded considerable weight by each local planning authority and the Secretary of State in determining planning applications for waste management facilities within the Plan area. Prior to its adoption, it will be a material consideration but accorded limited weight in decision making.

European Legislation

- 1.3.3 The revised Waste Framework Directive [2008/98/EC]², which has been implemented by The Waste (England and Wales) (Amended) Regulations 2012³, is the overarching European Union (EU) legislation for waste. The directive requires member states to take appropriate measures to encourage firstly, the prevention or reduction of waste and its harmfulness and secondly, the recovery of value from waste by means of recycling, re-use or reclamation or any other process with a view to extracting secondary raw materials, or the use of waste as a source of energy. This management scheme is called the waste hierarchy (see Figure 1-3), and the objective is to manage waste as near to the top of the hierarchy as possible with safe disposal of waste as a last resort. The Directive also requires Member states to prepare a national waste plan.
- 1.3.4 The West London Waste Plan provides for the management of waste according to the waste hierarchy (Figure 1-3 below).

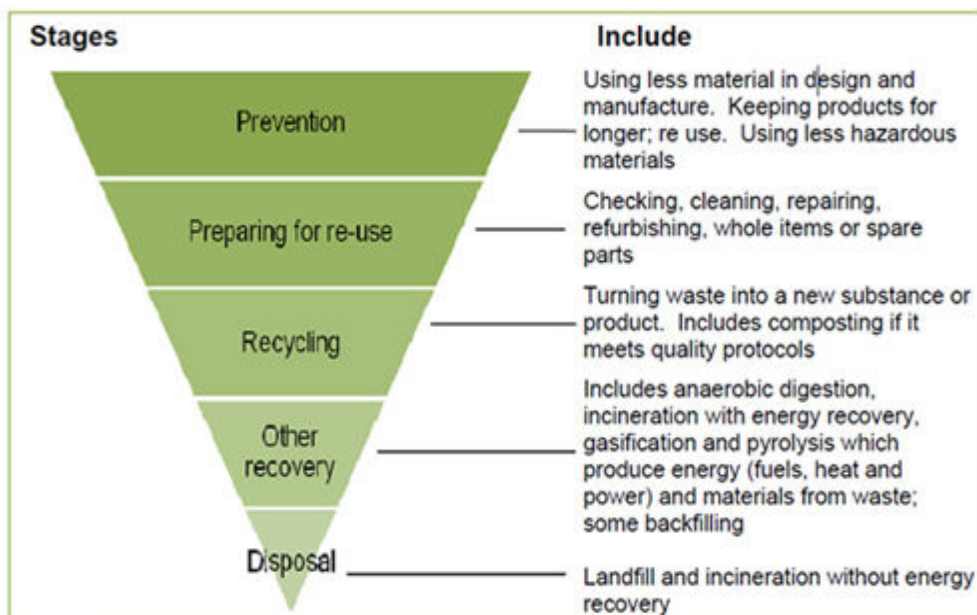


Figure 1-3 The Waste Hierarchy

National Policy

- 1.3.5 The planning system, as well as the waste management industry has undergone significant changes over the past few years. The National Planning Policy Framework (March 2012) sets out the national policy approach to ensuring sustainable development.

² Waste Framework Directive (Directive 2008/98/EC): <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2008:312:0003:0030:en:PDF>

³ See: <http://www.legislation.gov.uk/ukxi/2012/1889/made>

Planning Policy Statement 10

- 1.3.6 Planning Policy Statement 10: Planning for Sustainable Waste Management⁴ sets out national objectives and guidance to be considered when producing planning policies for waste development and consideration of applications for waste development. The Government intends to update this policy.

Government Review of Waste Management Policy

- 1.3.7 The Government Review of Waste Management Policy in England 2011⁵ was published following a comprehensive review of The Waste Strategy for England 2007. The key objectives of these documents are to:

- Separate waste growth from economic growth and put more emphasis on waste prevention and re-use;
- Increase diversion of municipal and non-municipal waste from landfill;
- Secure investment in waste infrastructure; and
- Get the most environmental benefit from the investment through increased recycling of resources and recovery of energy from residual waste.

The Waste Strategy for England (2007) also set national targets for recycling and composting of household waste and the recovery of municipal waste.

- 1.3.8 To meet the requirement of the Waste Framework Directive for a national waste plan, the Government has recently published an updated waste strategy for England in the form of a National Waste Management Plan along with a separate National Waste Prevention Plan. Production of local waste plans is also intended to contribute towards meeting this requirement.

Localism Act 2011 and the Duty to Co-operate

- 1.3.9 The Localism Act 2011 provides for the abolition of all Regional Spatial Strategies (RSSs), except the London Plan (2011) which is retained in the capital. The RSSs apportioned quantities of waste to be managed in each sub-regional area which generally corresponded to a Waste Planning Authority (WPA) area. WPAs outside London are no longer required to be in conformity with the now abolished RSSs or meet waste management apportionments for London. In the South East and East of England, this included provision for landfill of some residual waste from London.

⁴ *Planning Policy Statement 10, revised March 2011 -*
<http://www.communities.gov.uk/documents/planningandbuilding/pdf/1876202.pdf>

⁵ *Government Review of Waste Management for England 2011 -*
<http://www.defra.gov.uk/publications/files/pb13540-waste-policy-review110614.pdf>

This means that some counties that previously considered West London's residual waste management needs when planning landfill capacity are no longer doing so. Clearly this has a significant implication for the management of waste from London boroughs where waste is exported to be managed outside the London area. The London Plan (2011) expects London boroughs to plan for 100% net self sufficiency in waste management by 2031, whilst recognising that there is likely to be ongoing management of waste arising in London outside of the capital, albeit in decreasing amounts.

1.3.10 The Localism Act 2011 introduced the 'Duty to Co-operate' requiring local planning authorities (and other public bodies) to co-operate in relation to the planning of sustainable development. All public bodies have a duty to co-operate on planning issues that have cross administrative boundary impacts, particularly those relating to the strategic priorities⁶ set out in the NPPF, such as the provision of infrastructure for waste management and wastewater. In carrying out their duty, the Act expects bodies to "engage constructively, actively and on an ongoing basis". In the case of West London there are several cross boundary movements of waste which need to be considered as follows:

- Management of residual waste
- Management of hazardous waste

1.3.11 The extent of these movements is detailed in Section 3. In considering this, the West London boroughs have engaged formally with the Environment Agency as well as relevant WPAs. Initial contact was made with all WPAs currently accepting waste from the Plan area, and those who export waste to the Plan area. Emails, meetings and telephone conversations were used to exchange and confirm information on waste flows between the two areas and to agree significant cross boundary issues regarding the waste flows, future requirements and other, related matters. Attendance at meetings of regional groupings of Waste Planning Authorities such as the London Regional Technical Advisory Board (RTAB) and the South East Waste Planning Advisory Group (SEWPAG) have provided further opportunities to discuss cross boundary issues.

1.3.12 Published and emerging waste planning documents of the counties and regions concerned were also consulted to assess current and projected capacities and policies regarding accepting waste from West London in the future.

1.3.13 Throughout the Plan process there has been ongoing engagement with other WPAs, although not necessarily agreement on all matters.

1.3.14 Further details of how the West London boroughs have engaged with bodies to meet

⁶ *National Planning Policy Framework 2012, paragraph 156*

the Duty to Co-operate requirements are contained in a separate Duty to Co-operate Schedule.

Regional Policy

- 1.3.15 The London Plan (2011) provides the regional planning framework for the six West London boroughs jointly preparing the Plan and outlines the principal guidelines for waste development. The Government has agreed that, although Regional Spatial Strategies (RSS) for other parts of England have been revoked, the London Plan (2011) will continue to provide strategic guidance for the capital and thus be accorded significant weight in guiding the formulation of development plans and in determining planning applications.
- 1.3.16 This Plan must be in general conformity with the policies in the London Plan (2011) and in particular those regarding waste management. As mentioned above, this includes an apportionment of the tonnages of municipal and commercial and industrial waste to be managed by each London borough; revised targets for recycling of municipal waste; and new targets for recycling of commercial and industrial waste and recycling or reuse of construction and demolition waste and diversion of waste from landfill (see Table 1-1).
- 1.3.17 Implementation of the policies in this Plan will ensure that the boroughs contribute towards the London Plan (2011) aim of 100% waste net self-sufficiency by 2031.

Local Policy

- 1.3.18 Each borough must produce a Local Plan which replaces what was previously called the Local Development Framework or Unitary Development Plan. The Local Plan is a collection of local development documents that include policies, strategies and plans such as this Plan.
- 1.3.19 This Plan is being prepared jointly by the six West London boroughs, and must be aligned with their individual Local Plans and help deliver their Community Strategy as well as be in general conformity with the regional strategy set out in the London Plan (2011).

1.4 Sustainability Appraisal and Other Assessments

- 1.4.1 The Plan has been subjected to a Sustainability Appraisal (SA) during the course of its development. An SA appraises whether planning documents accord with the principles outlined in the Government's UK Sustainable Development agenda⁷ and implement the EU Strategic Environmental Assessment Directive. The SA aims to ensure that sustainability considerations are taken into account early in the process of policy development.

⁷ See DEFRA: <http://sd.defra.gov.uk/what/>

- 1.4.2 A Habitats Regulations Assessment (HRA); an Equalities Impact Assessment (EqIA) and a Strategic Flood Risk Assessment (SFRA) have also been undertaken as part of the development of this Plan. Appendix 2 provides details on the processes followed for each of these assessments.

1.5 Community and Stakeholder Consultation

- 1.5.1 The West London Waste Plan has been informed by consultation with statutory bodies, local organisations, key stakeholders and the wider community throughout its preparation. This has been carried out in accordance with each borough's "Statement of Community Involvement". Initial consultation took place in January and February 2009 on the key issues which the West London Waste Plan needs to address, as set out in the West London Waste Plan Issues and Options report⁸. A wide range of responses was received at various public workshops and meetings held across the six boroughs, and by written representations.
- 1.5.2 The boroughs' preferred approach to deal with the issues raised, as well as a list of the proposed sites, was published for comment in February 2011 in the Proposed Sites and Policies report⁹. Staffed drop-in sessions in each of the six boroughs were attended by over 120 people, with 64 people attending further meetings. In addition to responses received at these events, 248 questionnaires were completed, and a further 133 additional written and email submissions were made. Two petitions containing 2,399 signatures were also submitted. A summary report on this consultation is available on the West London Waste Plan website (www.wlwp.net).

1.6 Commenting on the Plan

- 1.6.1 You can make representations on this Proposed Submission draft of the West London Waste Plan, including the Sustainability Appraisal and Equalities Impact Assessment during a six week period commencing from {insert date TBC}
- 1.6.2 All representations made will be considered by a Planning Inspector at a formal examination. The purpose of the examination is to consider whether the Waste Plan complies with the legal and procedural requirements and is 'sound'.
- 1.6.3 Since the Planning Inspector's purpose is to answer these questions, any comments on this Plan will need to be related to legal compliance and "soundness", as set out in the National Planning Policy Framework, 2012 (NPPF). This includes being prepared in accordance with the Duty to Co-operate.
- 1.6.4 In summary, comments on the "soundness" of this Plan need to address the following issues:

⁸ *West London Waste Plan Issues and Options Report (February 2009) available to download from <http://www.wlwp.net/documents.html>*

⁹ *Proposed Sites and Policies Report (February 2011) available to download from <http://www.wlwp.net/documents.html>*

- Is it 'positively prepared'? This means that the document must be:
 - based on a strategy which seeks to meet objectively assessed development and infrastructure requirements
 - seeking to meet unmet requirements from neighbouring authorities where it is reasonable to do so
 - consistent with achieving sustainable development.
- Is it 'justified'? This means that the document must be:
 - founded on a robust and credible evidence base
 - the most appropriate strategy when considered against the reasonable alternatives
 - able to demonstrate how the social, environmental, economic and resource use objectives of sustainability will be achieved.
- Is it 'effective'? This means that the document must be:
 - deliverable over its period
 - based on effective joint working on cross boundary strategic priorities
 - flexible, so that the local authorities can adapt the plan to respond to unexpected changes in circumstances
 - able to be monitored against clear, and measurable criteria.
- Is it consistent with national policy? This means the document must be:
 - able to deliver sustainable development
 - able to specify how decisions are to be made against the sustainability criterion.

1.6.5 More guidance on the meaning of these terms will be included with the comments form. Other guidance is available from the Planning Inspectorate¹⁰ and in the National Planning Policy Framework, 2011¹¹ which outlines the requirements for Local Plans and Planning Policy Statement 10 which provides specific guidance for planning for sustainable waste management.

¹⁰ See: http://www.planningportal.gov.uk/uploads/pins/dpd_brief_guide_examining.pdf

¹¹ See: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/11443/1876202.pdf

- 1.6.6 All responses must be received by [insert date]. All representations and other material in support of any comments made should be sent to:

**Project Manager West London Waste Plan
Planning Policy Team
3N/02 Civic Centre
High Street, Uxbridge, Middlesex, UB8 1UW**

Email: consultation@wlwp.net

- 1.6.7 Comments can also be given via the website:

www.wlwp.net

- 1.6.8 The West London Waste Plan Proposed Submission document and an accompanying Technical Report, Sustainability Appraisal and Equalities Impact Assessment are available for download via the West London Waste Plan website at: www.wlwp.net. Hard copies are also available to view at:

1. All Libraries across the six boroughs; and
2. Local Council Offices across the six boroughs.

- 1.6.9 The West London boroughs will seek to ensure that all reports are accessible to everyone and will offer assistance to those who are blind or partially sighted or do not speak English fluently.

- 1.6.10 It is currently anticipated that the representations made on the West London Waste Plan Proposed Submission document will be submitted to the Secretary of State, along with associated documents including underpinning evidence, in May 2014. The Secretary of State will then appoint a Planning Inspector to hold an independent examination of the Plan. This examination may include public hearings and the Inspector may decide to hold a pre-hearing meeting at which they will set out the programme for the examination and discuss any administrative or procedural issues.

- 1.6.11 The current timetable anticipates the examination will commence during the summer of 2014.

- 1.6.12 In the event that the Inspector reports that the Plan is sound and legally compliant (possibly subject to modifications), the boroughs may then adopt the Plan. It is envisaged that this will take place during the spring of 2015.

1.7 Planning applications for waste management facilities

1.7.1 Once adopted, the West London Waste Plan will be the primary policy framework against which planning applications for waste management facilities in the West London boroughs will be assessed. In the first instance developers should use the plan to guide them in identifying suitable sites to accommodate new waste management facilities. These site allocations are also supplemented by development management policies which provide a framework to assess the acceptability of individual proposals. Developers should also consider requirements and policies within the following documents before submitting a planning application for a waste management facility in West London:

- Any national statutory guidance, including planning policy on waste management;
- Borough Local Development Documents;
- London Plan, 2011 and any subsequent revision;
- Mayor of London Order (2008); and
- Supplementary Planning Guidance from the Mayor or relevant Supplementary Planning Documents from the boroughs.

1.7.2 Certain types of waste development need to be referred to the Mayor. Under the Mayor of London Order (2008) the Mayor has powers to take a decision on the following types of waste development applications as follows:

- Waste development to provide an installation with capacity for a throughput of more than 5,000 tonnes per annum of hazardous waste, 50,000 tonnes per annum of waste or occupying more than one hectare.
- Waste development that does not accord with one or more provisions of the Local Plan (including this Plan once adopted) and either occupies more than 0.5 hectares or has capacity for more than 20,000 tonnes per annum of waste or 2,000 tonnes per annum of hazardous waste.

1.8 West London Waste Authority

1.8.1 The West London Waste Authority (WLWA) is the statutory Waste Disposal Authority for the six West London boroughs and as such is solely responsible for the transport, treatment and disposal of municipal solid waste (MSW) collected by the boroughs. The WLWA is not responsible for Commercial and Industrial Waste (C & I), Construction, Demolition and Excavation Waste (CD & E) or forms of non-municipal hazardous waste.

- 1.8.2 The WLWA and its constituent boroughs consulted on and subsequently adopted a Joint Municipal Waste Management Strategy¹² in 2005. The strategy sets out the future waste and recycling plans and targets for the Authority and each of the six boroughs to 2020. This was updated in 2009.
- 1.8.3 The WLWA Strategy has a vision of achieving a 70% reuse/recycling/recovery rate and zero waste to landfill although there is no timescale for these targets.

¹² See: WLWA Draft Joint Municipal Waste Management Strategy, September 2005 - <http://westlondonwaste.gov.uk/about-us/waste-strategy/>

2 Vision and Objectives of the Plan

2.1 Vision

2.1.1 The unique characteristics of West London, as well as the key challenges and opportunities that have been identified in developing the Plan, have fed into the vision of the Plan, which is supported by its aims and objectives.

2.1.2 The vision of the Plan sets out how the boroughs wish to see waste managed in West London by 2031. Its formulation has been informed by national, regional and local guidance along with the views of key stakeholders and the evidence base that underlies the Plan.

West London Waste Plan Vision

By 2031, the West London Waste Plan area will have made provision for enough waste management facilities in the right locations to provide for the sustainable management of waste. It will seek to do so whilst protecting the environment, stimulating the economy and balancing the needs of West London's communities.

2.2 Strategic Objectives

2.2.1 The West London Waste Plan strategic objectives underpin the achievement of the vision and were developed in response to the key issues for West London and responses received through community consultation.

West London Waste Plan Strategic Objectives

1. To identify sufficient land for the management of the six boroughs' pooled waste apportionment as set out in the London Plan (2011), including safeguarding existing waste sites and maximising their use as waste management sites.
2. To ensure that waste is managed as far up the waste hierarchy as possible, by encouraging the minimisation of waste and the use of waste as a resource.
3. To reduce the impact of waste management on climate change by encouraging the use of sustainable transport and new, clean technologies, whilst seeking to locate waste management facilities as close to waste sources as practicable.
4. To ensure that, through appropriate policies, waste facilities meet the highest standards possible of design, construction and operation to minimise adverse effects on local communities and the environment.
5. To support the key aims and objectives of Brent, Ealing, Harrow, Hillingdon, Hounslow and Richmond's Sustainable Community Strategies.

3 Existing Waste Management

3.1 Existing Waste Management

3.1.1 West London produces, and is expected to continue to produce, a significant quantity of waste. This section looks at the different types of waste being generated in West London and how it is currently being managed, along with future trends allowing for the West London boroughs to determine what policies and sites are needed that will facilitate the development of the sustainable infrastructure required to meet the London Plan (2011) waste apportionment figures (Table 4-2) and 100% net self sufficiency. The main types of waste produced include:

- Municipal Solid Waste
- Commercial and Industrial Waste
- Construction, Demolition & Excavation Waste
- Hazardous Waste
- Wastewater and Sewage Sludge

It should be noted that the London Plan (2011) apportionment targets are for municipal and commercial & industrial wastes only.

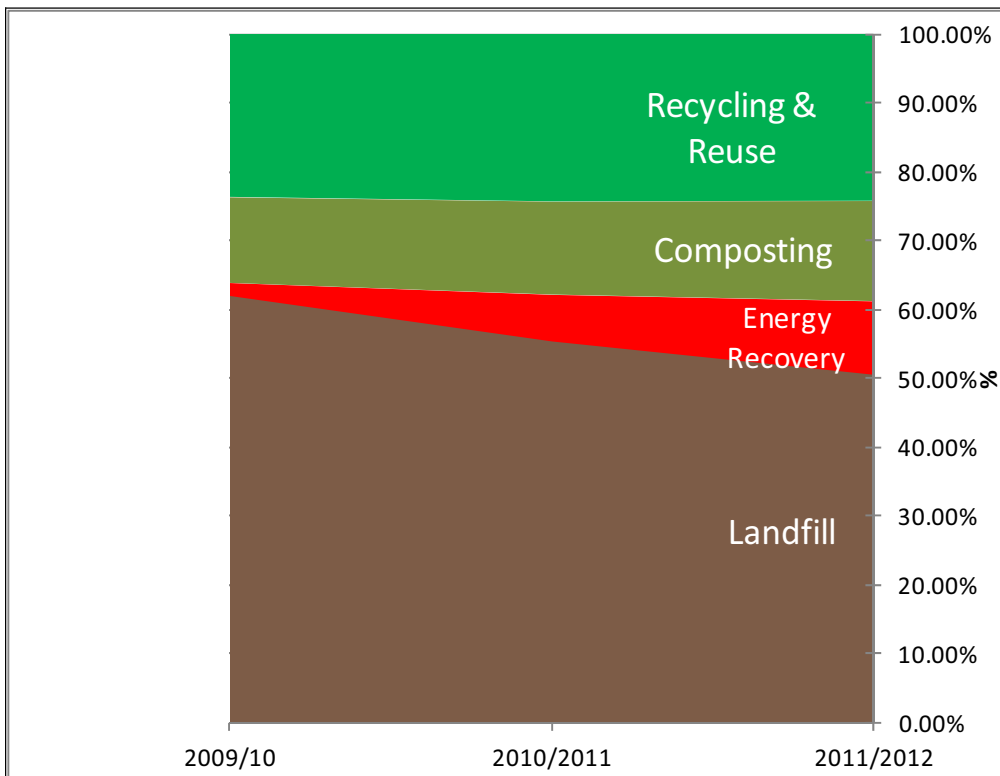
3.2 Municipal Solid Waste

3.2.1 Municipal Solid Waste (MSW) in the West London boroughs is managed by the WLWA and includes household waste, kerbside collected recyclables, green waste and waste and recyclables collected at household waste and recycling centres.

3.2.2 As the statutory body responsible for managing MSW generated in the West London boroughs, the WLWA is procuring a new long term contract for the management of this waste. The main objective of the procurement is to significantly reduce the landfilling of residual municipal waste. The contract will involve the management of up to 300,000 tonnes of MSW per year.

3.2.3 Since 2008 there has been a steady decline in MSW sent to landfill from the Plan area, both in terms of the total tonnage sent and the percentage this represents of the area's total waste stream. Figure 3-1 below uses financial year data since 2008 and shows the different waste management routes used for the MSW stream. Note that the material initially sent to MRFs is then sent on via other waste management routes.

Figure 3 – 1 West London Waste Authority MSW management (2008 – 2012)



Source: WLWA

- 3.2.4 In 2012 the WLWA and its constituent boroughs dealt with around 657, 000 tonnes of municipal solid waste (MSW), excluding abandoned vehicles. Of this total some 154, 000 tonnes was recycled, 90,000 tonnes was composted, and 93,000 tonnes was sent to Materials Recovery Facilities (MRFs) from which waste went on to other routes. Ultimately, 403,000 tonnes was sent either to Energy from Waste (EfW) or to landfill sites in Oxfordshire and Buckinghamshire (nearly all by rail from the WLWA’s transfer stations in Brentford and South Ruislip). See Table 3-1 below.

Table 3-1: WLWA management of Municipal Solid Waste 2012 (rounded to nearest 000)

Municipal Solid Waste management	Tonnes	Percentage
Recycling	154,000	23.3
Composting	90,000	13.7
Energy from Waste	117,000	17.8
Landfill	296,000	45
TOTAL	657,000	100

3.2.5 From 2009/10 increasing quantities of waste, not recycled or composted, have been diverted from landfill by other means of recovery. The WLWA has a contract to send residual waste to the Lakeside Energy from Waste plant near Slough, until 2034/35. This contract has an annual tonnage of 25,000 tonnes until 2014/15 when for one year the tonnage increases to 45,000 tonnes. The following year (2015/16) the tonnage increases to 90,000 tonnes and remains at that level until the final year of the contract. In addition materials sent to certain MRFs in the Plan area are then sent to recycling, EfW and landfill respectively. The tonnages of these outputs are included in Table 3-1 and Figure 3-1 above (by financial year). This illustrates how the dominance of landfill has been broken by use of the EfW so that less than 50% of waste managed by the WLWA was landfilled in 2012 (calendar year).

3.3 Commercial and Industrial Waste

3.3.1 The most recent and comprehensive national Survey of C&I waste arisings¹³ took place in 2009. This survey estimated that West London produced 845,000 tonnes of C&I waste during that year, which is a reduction of 621,000 tonnes (42%) on the previous C&I Survey conducted in 2002/03 (this estimated that 1,466,000 tonnes of C&I waste was produced). Work carried out to underpin the London Plan (2011)'s apportionment targets has estimated that West London produced 1,299,000 tonnes of C&I waste in 2009 and for the purposes of consistency, this estimate has been used in the Plan

3.4 Construction, Demolition and Excavation Waste

3.4.1 It is estimated that just over 3 million tonnes of Construction, Demolition and Excavation waste (CD&E) waste is produced in West London each year. This is managed at sites within and beyond West London. This estimate is based on consideration of previous national surveys and analysis of data within the most recent Environment Agency Waste Data Interrogator (WDI).

3.4.2 According to the EA WDI 2012, around 776,000 tonnes of CD&E was imported for management at facilities within West London last year. This estimate is based on an analysis of waste managed at sites permitted for the management of waste by the Environment Agency, and does not account for aggregate production nor uses of CD&E in development (e.g. as an engineering material) which are exempt from the need for a permit. Table 3-2 below shows the management of CD&E waste in West London based on data from the EA Waste Data Interrogator.

¹³ DEFRA: Commercial and Industrial Waste Survey 2009 Final Report (May 2011) - <http://archive.defra.gov.uk/evidence/statistics/environment/waste/documents/commercial-industrial-waste101216.pdf>

Table 3-2 Management of CD&E waste in West London

	CD&E Arising in West London	CD&E Imported into West London	Total
Managed at sites within West London	>331,000	776,000	1.107million
Managed at sites beyond West London	411,000	N/A	N/A
Total	742,000	N/A	N/A

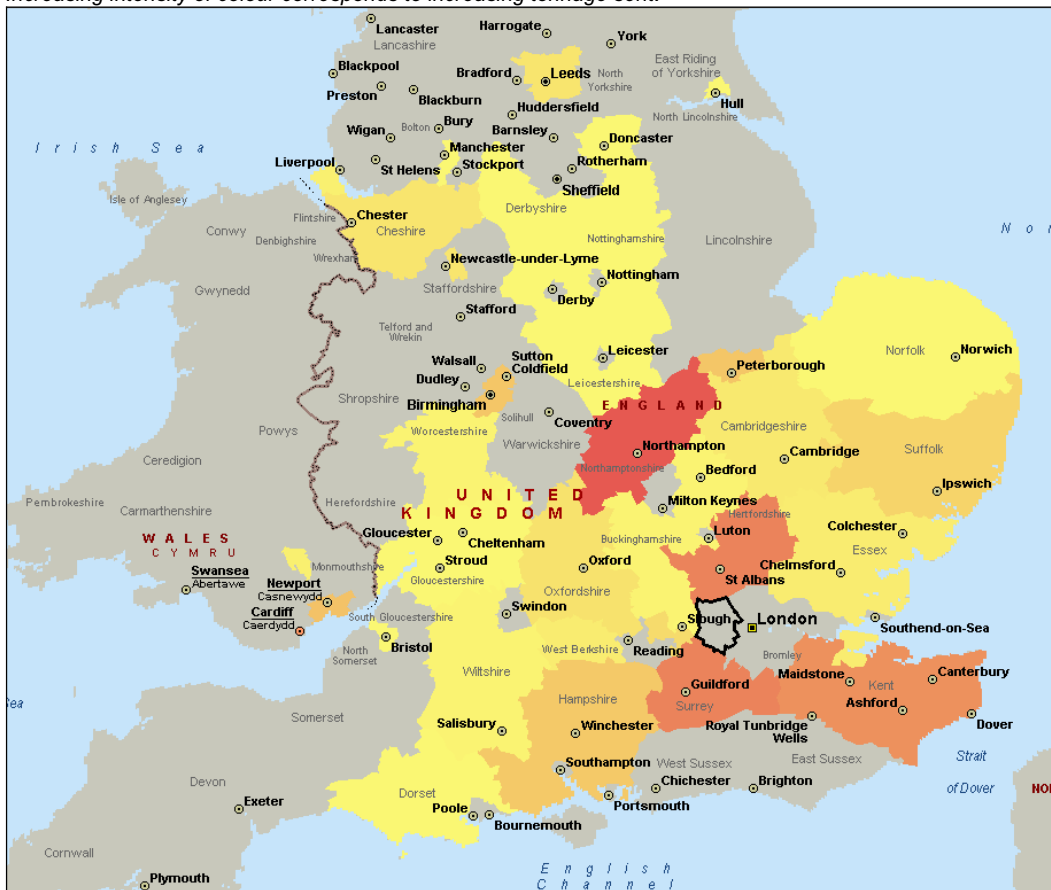
3.5 Hazardous Wastes

3.5.1

Hazardous wastes are categorised as those that are harmful to human health, or the environment, either immediately or over an extended period of time. They range from asbestos, chemicals, and oil through to electrical goods and certain types of healthcare waste. In 2012, West London produced just under 100,000 tonnes of which approximately 75% was exported for management. Compared with other waste streams generated in West London, hazardous waste is not a large waste stream, but does require a range of specialist facilities for treatment and disposal.

Figure 3-2 - Destination of hazardous waste arisings from West London (2012)

Increasing intensity of colour corresponds to increasing tonnage sent.



Source: EA Hazardous Waste Interrogator (HWI) 2012 & EA Waste Data Interrogator 2012

3.5.2 In 2012, West London boroughs exported hazardous waste to 38 different destinations across England, with the main ones being Northamptonshire, Hertfordshire, Surrey and Kent. The primary destinations of hazardous waste exported out of London generated in West London are shown in Figure 3-2 above.

3.6 Wastewater and Sewage sludge

3.6.1 Thames Water Limited is responsible for wastewater and sewage sludge treatment in London and, as part of this responsibility, it manages key pieces of sewerage infrastructure, including a number of sewage treatment works (STW). The majority of wastewater in West London is either treated at Mogden STW in Isleworth, Beckton STW in East London, or Hogsmill STW in Kingston upon Thames. During 2010, these facilities generated over 100,000 tonnes of sewage sludge (dry solids) with all of this sludge being beneficially reused either through incineration with energy recovery, recycled to agricultural land or used for land restoration.

3.7 Agricultural Waste

3.7.1 The Environment Agency Waste Data Interrogator (WDI) indicates that in 2012, a total of 7, 236 tonnes of waste from agricultural sources (EWC¹⁴ chapter 02 01) in West London was managed at waste management sites with Environment Permits. 99% of this was managed through treatment. However this figure doesn't include waste types which are known to be produced on farms recorded in the WDI under other waste codes. The main types of this type of waste include:

- Agricultural packaging such as plastic film;
- End of Life vehicles such as tractors;
- Tyres; and
- Asbestos construction waste.

Nor does it include waste managed through routes other than permitted sites. However, in light of the predominantly urban character of the Plan area there are limited opportunities for the production of this waste stream and so its management is not considered to be an issue needing specific consideration in this Plan.

3.8 Radioactive Waste

3.8.1 Limited information is available regarding the generation of radioactive waste in West London, with no records held by either the Environment Agency or the Department of Energy and Climate Change. It has been assumed that, as West London does not accommodate any nuclear power generation facilities, radioactive waste arisings in the area are low. The only identified sources that may generate small amounts of low level radioactive waste (LLW) and very low level radioactive Waste (VLLW) are hospitals and universities in the boroughs.

¹⁴ EWC = European Waste Classification

3.8.2 Most radioactive waste produced by minor waste producers is not reported in the UK Inventory as it is either low volumes of LLW that can be disposed of by “controlled burial” at landfill sites under special licence, or low volume VLLW that is disposed within the MSW and C&I waste streams. The nearest available landfill accepting LLW is a nationally strategic site in Northamptonshire. In addition a High Temperature Incinerator in Fawley, near Southampton has some capability to deal with these types of waste too. These facilities are preferred for use than sending it to the dedicated facility in Drigg, Cumbria.

3.8.3 There is no apparent market appetite or demand for a LLW management facility to be developed in the Plan area and so the practice of exporting those quantities that may be produced for management elsewhere is likely to continue. In light of this, the Plan does not include specific policies to cover such development.

3.9 Cross boundary Movement of Waste

3.9.1 Whilst around 1 million tonnes of West London’s own waste is managed within West London boroughs, waste also moves into and out of the Plan area for management. It is important to assess the level of this cross boundary movement of waste and to identify potential implications for the West London Waste Plan during the Plan period, particularly to meet the ‘Duty to Co-operate’.

*Table 3-3: Principal Flows of West London Waste out of West London, 2012 & data sources
(% shown is expressed as total of waste stream exported)*

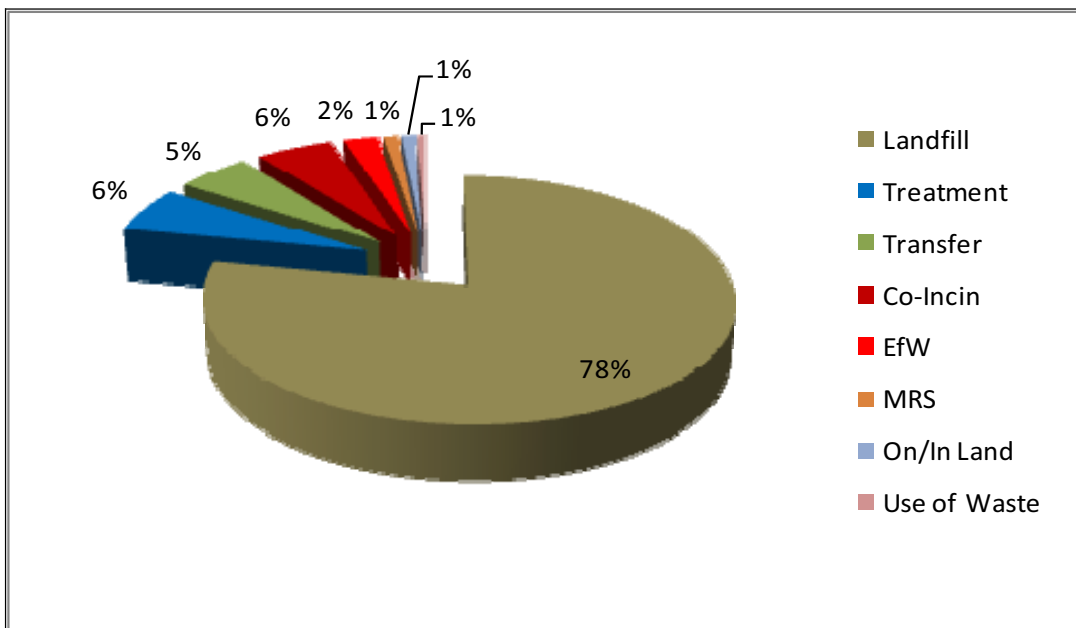
	Tonnes	Principal Destination	Principal Management Route
Municipal Solid Waste (from WDF)	340,000	Bucks (45%) Oxon (30%) Slough (9%)	Landfill Landfill EfW
Hazardous waste (WDI plus HWI)	74,000	Northants (9%) Herts (7%) Kent (6%) Surrey (6%) Hants (4%) Peterboro (4%)	Treatment Treatment Recovery/Treatment/Landfill Treatment Transfer Treatment /Landfill
Commercial and Industrial Waste (from WDI +)	418,000	Bucks (84%) Berks (14%) Herts (7%)	Landfill Landfill Landfill
Construction, Demolition and Excavation Waste (from WDI)	365,000	Bucks (56%) Berks (20%) Herts (12%)	Landfill Landfill Landfill
TOTAL	1.3 million		

NB: CD&E value excludes substantial quantities managed through activity that do not require permits

3.9.2 Around 1.3 million tonnes of West London's waste were exported out of London in 2012. This comprises Municipal Solid Waste (MSW), Commercial and Industrial Waste (C & I), Construction, Demolition and Excavation Waste (C, D & E) and certain types of hazardous waste. A proportion of this waste is handled by the WLWA. Table 3-3 above shows the level of exports or flows out of the West London area.

3.9.3 Landfill accounted for almost 80% of the movements of all waste out of the Plan area as shown in Figure 3-3 below.

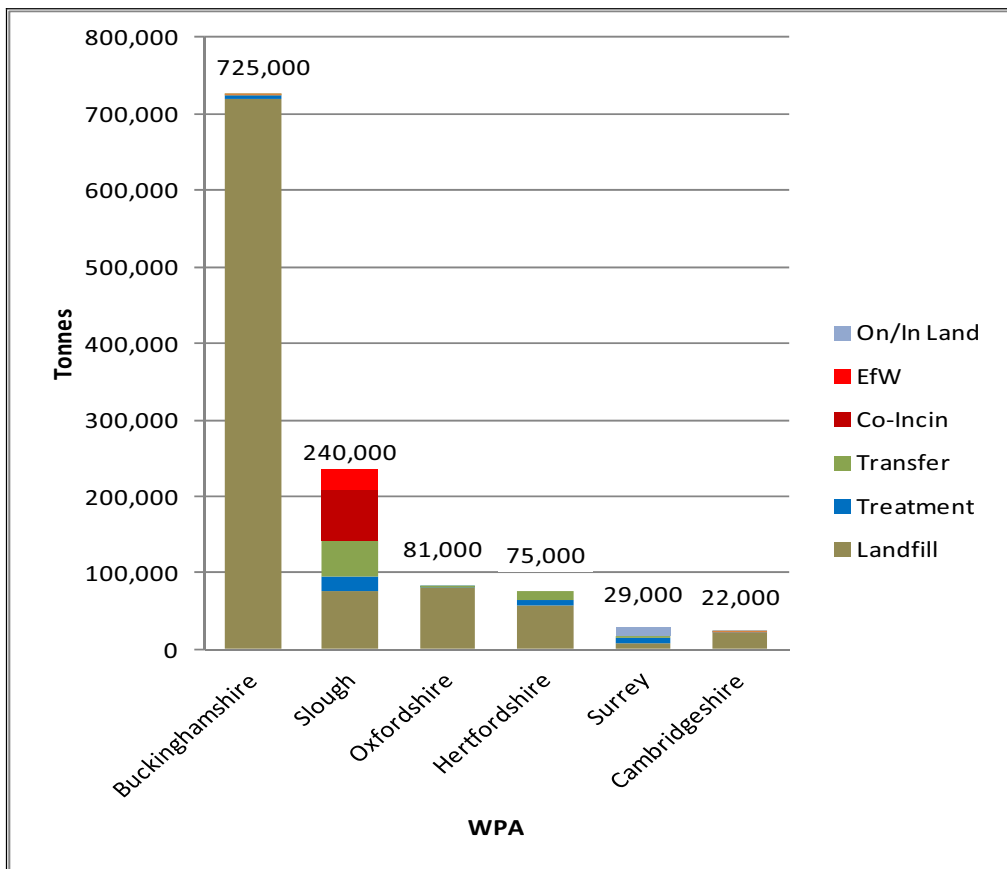
Figure 3-3: Exports of waste out of West London by management type



Source: WDI 2012

3.9.4 Figure 3-4 below illustrates that the majority of waste exported in 2012 was sent to Buckinghamshire (60%) and Slough (20%) followed by Oxfordshire (7%) with the remaining 11% divided between four other authorities. This has changed significantly from previous years when Bedfordshire received substantial quantities of waste for landfilling (just under 200,000 tonnes in 2011).

Figure 3-4: Where West London sent waste in 2012 by fate & WPA



Source: WDI 2012

3.10 Role of Landfill in the Management of Residual Waste

- 3.10.1 Landfill disposal accounted for approximately 1,143,000 tonnes of waste arising in West London in 2012, with 90% of that exported to landfill facilities outside of the Plan area. The remaining 107,400 tonnes was managed at Harmondsworth Landfill located in southwest Hillingdon.
- 3.10.2 There are several different types of landfill, all of which play a different role in helping to manage waste from West London. Generally these are categorised by the types of waste they can accept for disposal. Table 3-4 below shows the types and amounts of waste sent to landfill from West London in 2012
- 3.10.3 Non-hazardous landfill usually receives residual MSW and C&I waste plus inert CD&E waste that is used for engineering and operational purposes, whereas Inert Landfill only accounts for inert waste from the CD&E stream. Hazardous waste landfills are highly specialised and only accept certain hazardous waste, while stable, non-reactive hazardous waste (SNRHW) (e.g. asbestos) sent to landfill can be deposited in an area specifically designed to accept SNRHW and isolated from biodegradable waste.

Table 3-4 Waste sent to landfill from West London in 2012, by receiving site type

Type of waste received by site	Tonnes
Hazardous including via Separate Cell	5,459
Non Hazardous	1,079,915
Inert	57,655
Total	1,143,029

Source: WDI & HWI, 2012

4 Future Waste Management

4.1 How much waste will need to be managed in West London?

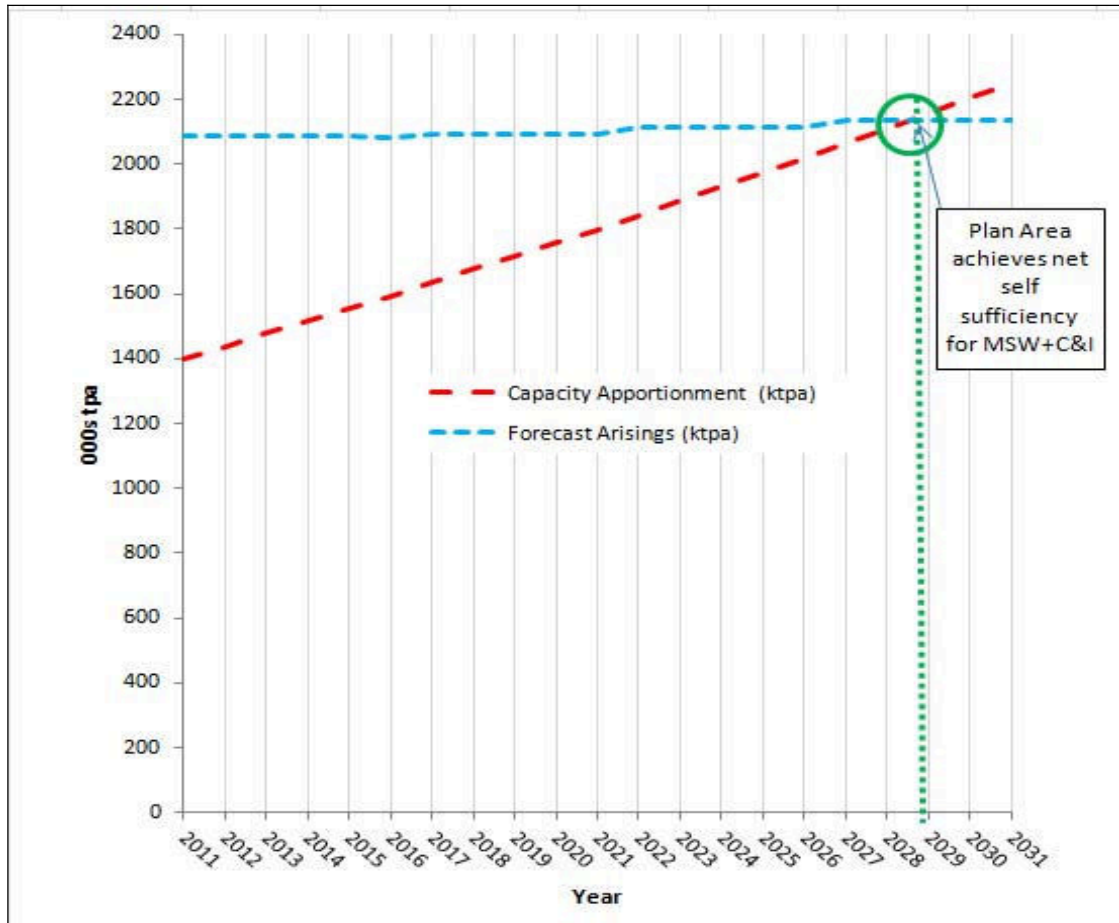
4.1.1 The London Plan (2011) sets a target for London to become the equivalent of 100% self-sufficient in the management of waste by 2031. To help achieve this target each borough has been given a share of London's total MSW and C&I waste to manage (called the borough's "apportionment" figure) for which it must identify sufficient and suitable potential sites for the development of waste management facilities. The West London boroughs have pooled their apportionments and will meet the collective apportionment figures through this Plan.

4.1.2 MSW and C&I waste arisings projections are also included in the London Plan (2011). These figures were considered the most up-to-date for West London and were also used by the Mayor to determine the apportionment figures. The waste arisings and apportionment figures for West London are displayed in Table 4 -1 below. Figure 4 -1 below shows the forecast arisings plotted against capacity apportionment targets from 2011 to 2031. It should be noted that CD&E wastes are not included in the waste projections. These wastes are discussed in paragraphs 4.4 and 4.5 below.

Table 4-1: Quantity of MSW and C&I waste forecast to be produced in West London and the apportionment figures from the London Plan (2011) for target years

	2011	2016	2021	2026
MSW arisings (tonnes per annum)	798,000	826,000	852,000	879,000
C&I waste arisings (tonnes per annum)	1,287,000	1,258,000	1,240,000	1,233,000
Total (MSW and C&I waste) arisings (tonnes per annum)	2,085,000	2,084,000	2,092,000	2,112,000
London Plan (2011) Apportionment (tonnes per annum)	1,399,000	1,595,000	1,798,000	2,019,000

Figure 4-1: Forecast arisings and capacity apportionment for West London boroughs from the London Plan (2011)



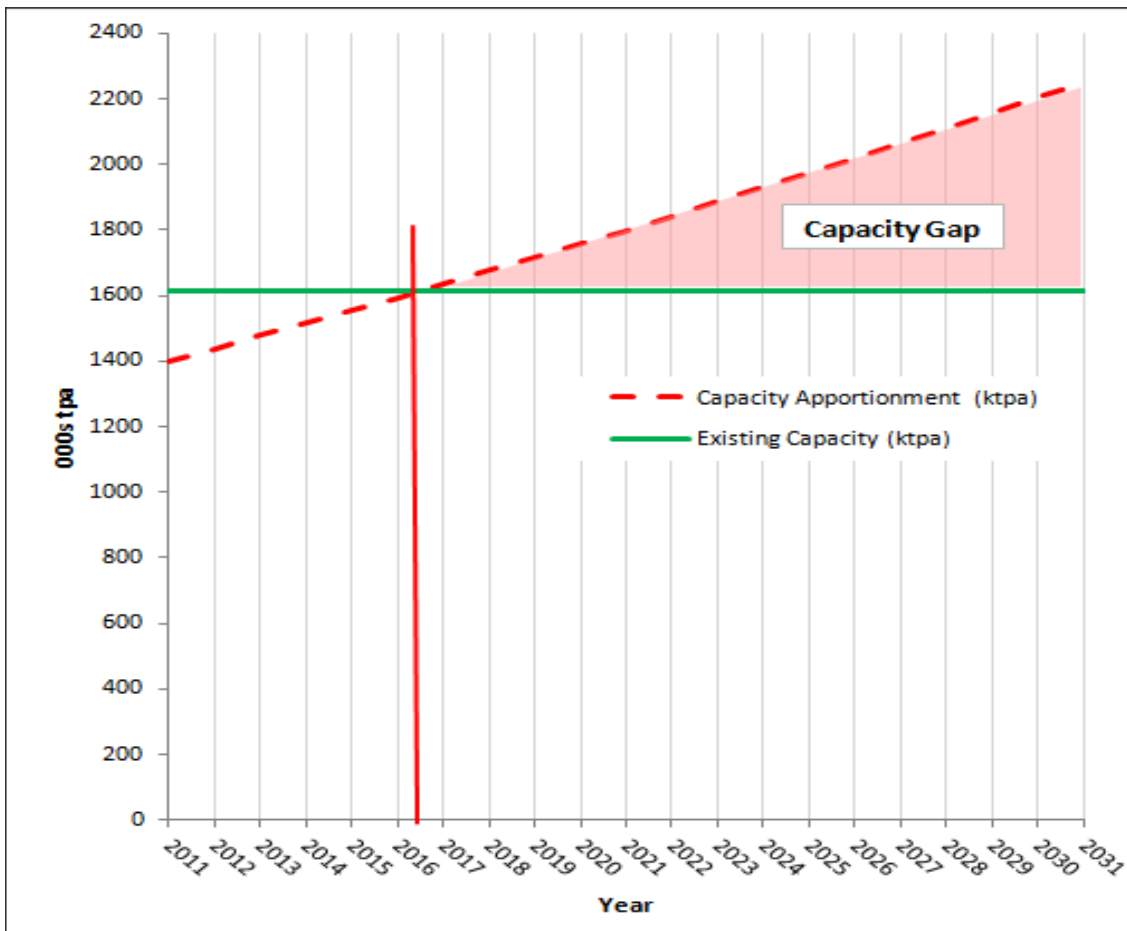
4.2 How much capacity is needed?

London Plan 2011 apportionment

- 4.2.1 The West London Waste Plan is being prepared in accordance with the waste projections and apportionment figures contained in the London Plan (2011). The West London boroughs are not required to meet the individual MSW and C&I waste apportionment figures in the London Plan (2011) separately as long as the total combined apportionment figure is addressed. This will require the delivery of sites and capacity as set out in the Plan.
- 4.2.2 Currently, West London has several sites where the management of waste is taking place. The intention of the Plan is to prioritise the use of the existing sites in West London, including redevelopment of some waste transfer sites and depots, and then adding some new sites for waste management uses, as necessary.
- 4.2.3 The current existing waste management capacity in West London is 1.64 million tonnes per annum including both waste treatment sites and the recycling undertaken

at household waste and recycling centres and civic amenity sites (see Appendix 1). Subsequently, additional waste management facilities will need to be developed in West London during the Plan period up to 2031 to address the 'gap' between the apportionment target and the waste management capacity that currently exists (see Figure 4-2 below). Table 4-2 below sets out the existing and projected waste management capacity in West London and the additional capacity required to address the apportionment 'gap' for target years.

Figure 4-2 Projected capacity gap (in pink) between London Plan (2011) apportionment and existing capacity



NB vertical red line indicates point at which apportionment exceeds existing capacity

4.2.4 For the six West London boroughs to meet the London Plan (2011) apportionment targets for MSW & C&I waste, additional capacity of 162,000 tonnes by 2021, 383,000 tonnes by 2026 and 614,000 tonnes by 2031 will be needed (see Table 4-2 below). To determine what area of land will be required to provide this additional capacity, an average capacity of 65,000 tonnes per annum per hectare was used to calculate the

amount,¹⁵ based on the range of possible processes and their processing intensity.

- 4.2.5 The London Plan (2011) does not prescribe the specific waste management technologies, their scale, or the number that will need to be implemented across London. Accordingly, the West London Waste Plan also does not take a prescriptive approach to what types of waste management facilities/technologies are required. This approach allows for innovation in the management of waste to be incorporated into proposed development in West London.
- 4.2.6 The land required to meet the apportionment capacity gap is also displayed in Table 4-2 below. This shows that by 2031, West London boroughs will need to have an additional 9.4 hectares of land available for waste management.

Table 4-2: West London Capacity Requirements for Target Years based on the London Plan (2011)

	2011	2016	2021	2026	2031
Apportionment (tonnes per annum)	1,477,000	1,595,000	1,798,000	2,019,000	2,250,000
Total existing waste management capacity (tonnes per annum)	1,636,000	1,636,000	1,636,000	1,636,000	1,636,000
Additional capacity required to meet the apportionment (tonnes per annum)	0	0	162,000	383,000	614,000
Land to address the capacity gap (hectares)	0	0	2.5	5.9	9.4

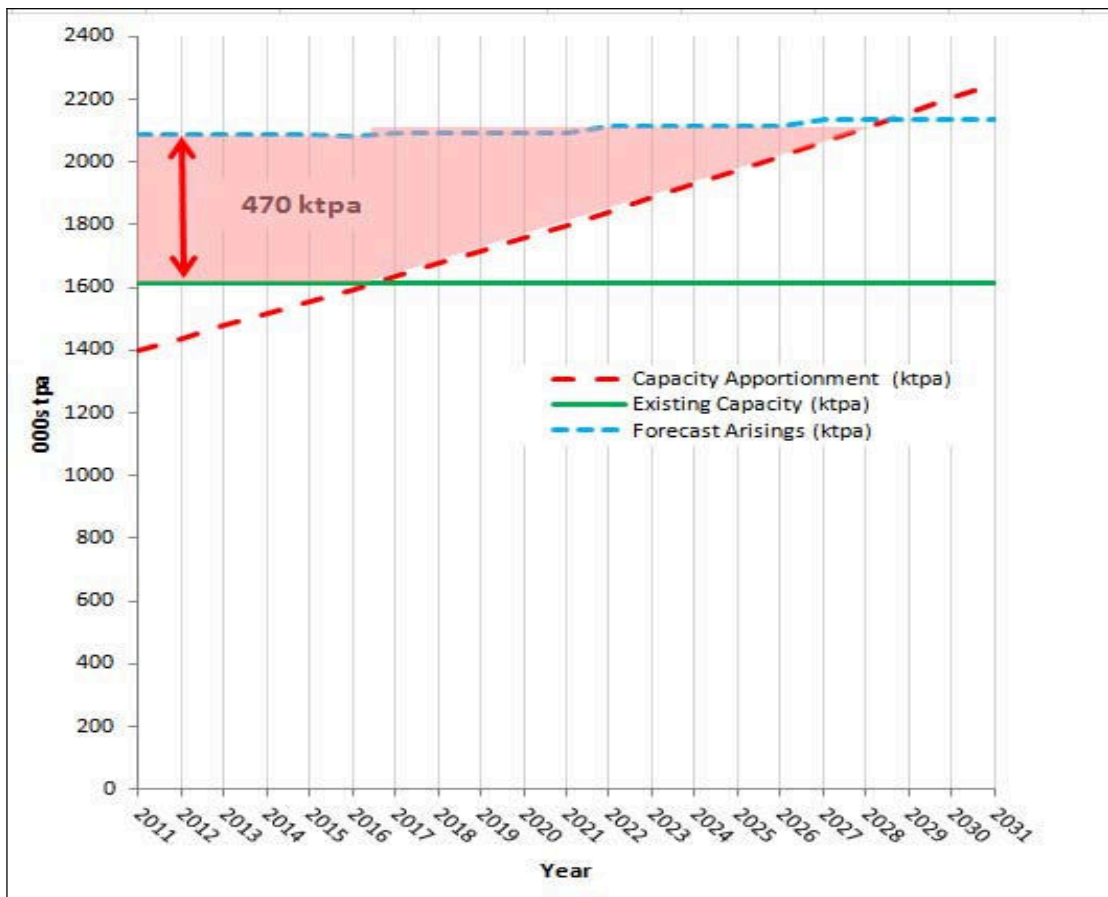
- 4.2.7 To meet this land requirement, six existing waste sites (accounting for 10.44 hectares) have been identified as suitable and available for redevelopment. An additional 5.03 hectares of land currently not developed for waste management use has also been identified as suitable and deliverable (see Section 5 for details of the sites).
- 4.2.8 Overall, it is thus estimated that within West London there is 15.47 hectares of land suitable and deliverable for development for additional waste related uses. This exceeds the notional land requirements of the London Plan (2011) apportionment targets and creates some flexibility in the Plan should some sites not come forward for development during the lifetime of the Plan. Annual monitoring of the Plan will help assure that provision of sites remains sufficient for the Plan period.

¹⁵ Calculations based on 'Table 4A.7 - throughput and land take of different types of facilities' from the London Plan (2008) and further discussions and agreement with the GLA in 2013.

Providing for the Plan area waste before net self sufficiency is achieved

4.2.9 PPS10 has a stated expectation that development plan documents should make provision for all waste arising within the Plan area. In this case the London Plan apportionment trajectory only aims for self sufficiency at 2029 (Figure 4 -1 above). Before that date there will be a shortfall of capacity between forecast arisings and existing capacity even if the apportionment targets are met. This is illustrated in Figure 4 - 3 below. The pink section shows this gap and the maximum amount per annum it represents is around 470,000 tonnes reducing from 2016 when provision to meet the apportionment target starts to kick in. To comply with PPS10 a strategy must be devised to address this shortfall.

Figure 4-3 Interim capacity gap between existing capacity and arisings as forecast by London Plan (2011)



4.2.10 To address the capacity gap, the following strategy has been developed. Firstly a long term contract for MSW has been entered into. This will involve the export of up to 300,000 tonnes per annum to an Energy from Waste facility in South Gloucestershire operated by SITA UK Ltd. In addition the WLWA has a contract to supply a minimum annual tonnage of 25,000 tonnes to Lakeside EfW plant until 2014/15 when for one year the tonnage increases to 45,000 tonnes. The following year (2015/16) the

tonnage increases to 90,000 tonnes and remains at that level until the final year of the contract in 2034/5. While this export of material to generate energy is not countable towards the apportionment targets under the terms of the London Plan (2011) it will account for the bulk of the shortfall. In addition around 70,000 tonnes of waste may be sent to the Slough Heat & Power facility. So in total 460,000 tonnes per annum are accounted for to address the shortfall.

4.3 What kind of facilities will be needed?

- 4.3.1 A range of different waste management facilities will be required to provide for management of waste within West London, including recycling, composting and energy recovery. Modern waste management facilities utilise clean technologies and are subject to stringent regulation and monitoring of their operations and impacts. Innovative design and architecture are important to ensure facilities are acceptable and sensitive to their settings, although many technologies can be housed in industrial building similar in appearance to a warehouse. Appendix 3 to this report gives a brief description of the principal waste treatment technologies.
- 4.3.2 It is important that modern methods of dealing with waste are found which also seek to produce value added, usable products such as fuel, heat and power. Waste facilities should be seen positively, as an opportunity rather than a 'bad neighbour', as they can be co-located with developments and industry to provide heat, power and other beneficial products attractive to industrial, commercial and potentially residential developments.
- 4.3.3 The West London Waste Plan identifies sites for general waste management use and sets out policies to ensure development is suitable for the site and its surrounding land uses. The Plan is designed to be flexible to allow for developments and improvements in waste management technologies and the changing habits of consumers and waste producers. A planning application will be considered against the West London Waste Plan policies and other relevant policies and material considerations and be subject to public consultation.

4.4 Construction, Demolition and Excavation Wastes

- 4.4.1 Construction, Demolition and Excavation (CD & E) waste is a large waste stream within London, although it is not included within the London Plan (2011) apportionment target assigned to boroughs. Work undertaken in support of the Plan has established that the Plan Area has a high level of capacity for this waste stream meaning that the Plan Area is already achieving net self sufficiency and that the London Plan (2011) city-wide targets are close to being met. This is expected to continue into the future and accordingly no allocations are made in this plan for facilities dealing specifically with such wastes. The preference in West London is to ensure more on-site recycling and re-use takes place in accordance with Policy 5.18 of the London Plan (2011) and by using Policy WLWP 5 whilst ensuring that boroughs monitor the types and capacities of waste management facilities developed against any new waste arising data that is produced.

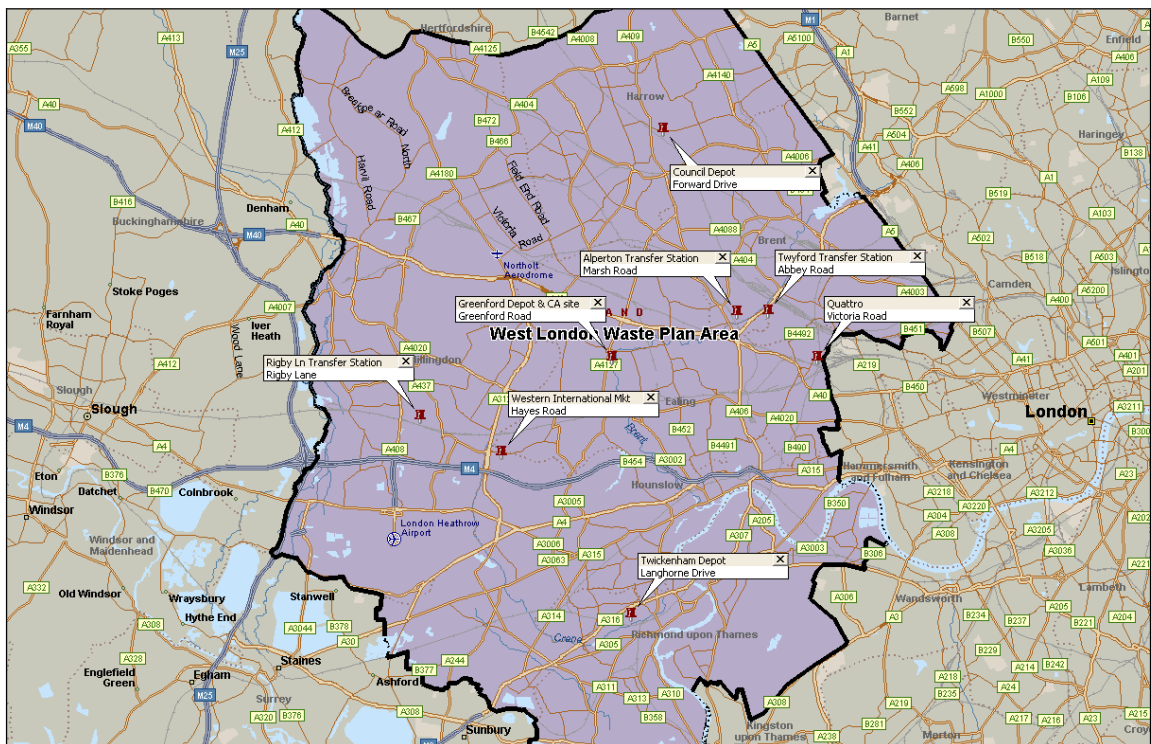
4.5 Hazardous Wastes

- 4.5.1 Policy 5.19 of the London Plan (2011) states that the Mayor will prepare a Hazardous Waste Strategy for London and will work in partnership with the boroughs, the Environment Agency, industry and neighbouring authorities to identify the capacity gap for dealing with hazardous waste and to provide and maintain direction on the need for hazardous waste management capacity. This policy also directs that existing hazardous waste sites should be safeguarded unless compensatory provision is made.
- 4.5.2 Work undertaken in support of the Plan has established that the Plan area has a moderate level of capacity for this waste stream with a number of sites managing hazardous waste within the Plan area. Other flows have been tracked with the general finding being that waste of this type travels within 1.5 hours of the Plan area for treatment. These flows are subject to further investigation under the Duty to Co-operate requirements but it is not anticipated that a substantial local need for new capacity will be identified. The West London Waste Plan therefore makes no specific provision for hazardous wastes. Planning applications for new hazardous waste facilities will be determined in the same way as applications for all waste management facilities and the capacity of hazardous waste facilities will be monitored closely to establish whether additional provision is required at a later date.

5 The Sites

- 5.1.1 In accordance with the criteria outlined in PPS10, the West London Waste Plan identifies a number of existing and new sites which it considers will ensure adequate waste management provision for the lifetime of the Plan. The sites have been subjected to a detailed evaluation and assessment which is documented in the accompanying Technical Report¹⁶.
- 5.1.2 The Plan identifies 15.47 hectares considered to be suitable and available on existing and new sites for future waste management. Table 5-1 sets out existing sites capable of redevelopment for future waste management purposes, while Table 5-2 refers to additional, new sites for waste management. Maps showing the location of the sites and their boundaries are also provided.

Figure 5-1: Location Plan showing all allocated sites



¹⁶ WLWP Technical Report November 2011 - <http://www.wlwp.net/documents.html>

Table 5-1: Existing waste sites considered to have potential for redevelopment

Site Number	Description	Site Type	Site Area (ha)	Borough
352	Twyford Waste Transfer Station	Transfer Station	1.46	Brent
1261	Veolia Transfer Station, Marsh Road	Transfer Station	2.71	Brent
309*	Greenford Reuse & Recycling Site	Transfer Station	1.78	Ealing
310*	Greenford Depot, Greenford Road	Depot Facility		
328#	Quattro, Victoria Road, Park Royal	Transfer Station	0.94	Ealing
331	Rigby Lane Waste Transfer Station	Transfer Station	0.88	Hillingdon
342	Twickenham Depot	Depot Facility	2.67	Richmond
Total			10.44	

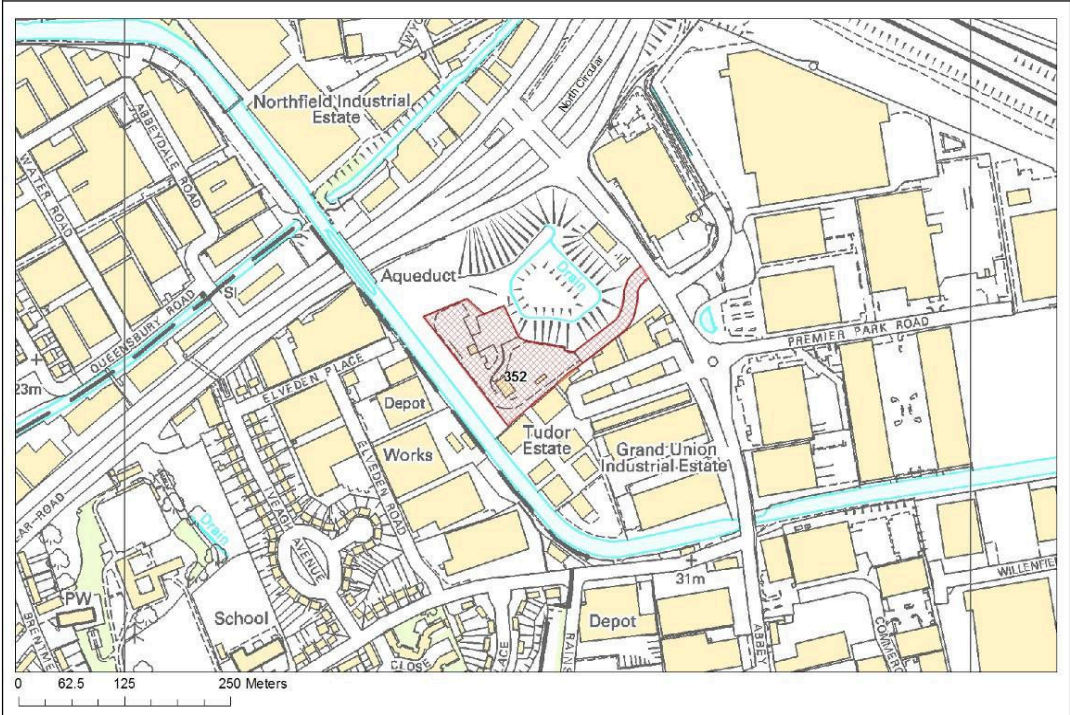
**These two sites are contiguous and part of a larger site: for the purposes of the Plan, they are considered a single consolidated site*

This site is subject to an HS2 Safeguarding Direction and will not be available from 2017 until 2024

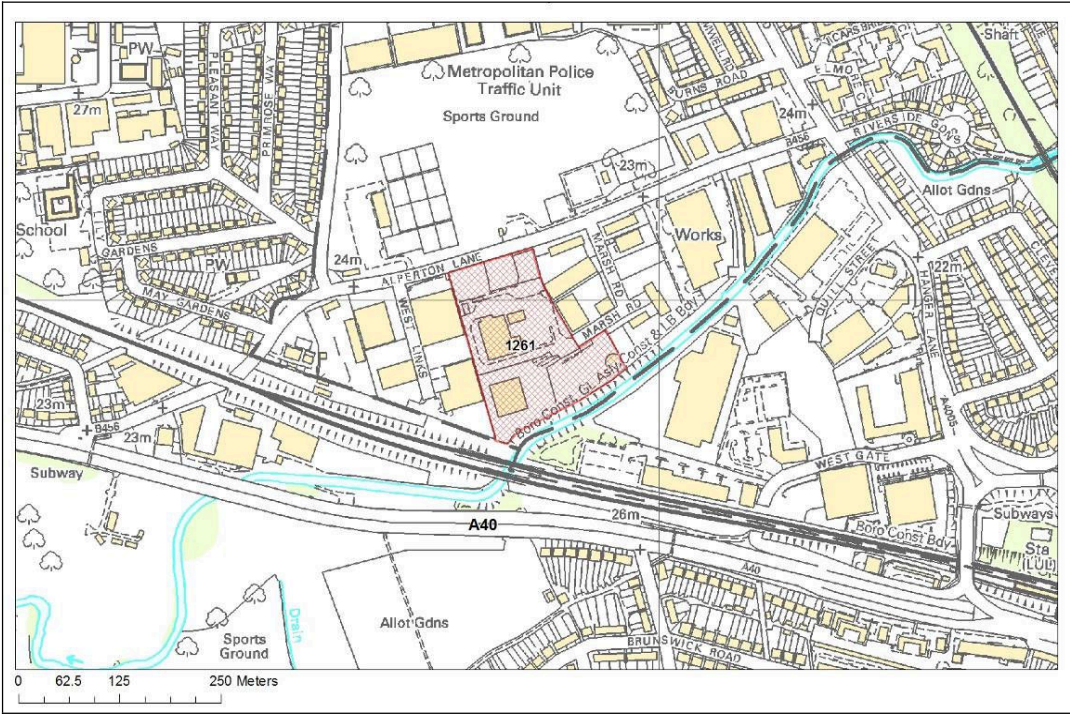
High Speed 2 (HS2)

- 5.1.3 It should be noted that one of the sites proposed for allocation - Quattro at Victoria Road - has been identified by HS2 Ltd as requiring safeguarding under the HS2 Safeguarding Direction. This means that if HS2 proceeds it will only be available from 2024 for waste management uses, following its use to host a construction compound. The site has been included to provide a contingency capacity for the latter period of the Plan although it is not essential to meeting the apportionment targets of the London Plan (2011).

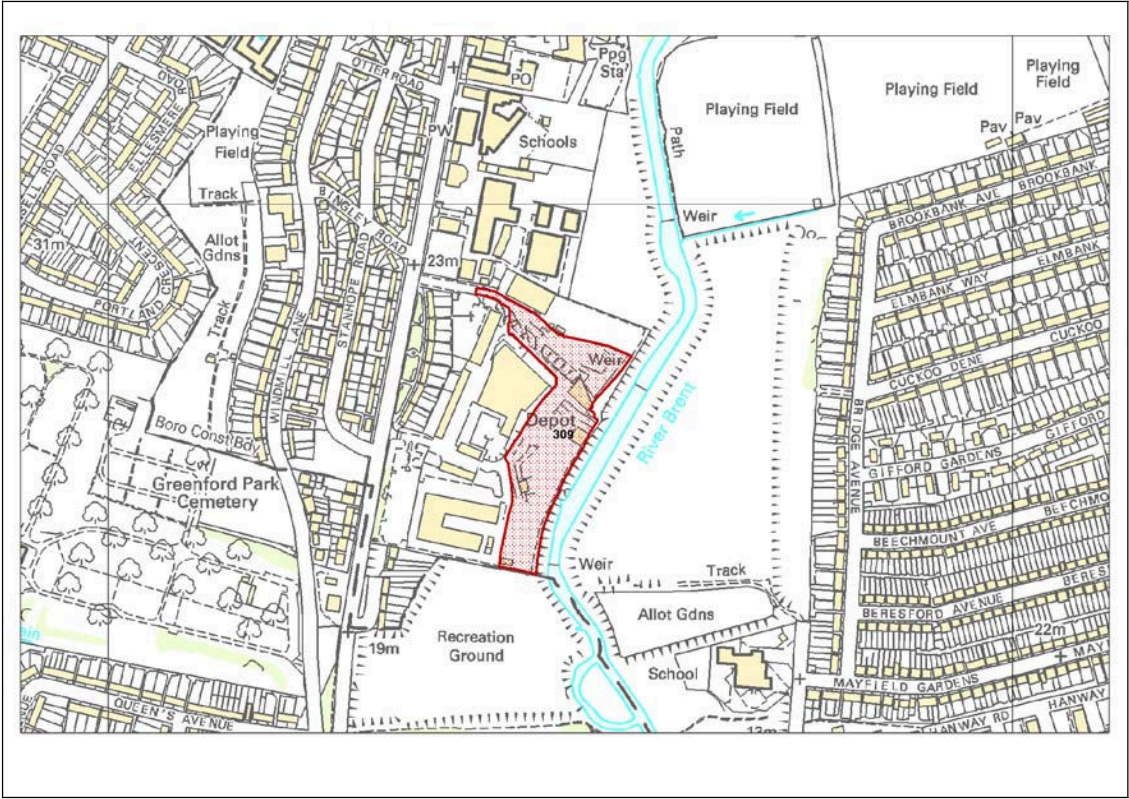
Site 352 Twyford Waste Transfer Station, Abbey Road, Brent



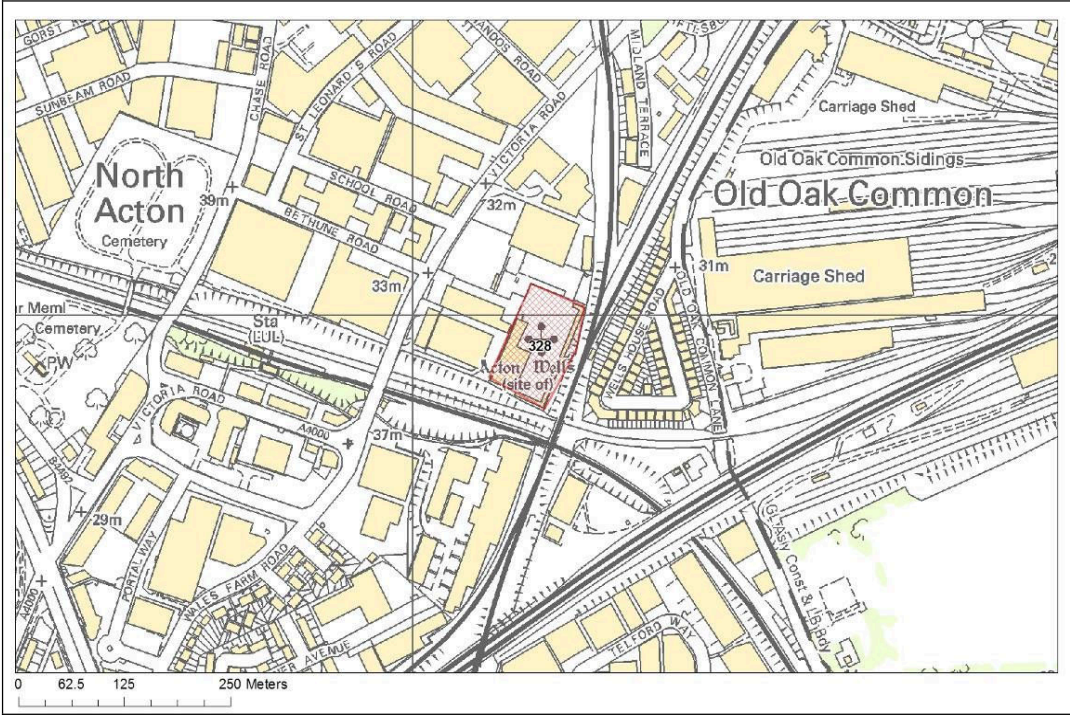
Site 1261 Veolia Transfer Station, Marsh Road, Alperton, Brent



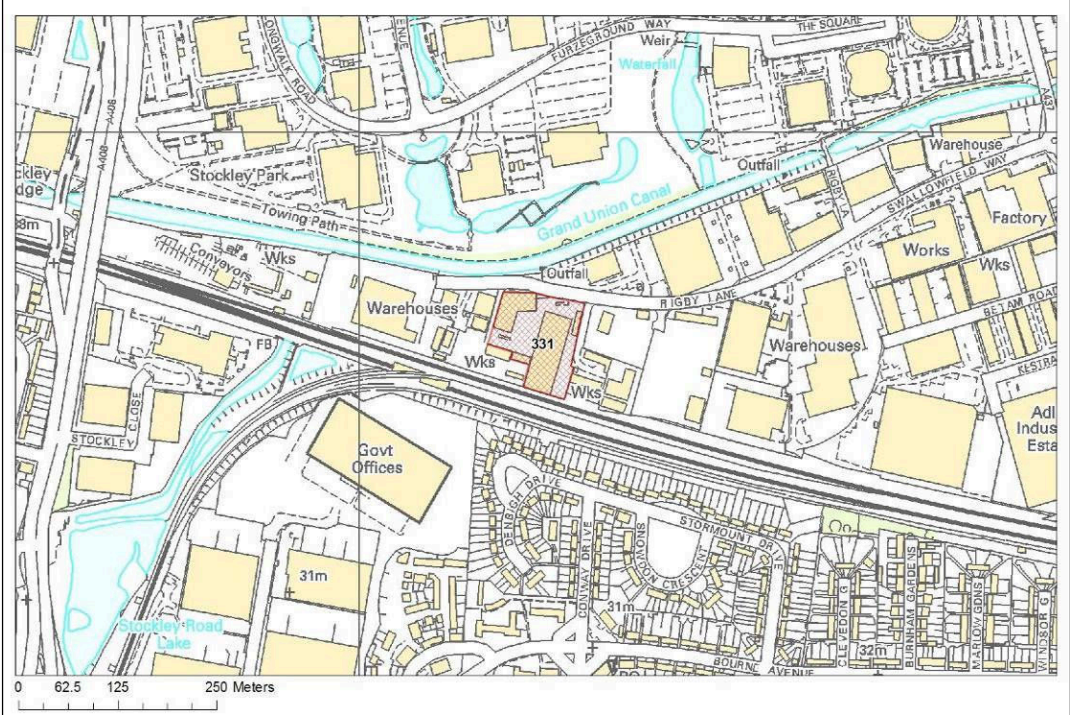
Site 309 Greenford Reuse & Recycling Site & Site 310 Greenford Depot, Greenford Road, Greenford, Ealing



Site 328 Quattro, Victoria Road, Park Royal, Ealing



Site 331 Rigby Lane Waste Transfer Station, Hayes, Hillingdon



Site 342 Twickenham Depot, Langhorn Drive, Twickenham, Richmond

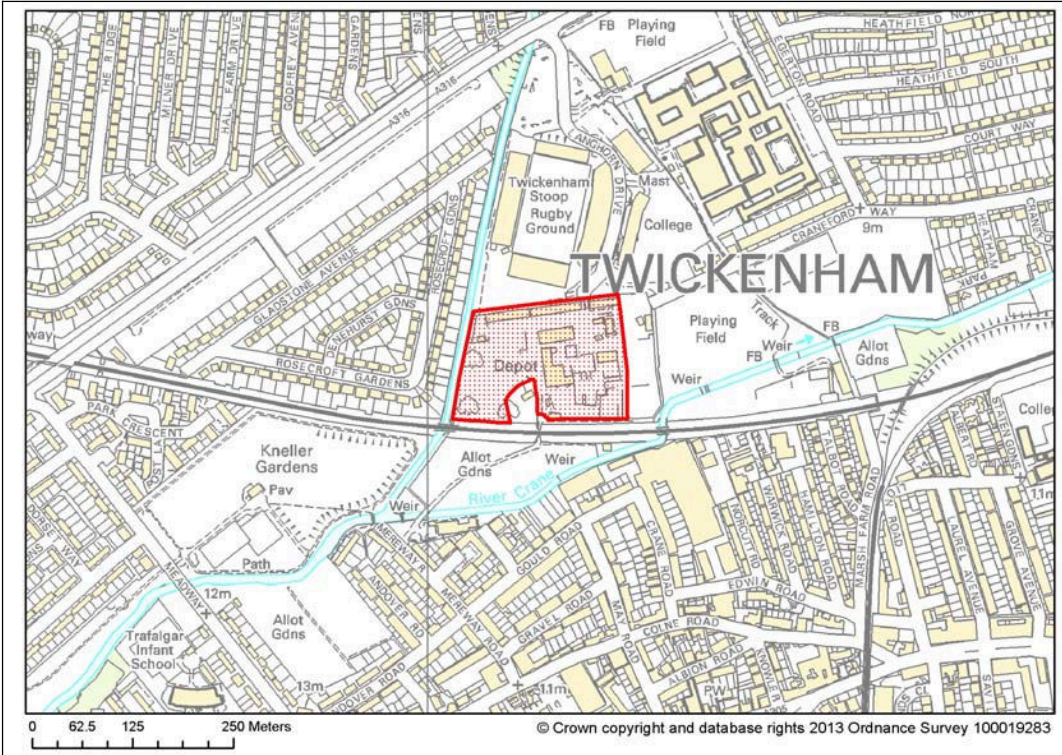
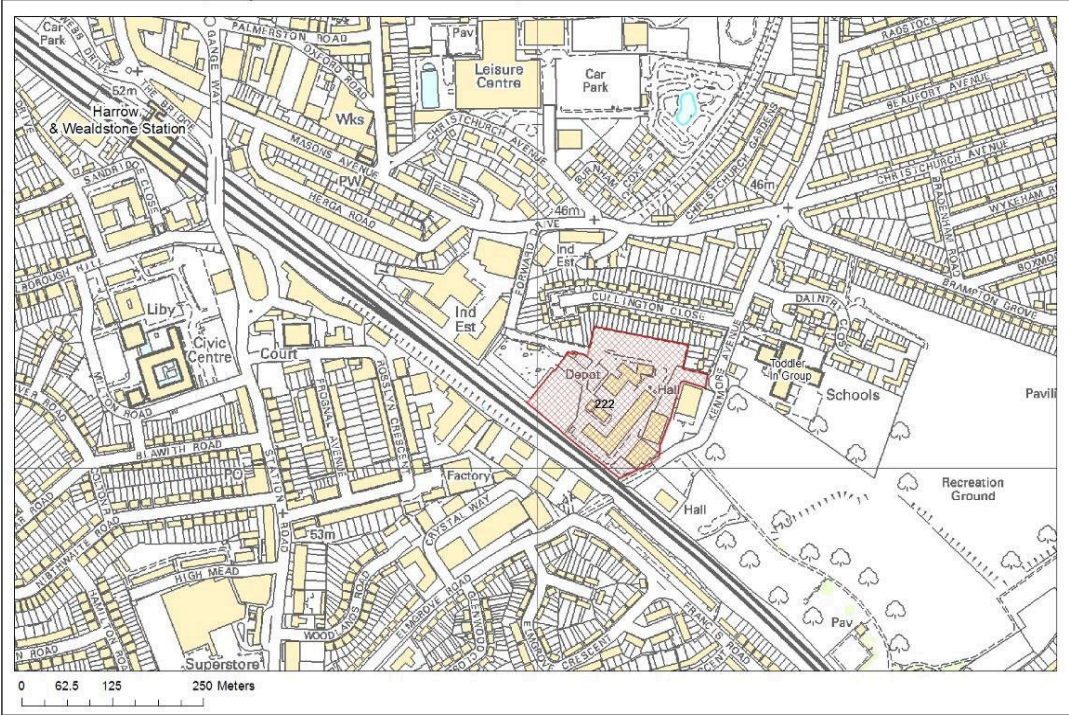


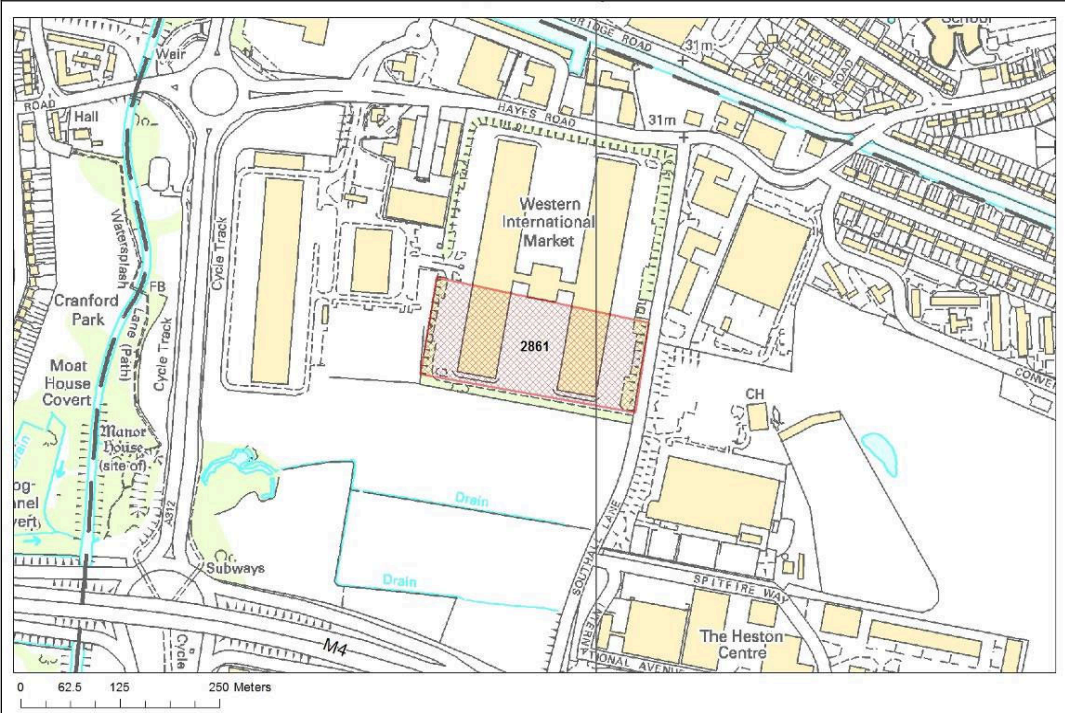
Table 5-2: Additional sites with opportunity for developing waste facilities

Site Number	Site Name	Site Area (ha)	Borough
222	Council depot, Forward Drive	1.83	Harrow
2861	Western International Market	3.20	Hounslow
Total		5.03	

Site 222 Council Depot, Forward Drive, Harrow



Site 2861 Western International Market, Hayes Road, Southall, Hounslow



6 West London Waste Plan Policies

6.1 Policy WLWP 1 – Safeguarding and Protection of Existing and Allocated Waste Sites

WLWP Policy 1 – Safeguarding and Protection of Existing and Allocated Waste Sites

Land accommodating existing waste management uses in West London will be protected for continued use for waste management, together with waste transfer and civic amenity sites required for the delivery of the West London Waste Authority's (WLWA) Municipal Waste Strategy.

Existing waste transfer sites which have been allocated as having the potential for redevelopment to waste management (Table 5-1) and new sites with potential for development for waste management facilities (Table 5-2) will also be safeguarded.

To ensure no loss in existing capacity, re-development of any existing waste management sites must ensure that the quantity of waste to be managed is equal to or greater than the quantity of waste which the site is currently permitted¹⁷ to manage, or that the management of the waste is being moved up the waste hierarchy.

Development for non-waste uses will only be considered on land in existing waste management use, waste transfer sites, civic amenity sites or land allocated in Table 5-2 if compensatory and equal provision of sites for waste, in scale and quality, is made elsewhere within the West London boroughs.

- 6.1.1 A list of all the sites that are in existing waste management use in the West London boroughs can be found in Appendix 1. All these sites are safeguarded in the Plan in accordance with Policy 5.17 G (a) and para 5.82 of the London Plan (2011). The safeguarded sites form an essential resource for dealing with waste within the Plan area and protection of these sites reduces the requirement for any additional sites.
- 6.1.2 The sites in Table 5.1 are those existing sites that the Plan considers have the potential for redevelopment for future waste purposes, including alternative forms of waste management that could result in waste moving up the hierarchy. Table 5.2 contains the list of additional sites that are allocated in the Plan for future waste facilities. The protection of these sites is required to ensure that the West London boroughs can comply with the apportionment requirement of the London Plan (2011).

¹⁷ "permitted" = granted planning permission

6.2 Policy WLWP 2 – Location of Waste Development

- 6.2.1 To ensure conformity with the London Plan (2011), the Plan identifies 15.47 ha of land for the development of waste management facilities to meet the pooled apportionment for the six west London boroughs up to 2031.
- 6.2.2 All existing waste management sites in the six boroughs, allocated transfer sites with potential for redevelopment, and new allocated sites are safeguarded for waste management uses under this Plan, unless an equal and compensatory and suitable, acceptable and deliverable site can be found, or there is an appropriate level of movement up the waste hierarchy.
- 6.2.3 The Plan identified the safeguarded existing sites and proposed new sites considered appropriate and suitable for waste management use as set out in Table 5-1 and Table 5.2. Policy WLWP 2 sets out the key criteria against which planning applications for waste facilities will be determined for the proposed sites.

WLWP Policy 2 – Location of Waste Development

Waste development proposals on existing waste management sites, waste transfer and civic amenity sites or sites listed in Table 5-2 will generally be supported, provided that the proposals comply with the other WLWP policies and the boroughs' adopted development plans.

Waste development on other sites may be permitted if the proposals comply with the other WLWP policies and the boroughs' adopted development plans, and:

- a. It can be demonstrated that the development is not suitable for, or cannot be delivered at any existing waste management sites, waste transfer sites, civic amenity sites or sites listed in Table 5-2;
- b. Identified sites have not come forward and it can be demonstrated that there is a shortfall in the waste management capacity required to meet the boroughs' joint apportionment target; and
- c. There is no adverse cumulative effect, when taken together with existing waste management facilities, on the well-being of the local community, including any significant adverse impacts against the WLWP sustainability objectives; and
- d. The proposed site meets the criteria set out in WLWP Policy 3.

6.3 Policy WLWP 3 – Ensuring High Quality Development

- 6.3.1 Modern waste management facilities should bring a benefit to the community and environment. Policy WLWP 3 provides a range of criteria to ensure developers consider and mitigate the impacts of their development on the environment, the community and the appearance of the local area. Developments should also comply with any borough Local Plans, Development Management Policy documents, Site Allocations and Area Action Plans.
- 6.3.2 As a general principle, all waste developments will be expected to complement the surrounding area and act as a good neighbour to all existing developments.
- 6.3.3 Noise, litter and all other emissions are expected to be adequately controlled so as not to cause any adverse impact on the surrounding area. Developers will be expected to submit details of proposed control measures with any planning application.
- 6.3.4 Developers will be expected to have actively considered innovative and sustainable design approaches to ensure that the development is in accordance with best practice and complements the local area in terms of topography, landscape and colour. A Design and Access statement should be submitted to set out matters which include how the facility complements the local area and ensure that there is no significant effect on existing transport facilities, Public Rights of Way, or public safety.
- 6.3.5 The road network within West London is regularly congested and therefore proposals must demonstrate active consideration of transport modes other than by road. There must not be any significant or unacceptable adverse impacts on the local road network or other road users, in terms of congestion or parking associated with the development. Proposals should demonstrate that adequate parking for all vehicles is available on site.
- 6.3.6 If the proposed waste development is required to have an Environmental Impact Assessment, then a Health Impact Assessment is also required.
- 6.3.7 The management of waste in accordance with the waste hierarchy is a key element of European, national and regional policy. West London boroughs support the increased management of wastes as far up the hierarchy as possible and each of the six boroughs has a commitment to waste minimisation and recycling/reuse. Waste minimisation is also an important issue to the residents and community within West London.
- 6.3.8 West London boroughs support the use of local, reclaimed, renewable, recycled and low environmental impact materials in construction and estate management. Their details should be considered and included within the sustainable design and construction statement. Materials should be sourced from within 100km from the site, where available and appropriate.

WLWP Policy 3 – Ensuring High Quality Development

All waste development proposals will be required to demonstrate, for both the construction and operational phases of the development, that:

- a. Development will be permitted only where it can be shown that unacceptable impact to local amenity will not arise from the construction and/or operation of a facility;
- b. Adequate means of controlling noise, vibration, dust, litter, vermin, odours, air and water-borne contaminants and other emissions are incorporated into the scheme;
- c. The development is of a scale, form and character appropriate to its location and incorporates a high quality of design, to be demonstrated through the submission of a Design and Access statement;
- d. Active consideration has been given to the transportation of waste by modes other than road, principally by water and rail;
- e. Transport directly and indirectly associated with the development will not exceed the capacity of the local road network or result in any significant adverse impact on the amenities of the area. Where necessary, this is to be demonstrated by a Transport Impact Assessment;
- f. The development makes a positive contribution to climate change adaptation and mitigation to be demonstrated through the submission of a Sustainable Design and Construction statement;
- g. An appropriate BREEAM¹⁸ or CEEQUAL¹⁹ rating will be achieved in order to comply with any adopted borough Development Plans;
- h. The development has no significant adverse effects on local biodiversity and it can be demonstrated that there will be no significant adverse impacts or effects on the integrity of an area designated under the “Habitats Directive”;
- i. There would not be a significant impact on the quality of surface and groundwater. The development should incorporate the principles of Sustainable Drainage Systems (SUDS) unless evidence is provided to justify alternative drainage methods;
- j. There will be no increased flood risk, either to the immediate area or indirectly elsewhere. Where necessary, this is to be demonstrated by a Flood Risk Assessment;

- k. Green Travel Plans have been considered, where appropriate.
- l. The site does not contain features, or will have a significant adverse effect on any heritage assets such as conservation areas, archaeological sites, listed buildings etc;
- m. There is no foreseeable adverse impact on health, and where necessary this is to be demonstrated by a Health Impact Assessment.

In addition:

- n. Adjacent development proposals which would prevent or prejudice the use of safeguarded sites for waste purposes will be resisted unless suitable alternative provision is made.
- o. Applications shall provide details of the management arrangements for residues arising from any waste management facility.

6.4 Policy WLWP 4 – Decentralised Energy

- 6.4.1 New waste management and recycling methods can offer more efficient use of resources than existing waste management methods. Waste facilities can also contribute to the provision of decentralised energy by providing heat and power for use in domestic and industrial processes.
- 6.4.2 The London Plan (2011) encourages boroughs to take opportunities for the development of combined heat and power technologies.

WLWP Policy 4 – Decentralised Energy

All waste facilities that are capable of directly producing energy or a fuel must secure, where reasonably practicable:

- a. The local use of any excess heat in either an existing heat network or through the creation of a new network;
- b. The use of biogas/syngas in Combined Heat and Power facilities, either directly through piped supply or indirectly through pressurisation and transport;
- c. The use of any solid recovered fuel in Combined Heat and Power facilities or as a direct replacement for fossil fuels in London; or
- d. Any other contribution to decentralised energy in London.

Where it is demonstrated that the provision of decentralised energy is not

economically feasible or technically practicable, the development shall not preclude the future implementation of such systems.

Energy from waste facilities will only be considered where it can be demonstrated that they are a recovery facility as defined in the Waste Framework Directive.

6.5 Policy WLWP 5 – Sustainable Site Waste Management

6.5.1 The management of waste in accordance with the waste hierarchy is a key element of European, national and regional policy. West London boroughs support the increased management of wastes as far up the hierarchy as possible and each of the six boroughs has a commitment to waste minimisation and recycling/reuse. Waste minimisation is also an important issue to the residents and community within West London.

6.5.2 West London boroughs support the use of local, reclaimed, renewable, recycled and low environmental impact materials in construction and estate management. Their details should be considered and included within the sustainable design and construction statement and the Site Waste Management Plans. Materials should be sourced from within 100km from the site, where available and appropriate.

WLWP Policy 5 – Sustainable Site Waste Management

To encourage sustainable waste management, waste management developments will be permitted where it can be demonstrated that:

- a. At least 10% of the materials or products used in the construction and/or operation of the development are re-used or recycled and sourced from within 100km from the site;
- b. Construction, demolition and excavation wastes are reused or recycled on site, where practicable and environmentally acceptable; and
- c. Construction phase Site Waste Management Plans are comprehensive and capable of being delivered.

6.6 Policy WLWP 6 – National Planning Policy Framework: Presumption in Favour of Sustainable Development

6.6.1 The National Planning Policy Framework 2012 introduced the presumption in favour of sustainable development which applies to waste development.

WLWP Policy 6 – National Planning Policy Framework: Presumption in Favour of Sustainable Development

When considering development proposals, boroughs will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. They will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this waste plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the borough will grant permission unless material considerations indicate otherwise – taking into account whether:

- a. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
- b. Specific policies in the NPPF indicate that development should be restricted.

7 Monitoring of the West London Waste Plan

7.1 Monitoring Mechanisms and Proposed Indicators

7.1.1 Once the West London Waste Plan is adopted, the implementation and effectiveness of its policies will be reported each year in each of the boroughs' Authority Monitoring Reports. Monitoring will involve the collation of data to allow the checking of progress against the Plan's objectives and implementation of the Plan's policies. For example, this mechanism will enable the West London boroughs to compare quantities of waste actually produced with those forecast and to monitor development on the sites identified in the Plan. The boroughs will then consider whether the allocation of sites is sufficient and whether the Plan needs reviewing.

7.1.2 The proposed indicators to be used to report progress for each borough and the six combined West London boroughs include:

- Quantity of each type of waste produced;
- Capacity (maximum permitted throughput in tonnes per annum) of new waste management facilities given planning permission in the previous year:
 - separately for MSW, C&I and CD&E
 - recycling and composting
 - other recovery
 - landfill;
- Additional waste management capacity (maximum permitted throughput in tonnes per annum) on:
 - sites allocated within the West London Waste Plan, and
 - non-allocated sites;
- Loss of capacity on:
 - sites identified as contributing to the London Plan (2011) apportionment
 - other sites;
- The quantity (maximum permitted throughput in tonnes per annum) of consented capacity that is actually active in any given year - active being accepting waste;
- The quantity (maximum permitted throughput in tonnes per annum) of consented capacity that is under construction in any given year;

- The quantity of municipal waste (tonnes) managed in the following ways:
 - Re-use;
 - recycling and composting;
 - other recovery;
 - landfilled;
- Comparison of municipal and commercial & industrial waste that is recovered compared with the apportionment targets set out in the London Plan (2011);
- Tonnage of construction, demolition and excavation waste managed, showing management method and whether management took place within or beyond the Plan area;
- The quantity of recycled aggregates produced in the Plan area;
- Tonnage of hazardous waste produced and managed, showing if management took place within or beyond the Plan Area;
- Amount of energy produced and delivered using waste as a fuel source; and
- Other indicators that may be decided to measure performance against policies and/or the Sustainability Indicators set out in the Sustainability Appraisal.

7.1.3 Where monitoring identifies that there is a major failure to meet the targets for waste management within the Plan area the six West London boroughs will seek to identify the reasons why this is occurring and take effective management measures to correct any problems.

7.1.4 Table 7-1 indicates how the policies of the Plan will be monitored.

Table 7-1 – Monitoring programme for the West London Waste Plan

WLWP Policy	Indicator	Reason	Delivery	Delivery Agency
Policy WLWP 1 & 2	Number and capacity of safeguarded sites and amount of any compensatory land provided	To ensure no loss of waste capacity in the West London area	The planning process	Local Authorities Waste industry Developers
Policy WLWP 3	Number, type and capacity of waste facilities approved and completed at safeguarded sites and new identified sites Impact of new sites	Compliance with sequential policy approach To ensure adequate waste capacity is being provided To ensure sites are	The planning process and combined private and public initiative to provide waste management	West London Waste Authority Waste industry

WLWP Policy	Indicator	Reason	Delivery	Delivery Agency
	measured using: 1. Number of sites failing to comply with any relevant environmental permit 2. Number of enforcement complaints breaches of conditions	not causing harm to the environment or communities.	developments	
Policy WLWP 4	Amount of energy produced and delivered	To ensure compliance with the aims of the London Plan (2011) and required carbon savings	Through the planning process	Local Authorities Waste industry Developers
Policy WLWP 5	Amount of construction waste sent to landfill	Reduce amount of waste sent to landfill	Use of Site Waste Management Plans; monitoring and enforcement of these and planning conditions	Developers West London Boroughs
Policy WLWP 6	The success of the implementation of Policy 6 will be dependent on the success of implementation of all other policies	To ensure compliance with the NPPF	Through the planning process	Developers West London Boroughs

7.2 Review of the West London Waste Plan

7.2.1 The Plan will be reviewed at least every five years following its adoption. In part this is to ensure that the Plan is still meeting the apportionment requirements of the London Plan (2011) and to take into account any changes to waste management capacity and the need for the identified sites.

8 Glossary

Term/Acronym	Definition
Anaerobic Digestion (AD)	A process whereby biodegradable material is broken down in the absence of air (oxygen). Material is placed into a closed vessel and in controlled conditions it breaks down into digested material and biogas.
Apportionment	Please see 'London Plan (2011) Apportionment'.
Area Action Plan	Type of Local Development Document focused on a specific location or area which guides development and improvements. It forms one component of a Local Plan.
Autoclave	A method of sterilisation. Waste is loaded into a rotating sealed cylinder and the biodegradable fraction of this waste is then broken down by steam treatment into a homogeneous organic 'fibre'.
Biodegradable	Biodegradable materials are generally organic, such as plant and animal matter and other substances originating from living organisms. They can be chemically broken down by naturally occurring micro-organisms into simpler compounds. Waste which contains organic material can decompose producing bio-gas and other by-products.
Biodegradable Municipal Waste (BMW)	Waste from households that is capable of undergoing natural decomposition such as paper and cardboard, garden and food waste. Typically BMW makes up around 68% of residual municipal solid waste (MSW).
Civic Amenity Site (CAS)	Facilities where members of the public can bring a variety of household waste for recycling or disposal. Materials accepted include, for example: paper, plastic, metal, glass and bulky waste such as tyres, refrigerators, electronic products, waste from DIY activities and garden waste. These sites are also known as 'HWRCs' (Household Waste Recycling Centres), or 'RRCs' (Reuse and Recycling Centres).
Climate Change	Regional or global-scale changes in historical climate patterns arising from natural and/or man-made causes that produce an increasing mean global surface temperature.
Clinical Waste	Waste arising from medical, nursing, veterinary, pharmaceutical, dental or related practices, where risk of infection may be present.
Combined Heat and Power (CHP)	The combined production of heat (usually in the form of steam) and power (usually in the form of electricity). The heat can be used as hot water to serve a district-heating scheme.
Commercial Waste	Waste produced from premises used solely or mainly, for the purpose of a trade or business or for sport, recreation or entertainment.

Term/Acronym	Definition
Commercial and Industrial Waste (C&I)	Waste arising from business and industry. Industrial waste is waste generated by factories and industrial plants. Commercial waste is waste produced from premises used solely or mainly, for the purpose of a trade or business or for sport, recreation or entertainment and arising from the activities of traders, catering establishments, shops, offices and other businesses. Commercial and Industrial waste may, for example, include food waste, packaging and old computer equipment.
Composting	A biological process which takes place in the presence of oxygen (i.e. it is aerobic) in which organic wastes, such as garden and kitchen waste are converted into a stable granular material. This material (compost) can be applied to land to improve soil structure and enrich the nutrient content of the soil.
Construction, Demolition and Excavation Waste (CD&E)	Waste arising from the construction, maintenance, repair and demolition of roads, buildings and structures. It is mostly composed of concrete, brick, stone and soil, but can also include metals, plastics, timber and glass. Generally collected in skips.
Department for Communities and Local Government (DCLG)	The government department with overall responsibility for, amongst other things, the planning system.
Department for the Environment Food and Rural Affairs (DEFRA)	Government department with national responsibility for waste management policy amongst other things.
Development Management Document	A set of criteria-based policies in accordance with the Local Plan, against which planning applications for the development and use of land and buildings will be considered. Also known as Site Development Policies.
Energy from Waste (EfW)	Energy that is recovered through thermally treating waste. EfW is also used to describe some thermal waste treatment plants.
Energy Recovery	The combustion of waste under controlled conditions in which the heat released is recovered to provide hot water and steam (usually) for electricity generation (see also Recovery).
Environment Agency (EA)	Environmental regulatory authority formed in 1996, combining the functions of the former National Rivers Authority, Waste Regulation Authorities and Her Majesty's Inspectorate of Pollution.
European Waste Catalogue ²⁰ (EWC)	All wastes are categorised using a 6 digit code which identifies the source of the waste. For example, EWC code 20.01.01 is paper and cardboard, separately collected from municipal waste, whereas 20.03.01 is mixed municipal waste.
Environmental Permit (EP)	A permit issued by the Environment Agency to regulate the operation of a waste management activity. Formerly known as a Waste Management Licence.

Term/Acronym	Definition
Examination	Presided over by an Inspector or a Panel of Inspectors appointed by the Secretary of State; this can consist of hearing sessions, or consideration of written representations to consider whether the policies and proposals of the local planning authority's Local Development Documents are sound. Only persons who have made representations seeking change to a Local Development Document at the submission stage are entitled to an oral hearing at the examination.
Gasification	The thermal breakdown of organic material by heating waste in a low oxygen atmosphere to produce a gas. This gas is then used to produce heat/electricity.
Greater London Authority (GLA)	Strategic citywide government for London. It is made up of a directly elected Mayor – the Mayor of London – and a separately elected Assembly – the London Assembly.
Green Belt	A planning designation to check the unrestricted sprawl of large built-up areas; to prevent neighbouring towns from merging into one another; to assist in safeguarding the countryside from encroachment; to preserve the setting and special character of historic towns; and to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.
Green Waste	Organic waste from households, parks, gardens, wooded and landscaped areas such as tree prunings, grass clippings, leaves etc.
Greenhouse Gas	A gas in the Earth's atmosphere that traps heat and can contribute to global warming. Examples include carbon dioxide and methane.
Ha	Hectare (10,000m ² of area, which is equivalent to 2.47 acres).
Habitat Directive Assessment	This is a requirement of the European Habitats Directive. Its purpose is to assess the impacts of plans and projects on internationally designated sites and nature conservation sites.
Hazardous Waste	Waste that contains potentially damaging properties which may make it harmful to human health or the environment. It includes materials such as asbestos, fluorescent light tubes and lead-acid batteries. The European Commission has issued a Directive on the controlled management of hazardous waste; wastes are defined as hazardous on the basis of a list created under that Directive.
Household Waste	Waste from a private dwelling or residential house or other such specified premises, and includes waste taken to household waste recycling centres.
Household Waste Recycling Centre (HWRC)	Facilities to which the public can bring household waste, such as bottles, textiles, cans, paper, green waste and bulky household items/waste for free disposal.

Term/Acronym	Definition
Incineration	The burning of waste at high temperatures in the presence of sufficient air to achieve complete combustion, either to reduce its volume (in the case of municipal solid waste) or its toxicity (such as for organic solvents). Municipal solid waste incinerators can recover power and/or heat. Incinerators are often referred to as EfW (energy from waste) plants.
Industrial Business Park (IBP)	Strategic employment location designed to accommodate general industrial, light industrial and research and development uses that require a higher quality environment and less heavy goods access than a Preferred Industrial Location.
Industrial Waste	Waste from a factory or industrial process.
Inert Waste	Waste that is not active – it does not decompose or otherwise change.
In-vessel Composting (IVC)	Shredded waste is placed inside a chamber or container through which air is forced. This speeds up the composting process. It is a controlled process and is capable of treating both food and green waste by achieving the required composting temperatures. It is also known as enclosed composting.
Joint Municipal Waste Management Strategy (JMWMS)	The development of a Municipal Waste Management Strategy is a dynamic process and results in a clear framework for the management of municipal waste, and waste from other sectors as appropriate. It sets out how authorities intend to optimise current service provision as well as providing a basis for any new systems or infrastructure that may be needed. The Strategy should act as an up to date, regularly reviewed, route-map for further investment.
Kerbside Collection	Any regular collection of recyclables from premises, including collections from commercial or industrial premises as well as from households. Excludes collection services delivered on demand.
ktpa	Kilo-tonnes per annum (a kilo-tonne is 1,000 tonnes).
Landfill	The deposit of waste onto and into land, in such a way that pollution or harm to the environment is prevented and, through restoration, to provide land which may be used for another purpose.
Local Development Document (LDD)	Formerly known as ‘Development Plan Documents’, Local Development Documents are statutory documents prepared under the Planning and Compulsory Purchase Act 2004, which set out the spatial planning strategy and policies for an area. They have the weight of development plan status and are subject to community involvement, public consultation and independent examination.
Local Development Framework (LDF)	LDFs are now referred to as Local Plans. Formerly a portfolio of local development documents that provides the framework for delivering the spatial planning strategy and policies for an area.

Term/Acronym	Definition
Local Development Scheme (LDS)	A document setting out the local planning authority's intentions for its Local Development Framework; in particular, the Local Development Documents it intends to produce and the timetable for their production and review.
Local Plan	A Local Development Document (formerly known as a Core Strategy) which provides a written statement of the policies for delivering the spatial strategy and vision for a borough, supported by a reasoned justification.
London Plan (2011)	This is the Spatial Development Strategy for London. This document was produced by the Mayor of London to provide a strategic framework for the boroughs' Local Plans. It was first published in February 2004 and alterations have since been published in September 2006, September 2007, February 2008 and July 2011. It has the status of a development plan under the Planning & Compulsory Purchase Act 2004.
London Plan (2011) Apportionment	Allocates to each individual borough a given proportion of London's total MSW and C&I waste (expressed in tonnes) for which sufficient sites for managing and processing waste must be identified within their Local Plans.
Materials Recycling Facility or Materials Recovery Facility (MRF)	A special sorting 'factory' where mixed recyclables are separated into individual materials prior to despatch to reprocessors who prepare the materials for manufacturing into new recycled products.
Mechanical Biological Treatment (MBT)	A combination of mechanical separation techniques and biological treatment – either aerobic or anaerobic, or a combination of the two, which are designed to recover value from and/or treat fractions of waste.
Mechanical Heat Treatment (MHT)	A combination of mechanical and heating techniques which are designed to sterilise, stabilise and treat waste and recover value from it.
Municipal Solid Waste (MSW)	Any waste collected by or on behalf of a local authority. For most local authorities the vast majority of this waste is from the households of their residents. Some is from local businesses and other organisations such as schools and the local authority's own waste.
Planning Policy Statement 10 (PPS10)	Guidance document produced by central government relating to 'Planning for Sustainable Waste Management' which sets out a number of key concepts which should be considered and statutory requirements of local and regional planning policy documents.
Preferred Industrial Location (PIL)	Strategic employment site normally suitable for general industrial, light industrial and warehousing uses.
Proposals Map	A map showing the location of the sites identified in the Plan

Term/Acronym	Definition
Pyrolysis	The heating of waste in a closed environment, in the absence of oxygen, to produce a secondary fuel product.
Railhead	This is a terminus of a railway line that interfaces with another transport mode e.g. road network.
RAMSAR	Sites which are wetlands of international importance designated under the Ramsar Convention.
Recovery	The process of extracting value from waste materials, including recycling, composting and energy recovery.
Recycling	Recovering re-usable materials from waste or using a waste material for a positive purpose.
Refuse Derived Fuel (RDF)	Material produced from waste that has undergone processing. Processing can include separation of recyclables and non-combustible materials, shredding, size reduction, and pelletising. The resulting materials can be used as fuel.
Residual waste	Residual waste refers to the material that remains after the process of waste treatment has taken place that cannot practicably be recycled, re-used, composted or recovered any further.
Re-use	The re-use of materials in their original form, without any processing other than cleaning and/or small repairs.
Re-use and Recycling Centre (RRC)	Facilities to which the public can bring household waste, such as bottles, textiles, cans, paper, green waste and bulky household items/waste for free disposal.
Scoping	The process of deciding the scope and level of detail of the strategic environmental assessment (SEA) or environmental impact assessment (EIA) which might be required to support a planning application.
Section 106 Agreement	A legal agreement between the planning authority (borough) and the developer, linked to a planning permission, which requires the developer to carry out works to offset the potential impacts of their development or to benefit the local community.
Self-sufficiency	Dealing with wastes within the administrative region where they are produced.
Site Development Policies	A set of criteria-based policies in accordance with the Local Plan against which planning applications for the development and use of land and buildings will be considered. To set out all qualifying site allocations other than those contained in Area Action Plans.
Site of Special Scientific Interest (SSSI)	A specifically defined area which protects ecological or geological features.
Site Waste Management Plan (SWMP)	A detailed plan setting out how waste will be managed during a construction project. This is a legal requirement for most construction projects.

Term/Acronym	Definition
Solid Recovered Fuel (SRF)	These are solid fuels (also known as 'Refuse Derived Fuels' – RDF) prepared from non-hazardous waste to be used for energy recovery.
Sound (Soundness)	According to the NPPF, for a plan to be “sound” it should be positive, justified, effective and consistent with national policy. “Justified” means that the document must be founded on a robust and credible evidence base and must be the most appropriate strategy when considered against the reasonable alternatives. “Effective” means that the document must be deliverable, flexible, and able to be monitored (see para. 1.6.4).
Spatial Planning	Spatial Planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.
Special Protection Areas (SPA)	An SSSI which is considered to be of international importance designated under the EC Directive on the Conservation of Wild Birds.
Statement of Community Involvement (SCI)	A statement of a local authority’s policy for involving the community in preparing and revising local development documents and for consulting on planning applications.
Strategic Employment Locations (SELs)	These comprise Preferred Industrial Locations, Industrial Business Parks and Science Parks and exist to ensure that London provides sufficient quality sites, in appropriate locations, to meet the needs of the general business, industrial and warehousing sectors.
Strategic Environmental Assessment (SEA)	A system of incorporating environmental considerations into policies, plans and programmes. It is sometimes referred to as Strategic Environmental Impact Assessment and is a legally enforced assessment procedure required by European Directive 2001/42/EC.
Sub-Regions	Sub-regions are the primary geographical features for implementing strategic policy at the sub-regional level.
Sustainable Waste Management	Using material resources efficiently to cut down on the amount of waste we produce and, where waste is generated, dealing with it in a way that actively contributes to economic, social and environmental goals of sustainable development.
Sustainability Appraisal (SA)	A formal process and statutory requirement which analyses and evaluates the environmental, social and economic impacts of a plan or programme.
Sustainability Appraisal Commentary	A commentary report that raises sustainability issues relating to the Issues and Options report.

Term/Acronym	Definition
Transport for London (TfL)	An integrated body responsible for London's transport system. The primary role of TfL, which is a functional body of the Greater London Authority, is to implement the Mayor of London's Transport Strategy and manage transport services across London.
Thermal Treatment	Treatment of waste using heat e.g. incineration, pyrolysis, gasification, etc.
tpa	Tonnes per annum.
Unitary Development Plan (UDP)	A type of development plan introduced in 1986, which was replaced by Local Development Frameworks, which in turn have been replaced by Local Plans.
Waste Arisings	The amount of waste generated in a given locality over a given period of time.
Waste Collection Authority (WCA)	Organisation responsible for collection of household wastes e.g. your local council.
Waste Local Plan (WLP)	Planning document which provides a basis for the provision of waste management infrastructure in a sub-region e.g. the West London Waste Plan (see 'West London Waste Plan').
Waste Disposal Authority (WDA)	Organisation responsible for disposing of municipal waste. For West London this is the West London Waste Authority (WLWA).
Waste Hierarchy	An order of waste management methods, enshrined in European and UK legislation, based on their predicted sustainability. The hierarchy is summarised as "reduce (prevent), re-use, recycle/compost, recover, dispose".
Waste Management Capacity	The amounts of waste currently able to be managed (recycled, composted or recovered) by waste management facilities within a given area.
Waste Management Licence (WML)	The licence required by anyone who proposes to deposit, recover or dispose of controlled waste. These are now known as Environmental Permits.
Waste Minimisation	Reducing the volume of waste that is produced. This is at the top of the Waste Hierarchy.
Waste Planning Authority (WPA)	Local authority responsible for waste planning. In West London the six boroughs are the Waste Planning Authority for their respective areas.
Waste Transfer Station	A facility where waste is delivered for sorting prior to transfer to another place e.g. landfill.
West London Waste Authority (WLWA)	West London's statutory waste disposal authority. The WLWA's main function is to arrange the disposal of waste collected by its six constituent boroughs.

Term/Acronym	Definition
West London Waste Plan (WLWP)	The Waste Local Development Document being produced for West London (see 'Waste Local Plan').

9 Appendices

Appendix 1: Existing Waste Sites in West London

Appendix 2: Supporting Assessments

Appendix 3: General Waste Treatment Facility descriptions

Appendix 4: Borough waste arisings and apportionments

Appendix 1 – Existing Waste Sites in West London

Operator Name	Facility Name	Site Activity	Borough	Counted Against Apportionment?
Ace Waste Haulage Ltd	Neasden Goods Yard	CDE Waste Processing/ Transfer	Brent	
G. Pauncefort	Steele Road, London	CDE Waste Processing/ Transfer	Brent	
X - Bert Haulage Ltd.	Neasden Goods Yard	CDE Waste Processing/ Transfer	Brent	
X- Bert Haulage Ltd (Glynn Skips)	Fifth Way, Wembley	CDE Waste Processing/ Transfer	Brent	
Biffa Waste Services Ltd	Wembley Transfer Station & Recycling Facility	MSW&C&I Waste Processing/ Transfer	Brent	✓
Seneca Environmental Solutions Ltd	Hannah Close, Neasden	MSW&C&I Waste Processing/ Transfer plus biomass CHP	Brent	✓
Veolia	Veolia Transfer Station, Marsh Road	MSW&C&I Waste Processing/ Transfer	Brent	✓
WLWA	Twyford Waste Transfer Station	MSW&C&I Waste Processing/ Transfer	Brent	✓
Metal & Waste Recycling Ltd	Mitre Works, Neasden Goods Yard	Metal Recycling & Vehicle Depollution	Brent	✓
Brent Oil Contractors Ltd.	Fourth Way Waste Transfer Facility	Oil Reclamation Facility	Brent	✓
Wembley Car Breakers	Edwards Yard Mount Pleasant	Vehicle Depollution	Brent	✓
London Borough Of Ealing Council	Acton Waste & Recycling Centre	Civic Amenity Site	Ealing	✓
London Borough of Ealing	Greenford Reuse & Recycling Site,	Civic Amenity Site	Ealing	✓
O C S Group U K Ltd.	Unit 2 & Yard, Sovereign Park, Park Royal Site	Clinical Waste Transfer	Ealing	✓
Yeoman Aggregates Ltd	Stone Terminal, Acton	CDE Waste Processing	Ealing	
Quattro (UK) Ltd	Victoria Road, Park Royal	CDE Waste Processing/	Ealing	

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Operator Name	Facility Name	Site Activity	Borough	Counted Against Apportionment?
		Transfer		
Bridgemart Ltd (Gowing & Pursey)	Atlas Wharf	CDE Waste Processing/ Transfer	Ealing	
Bridgemart Ltd (Gowing & Pursey)	Horn Lane Waste Transfer Station	CDE Waste Processing/ Transfer	Ealing	
Iver Recycling (U K) Ltd	British Rail Goods Yard, Greenford	CDE Waste Processing/ Transfer	Ealing	
D B Schenker Rail (UK) Ltd.	Willesden Freight Terminal	Waste Transfer	Ealing	
Environmental Tyre Disposals Ltd	Chase Road, Park Royal	C&I Waste Processing	Ealing	✓
London Borough Of Richmond	Greenford Depot, Greenford Road,	MSW&C&I Waste Processing/ Transfer	Ealing	✓
London Auto Parts Ltd	Alperton Lane, Wembley	Metal Recycling	Ealing	✓
London Borough of Harrow	Forward Drive C A Site, Harrow	Civic Amenity Site	Harrow	✓
Metronet Rail B C V Ltd	Ruislip Underground Depot	CDE Waste Transfer	Harrow	
Paxton Recycling	Barratt Way, Wealdstone	MSW&C&I Waste Processing/ Transfer	Harrow	✓
R J Gower & G G Gower	Roxeth Green Avenue, South Harrow	Metal Recycling	Harrow	✓
Harrow Breakers	Pinner View, Harrow	Vehicle Depollution	Harrow	✓
Powerday Plc	Yiewsley Rail Sidings, Temporary H W R C	Civic Amenity Site	Hillingdon	
SRCL Ltd	Hillingdon Hospital	Clinical Waste Incinerator	Hillingdon	✓
Personnel Hygiene Services Ltd	Pump Lane Ind. Estate, Hayes	Clinical Waste Transfer	Hillingdon	✓
Country Compost Ltd	Crows Nest Farm, Harefield	Composting	Hillingdon	✓
West London Composting Ltd	High View Farm, Harefield	Composting	Hillingdon	✓
West London Composting Ltd	Pylon Farm, Harefield	Composting	Hillingdon	✓
A & A Recycling Ltd	Wallingford Road, Uxbridge	CDE Waste Processing/ Transfer	Hillingdon	
Bridgemart Ltd (Gowing & Pursey)	Civic Way, Waste Transfer Station	CDE Waste Processing/	Hillingdon	

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Operator Name	Facility Name	Site Activity	Borough	Counted Against Apportionment?
		Transfer		
Envirowayste (London) Ltd	Trout Lane Depot, West Drayton	CDE Waste Processing/ Transfer	Hillingdon	
Heathrow Airport Ltd	Cranford Lane T S, Heathrow	CDE Waste Processing/ Transfer	Hillingdon	
P G Allen	Allens Yard, Hayes	CDE Waste Processing/ Transfer	Hillingdon	
Uxbridge Skip Hire Ltd	Harvil Road, Harefield	CDE Waste Processing/ Transfer	Hillingdon	
Iver Recycling (UK) Ltd.	Holloway Lane Materials Recycling Facility	CDE Waste Processing/ Transfer	Hillingdon	
L J Grundon & Sons Ltd	High View Farm, Harefield	CDE Waste Processing/ Transfer	Hillingdon	
Hep Oils	Waybeards Farm, Harefield	Oil Reclamation Facility	Hillingdon	✓
Kershire Ltd	Station Goods Yard, West Ruislip	MSW&C&I Waste Processing/ Transfer	Hillingdon	✓
London Borough Of Hillingdon	New Years Green Lane Civic Amenity Site	Civic Amenity Site	Hillingdon	✓
West London Waste Authority	Victoria Road Waste Transfer Station, South Ruislip	MSW&C&I Waste Transfer	Hillingdon	
Balfour Beatty Rail Projects Ltd.	Ruislip Depot Hazardous Waste Containment Bay	Hazardous Waste Transfer	Hillingdon	
Powerbuild Ltd.	Downes Barns Farm Golf Course, Northolt	Land Recovery	Hillingdon	
B F A Recycling Ltd	New Years Green Lane, Harefield	Metal Recycling	Hillingdon	✓
SITA Wastecare Ltd	Rigby Lane Waste Transfer Station	Metal Recycling	Hillingdon	Inactive
Johal Mya Waste Management Ltd.	Wallingford Road Recycling Facility	MSW&C&I Waste Processing/ Transfer	Hillingdon	✓
Car Spares of West Drayton Ltd	Riverside Cottages, West Drayton	Vehicle Depollution	Hillingdon	✓
London Borough Of Harrow Council	Space Way Civic Amenity Site	Civic Amenity Site	Hounslow	✓
Heathrow Airport Ltd	Heathrow Airport Camp 4	Composting	Hounslow	✓
London Borough Of Harrow Council	Bridge Road Depot, Pears Road	CDE Waste Transfer	Hounslow	

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Operator Name	Facility Name	Site Activity	Borough	Counted Against Apportionment?
Fowles Crushed Concrete Ltd	Bedfont Trading Estate, Feltham	CDE Waste Treatment	Hounslow	
Quattro (UK) Ltd	British Rail Goods Yard, Brentford	CDE Waste Processing/ Transfer	Hounslow	
Day Group Ltd	Brentford Aggregate Materials Recycling Facility	CDE Waste, MSW & C&I Processing	Hounslow	✓(MSW/C&I only)
Ron Smith (Recycling) Ltd	St Albans Farm Recycling Facility, Feltham	CDE Waste Processing/ Metal Recycling	Hounslow	✓(Metal only)
Rentokil Initial Services Ltd	Brentford Service Centre, West Cross Ind Park	Clinical Waste Transfer	Hounslow	✓
Veolia E S Cleanaway (UK) Ltd	Bedfont Way, Feltham	General Waste Transfer	Hounslow	Inactive
West London Waste Authority	Transport Avenue Transfer Station, Brentford	MSW & C&I Waste Transfer & Civic Amenity Site	Hounslow	✓(CA only)
Hounslow Homes Ltd	Ashmead Road Depot	Hazardous waste transfer	Hounslow	
Mayer Parry Recycling Ltd	Transport Avenue, Brentford	Metal Recycling	Hounslow	✓
Thames Water Utilities Ltd	Mogden Sewage Treatment Works, Isleworth	Sewage Treatment	Hounslow	
Goldstar Commercials	North Feltham Trading Est., Feltham	Vehicle Depollution	Hounslow	✓
Whitton Salvage	Kneller Road, Whitton	Vehicle Depollution	Hounslow	✓
Thames Water Utilities Ltd	Kew Biomethane Plant	Biomethane Plant	Richmond	
London Borough Of Richmond	Townmead Civic Amenity Site, Kew	Civic Amenity Site	Richmond	✓
The Royal Botanic Gardens	The Royal Botanic Gardens, Kew	Composting	Richmond	✓
London Borough Of Richmond	Twickenham Depot	CDE Waste Transfer	Richmond	
Oakland Golf & Leisure Ltd.	Richmond Park Golf Club	Land Recovery	Richmond	
Sharpes Recycle Oil Ltd.	Arlington Oil Reclamation Facility, Twickenham	Oil Reclamation Facility	Richmond	✓

Appendix 2 - Supporting Assessments

Strategic Flood Risk Assessment

The Strategic Flood Risk Assessment (SFRA) was undertaken to ensure that flood risk is considered as part of the spatial planning process. As required by the National Planning Policy Framework, 2012, we have used the findings of the Strategic Flood Risk Assessment on regional and local flood risk issues in the assessment of sites suitable for waste management.

Equalities Impact Assessment

The Equalities Impact Assessment (EqIA) was undertaken to ensure that the West London Waste Plan does not discriminate against specific target groups. The Equalities Impact Assessment of the Issues and Options identified the options that may have a negative impact on certain target groups. Since the development of the Plan's policies, a further assessment has been undertaken and suggested mitigation has been incorporated into the Plan and Sustainability Appraisal Report. We have taken this into account when developing the Proposed Sites and Policies to ensure that no target group experiences a high level negative impact from the West London Waste Plan. The EqIA will be published alongside the draft Proposed Submission Version of the Plan.

Habitats Regulations Assessment

The Habitats Regulations Assessment relates to Natura 2000 sites designated under the European Habitats and Birds Directives²¹.

In October 2009 a screening exercise was carried out to determine the need for a Habitat Directive Assessment of the potential impacts of the West London Waste Plan's Issues and Options upon any European designated site located within 10 km of the six West London boroughs. The report concluded that some of the Issues and Options had the potential to impact the Natura 2000 sites identified, and that an Appropriate Assessment and ascertainment of the effect on site integrity was required. A further screening exercise was undertaken to determine whether any of the recently developed policies are likely to trigger the need for a full Habitats Directive Assessment of the Plan, in compliance with the EC Habitats Directive.

The Plan policies have now been updated to incorporate the recommendations from the Habitats Regulations Assessment Screening. The Screening Report therefore concludes that the Plan is unlikely to have an adverse effect on the qualifying features of any Natura 2000 sites and therefore no further work is required.

The Strategic Flood Risk Assessment, Equalities Impact Assessment and Habitats Directive Screening Assessment can be found at <http://www.wlwp.net/>.

Appendix 3: General Waste Treatment Facility Descriptions

Facility type	General Description	General Appearance
Anaerobic Digestion	Anaerobic Digestion is only suitable for organic wastes such as food and garden waste. The waste is enclosed in tanks without oxygen and digested to produce a biogas which can be used as a fuel. A sludge is also produced which can be composted and used on land.	Large industrial tanks and warehouse-type buildings.
Composting	Composting facilities are generally enclosed in special units to minimise odours. Enclosed composting units can compost food and garden waste collected from homes and businesses.	Generally housed inside warehouse type buildings.
Gasification/ Pyrolysis/Autoclave	Advanced thermal treatment technologies are methods of breaking down waste using heat, to produce heat and power. Gasification uses a little oxygen to break the waste down whereas pyrolysis does not use any oxygen. Such methods give more control over the process and reduce emissions. Autoclaving involves 'cooking' the waste with steam to separate materials to produce recyclables and fuel.	Industrial type buildings, normally with a low chimney.
Materials Recovery Facility (MRF)	A facility that sorts recyclable material collected from households or businesses into separate materials. The materials are then sent for reprocessing into useful materials or products.	Consists of mechanical sorting equipment and conveyor belts. Normally housed inside a warehouse type building.
Mechanical Biological Treatment (MBT)	MBT is generally used to treat residual waste biologically and mechanically. This separates the materials suitable for recycling from an organic fraction which may be used as a fuel or can be composted.	Generally housed inside warehouse type buildings.
Recycling and Reuse Centre (RRC)	Site for the public to take recyclable and general waste to. The sites normally consist of skips and containers for a wide range of different materials, encouraging recycling.	Open facilities with accessible waste containers.

Appendix 4: Borough Waste Arisings and Apportionments

Waste arising figures –London Plan (2011)

Borough	2011		2016		2021		2026		2031	
	MSW	C&I	MSW	C&I	MSW	C&I	MSW	C&I	MSW	C&I
Brent	136	202	143	200	149	199	156	196	161	194
Ealing	158	232	164	219	170	211	176	209	181	207
Harrow	120	143	123	139	126	136	129	134	131	133
Hillingdon	152	336	157	335	162	338	167	341	171	348
Hounslow	132	231	136	223	140	215	144	212	147	211
Richmond	100	143	103	142	105	141	107	141	109	143
Totals	798	1,287	826	1,258	852	1240	879	1,233	900	1,236

All figures are in a 1000 tonnes. MSW = Municipal Solid Waste C&I = Commercial and Industrial Waste

Waste apportionment figures –London Plan (2011)

Borough	2011		2016		2021		2026		2031	
	MSW	C&I	MSW	C&I	MSW	C&I	MSW	C&I	MSW	C&I
Brent	90	160	109	174	130	190	152	207	175	225
Ealing	114	202	138	221	165	241	193	262	221	286
Harrow	57	101	69	110	82	120	96	131	111	143
Hillingdon	96	170	116	186	139	202	162	220	186	240
Hounslow	92	165	112	179	134	195	157	213	180	232
Richmond	56	100	68	109	81	119	95	129	109	141
Totals	505	898	612	979	731	1067	855	1162	982	1267

All figures are in a 1000 tonnes. MSW = Municipal Solid Waste C&I = Commercial and Industrial Waste

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ESTABLISHMENT OF HILLINGDON SAFER NEIGHBOURHOOD BOARD

Cabinet Member	Councillor Douglas Mills
Cabinet Portfolio	Community, Commerce and Regeneration
Officer Contact(s)	Ed Shaylor, Residents Services
Papers with report	Terms of Reference for Hillingdon Safer Neighbourhood Board

1. HEADLINE INFORMATION

Summary	All London boroughs are expected to establish (by 1 st April 2014) a Safer Neighbourhood Board, which will be the means by which the Mayor of London holds Borough Police Command Units to account and provides support and oversight to related community engagement activities.
Contribution to our plans and strategies	Safer Hillingdon
Financial Cost	To be contained within existing budgets
Relevant Scrutiny Committee	Corporate Services and Partnerships External Services
Ward(s) affected	All

2. RECOMMENDATIONS

That Cabinet:

- a) Notes the establishment of the new Board and its role;
- b) Agrees and welcomes the appointment of its first Chairman, Mr Ian Brooks, and notes the requirement for two Elected Councillor appointments to the Board;
- c) Approves the Board's Draft Terms of Reference, subject to the Board's ratification at its first meeting, and delegates any administrative actions in respect of setting up the Board to the Deputy Chief Executive and Corporate Director of Residents Services, in consultation with the Cabinet Member For Community, Commerce and Regeneration and;
- d) Requests that the Leader of the Council considers amending the Cabinet Scheme of Delegations to delegate to the Cabinet Member for Community, Commerce & Regeneration, as part of his portfolio, oversight of the Terms of Reference of the Board and the appointment of its Chairman.

Reasons for recommendation

The Safer Neighbourhood Board will sit alongside existing performance management arrangements in the Safer Hillingdon Partnership and Local Strategic Partnership, and scrutiny arrangements through Hillingdon's External Services (Crime and Disorder) Scrutiny Committee.

By agreeing the appointment of its first Chairman and delegating administrative actions to officers and future decision-making to the Cabinet Member, the Council shows its support for the new role of Safer Neighbourhood Board, and ensures that the Board will operate on a sustainable footing.

Alternative options considered / risk management

Cabinet could decide to take no action with regard to the appointment of the Safer Neighbourhood Board Chairman, the agreement of the Terms of Reference or the administrative processes required to set up the Board. This is not recommended, however, because:

- the Safer Neighbourhood Board will play an influential and important role in holding borough police command units to account
- without the Council's endorsement, a Safer Neighbourhood Board would need to be set up independently
- only minimal resources are being made available by the Mayor of London to fund the work of Safer Neighbourhood Boards, so it is unlikely that an independent body would have the capacity to sustain the work required.

Policy Overview Committee comments

The Corporate Services and Partnerships Policy Overview Committee nominated Councillor Richard Mills to be one of the Councillor representatives on the Safer Neighbourhood Board at its meeting on 14th January 2014.

The Safer Neighbourhood Board will also be included in the regular Crime and Disorder Scrutiny function carried out by the External Services Scrutiny Committee and will be invited to report on its findings and activity.

3. INFORMATION

Supporting Information

Invitations to apply for the role of Chairman were advertised widely through established communications channels. Selection of the Chairman followed an interview process led by the Council's Chief Executive and Police Borough Commander in their roles as joint Chairmen of the Safer Hillingdon Partnership, the Council's Cabinet Member for Community, Commerce and Regeneration and an independent person of appropriate standing, namely Stephen Otter, Vice Chairman of Hillingdon Healthwatch.

An appropriate mix of members of the Board, will be achieved by a combination of appointments and selection on merit following fair and open competition. The Mayor of London requires that there will be reserved places for a Councillor, a representative of a local victims' organisation and a young person. It is proposed that:

- Two councillors will be appointed to the Board by Hillingdon Council. One will be appointed using the usual procedures for Outside Bodies via full Council and the Whips and the second upon nomination from the Corporate Services & Partnerships Policy Overview Committee.
- The young person be appointed annually through the Hillingdon Youth Council.
- An older person will be appointed through the Hillingdon Older People's Assembly.
- Hillingdon Neighbourhood Watch will nominate a representative.
- Applications will be invited for two positions as "lay" members of the Board and additionally one representative a local victims organisation.

Financial Implications

The Mayor of London will provide a grant of £5,200 per annum to support the work of the Hillingdon Safer Neighbourhood Board which will be subject to external audit and scrutiny. Any additional staffing or resource costs will be contained within existing Community Safety budgets.

4. EFFECT ON RESIDENTS, SERVICE USERS & COMMUNITIES

What will be the effect of the recommendation?

The Safer Neighbourhood Board will play an important role in holding borough police command units to account and provide support and oversight to related community engagement activities.

Consultation Carried Out or Required

The Mayor of London's intention is that the Safer Neighbourhood Board replaces the Hillingdon Community and Police Consultative Group as the Mayor's funding for the latter has been withdrawn. Hillingdon's Community Safety Partnership recognised that the CPCG could not continue in its current form without funding for an administrator and that it would be necessary to have a smaller committee-type arrangement to carry out the scrutiny function envisaged.

5. CORPORATE IMPLICATIONS

Corporate Finance

Corporate Finance has reviewed this report and concurs with the financial implications set out above.

Legal

The Council does not have a legal duty to set up a Safer Neighbourhood Board. The Council already has mechanisms in place to discharge its functions under Part 3 of the Police and Justice Act 2006 which requires it to set up a scrutiny committee for crime and disorder matters. However, the Safer Neighbourhood Board is an initiative that is being promoted by the Mayor of London which will seek to engage local communities in neighbourhood safety and anti-social behavior issues. The Council has the power to set up the Board and appoint its members under

Section 1 of the Localism Act 2012. In setting up the Board, the Council should have regard to the Mayor of London's Guidance on Safer Neighbourhood Boards.

Under the Council's constitution, the decision to set up the Board and appoint members is one that can be made by the Cabinet under its general responsibilities, which include taking leadership in influencing others and partnership working with other bodies as well as the community.

6. BACKGROUND PAPERS

NIL

APPENDIX – Terms of Reference: Hillingdon Safer Neighbourhood Board

Introduction

Safer Neighbourhood Boards will be the means by which the Mayor of London (through the Deputy Mayor and the Mayor's Office for Policing and Crime - MOPAC) holds Borough Police Command Units to account for performance, giving local Londoners and victims a greater voice in setting policing priorities, and access to a crime prevention fund for local delivery.

Safer Neighbourhood Boards will sit alongside existing performance management arrangements in the Safer Hillingdon Partnership and Local Strategic Partnership, and scrutiny arrangements through Hillingdon's Crime and Disorder Scrutiny Committee.

Hillingdon Council will agree the Board's first Terms of Reference and delegate any administrative actions in respect of the setting up of the Board to the Deputy Chief Executive and Corporate Director of Residents Services, and changes to the Terms of Reference to the Cabinet Member.

Responsibilities

The Safer Neighbourhood Board will have a number of specific responsibilities that include:

- Monitoring volumes, trends and types of complaints relevant to Hillingdon borough from victims of crime and complaints from members of the public against police officers
- Monitoring crime performance and community confidence
- Playing a significant role in setting tasks for Community Payback
- Ensuring all wards have a ward panel of residents
- Supporting the Independent Advisory Group
- Supporting the Custody Visitors Panel and ensuring the system of custody visiting is delivered
- Ensure the stop and search community monitoring function is delivered
- Supporting Neighbourhood Watch
- Suggesting policing priorities in the borough
- Encouraging bids for funds from a crime prevention fund.

Operation and business

The Board will meet once per quarter, at a venue and time to be decided in agreement with the Board members, Metropolitan Police and London Borough of Hillingdon. At least one meeting per year will be held in public.

London Borough of Hillingdon will delegate suitable officers to assist with the running of meetings and conducting the Board's business and will make accommodation available for meetings if required.

Prior to each meeting, data will be gathered and collated into a report to be sent to the Board members a week before the meeting. The role of the Board will be to scrutinise the data presented, ask questions of the Hillingdon police senior management team and make recommendations for further action.

The data to be included in each report will be as follows:

Role	Data for the report to be provided by
Monitoring volumes, trends and types of complaints relevant to Hillingdon borough from victims of crime and members of the public	MPS from centrally collated statistics and information on complaints received by about MPS officers or performance ¹ (may also be on the MPS website under "FOI")
Monitoring crime performance and community confidence	Hillingdon Police from centrally collated statistics and information on reported crime levels, sanction detection rates and the Public Attitude Survey
Playing a significant role in Community Payback	SERCO ² from centrally collated statistics and information on work placements being undertaken in Hillingdon, numbers of offenders on orders and total hours worked
Ensuring all wards have a ward panel of residents	Hillingdon Police Inspectors to provide a summary of meetings held in their Local Policing Areas with residents, to include number and frequency of meetings, numbers in attendance and principle matters discussed, including priorities set for the wards (ward priorities to be compared to borough wide priorities to note geographical differences and patterns)
Supporting the Independent Advisory Group	The Independent Advisory Group Chair on any matters discussed by the IAG in the reporting period and any matters arising; membership and recruitment needs of the IAG; data from the Stop and Search Community Monitoring Sub-Group
Supporting the Custody Visitors Panel to ensure the system of custody visiting is delivered	The MOPAC Custody Visitors Co-ordinator to provide a summary of custody visits undertaken during the reporting period and any matters arising (such as non-compliance with standards should this occur); The Hillingdon Custody Visitors Panel Chair to report on membership and recruitment needs of the CVP
Encouraging bids for funds from a crime prevention fund	MOPAC to provide information about the funds available, the bidding process and the criteria for selection; the panel to award funding if appropriate

Additionally, Board members will on an annual basis consider information and make recommendations about the following items:

Supporting Neighbourhood Watch	Hillingdon Neighbourhood Watch on principle activities during the year; number and membership of
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¹ MPS and Independent Police Complaints Commission will deal with complaints about individual officers or incidents, not the Safer Neighbourhood Board. Similarly, MOPAC will have oversight of complaints against the Metropolitan Police Commissioner

² Subject to agreement from SERCO who are contracted by the Ministry of Justice

	active neighbourhood watches; new watches starting during the year
Suggesting policing priorities in the borough	London Borough of Hillingdon Community Safety Team on public and stakeholder surveys, trends, performance and other relevant criteria on which to base the selection of priorities; the panel to contribute as a stakeholder to the consultation undertaken by the Safer Hillingdon Partnership

Appointment and Selection of Members

An appropriate mix of members, representative of the demographic make-up of the borough, will be achieved by a combination of appointments and selection on merit following fair and open competition in line with the Nolan Standards³, as set out below.

Appointment of Chairman

The Chairman of the Board will have a pivotal role in shaping the direction of the Board's work and its influence representing the interests of the wider community.

Invitations to apply, a role description and a person specification for the role of Chairman will be made known through the Council's and its partners' communications channels. Selection will follow a short-listing and interview process led by the Council's Chief Executive and Police Borough Commander in their roles as joint Chairmen of the Safer Hillingdon Partnership, the Council's Cabinet Member for Community, Commerce and Regeneration and an independent person of appropriate standing.

Initial formal appointment of the Chairman will be by the Cabinet of Hillingdon Council and thereafter all decisions regarding the appointment and any de-selection of the Chairman will be made by the Cabinet Member for Community, Commerce and Regeneration.

Appointment of other Board members

It will be necessary for the Board to have sufficient members with a range of expertise to ensure there is lively discussion and adequate scrutiny of the topics under review, but not so many that the meetings are so large that debate is stifled.

The Mayor of London requires that there will be reserved places for Elected Councillors, a representative of a local victims' organisation and a young person.

Two Councillors will be appointed to the Board by the London Borough of Hillingdon. One will be appointed using the usual procedures for Outside Bodies via full Council and the second nominated from the Corporate Services & Partnerships Policy Overview Committee.

The young person be appointed annually by the Hillingdon Youth Council

³ The Committee on Standards in Public Life was established by the then Prime Minister in October 1994, under the Chairmanship of Lord Nolan, to consider standards of conduct in various areas of public life, and to make recommendations.

The following groups will be invited to nominate a representative (subject to internal selection if there is more than one candidate and subject to approval by the Chairman)

- The Hillingdon Older People’s Assembly
- Hillingdon Neighbourhood Watch

Invitations to apply, a role description and a person specification for two positions as “lay” members of the Board and additionally one representative a local victims organisation will be made known through the Council’s and its partners’ communications channels. Selection will follow a short-listing and interview process led by the Council’s Chief Executive and Police Borough Commander in their roles as joint Chairmen of the Safer Hillingdon Partnership, in conjunction with the Chairman of the Safer Neighbourhood Board.

Board Membership period

The Mayor of London requires that there will be a three year maximum tenure for board members. However, the Councillor appointment will be for four years to coincide with the electoral cycle. Additionally, to avoid all the board members ending their term at the same time, it is proposed that initial appointments will be made for one, two or three years, as follows:

Position	Tenure
Chairman	Three years *
Councillor	Four years
Councillor	Four years
Young person	One year
Older person	Two years
Neighbourhood Watch	Two years
Local victim’s organisation	Three years
Lay member	Three years
Lay member	Three years

* The appointment of Chairman will be for a period of 3 years, to be reviewed by the Council’s Chief Executive and Police Borough Commander following a period of 6 months and thereafter annually. Authority to appoint and de-select the Chairman, upon recommendations from the aforementioned officers, will rest with the Council’s Cabinet Member for Community, Commerce and Regeneration.

Other attendees

Where an annual report is being presented, the person responsible may be invited to attend to present the report. Other persons may also be invited to attend and speak, subject to the permission of the Chairman, to present information on a topic of interest and relevance to the Board in line with the Terms of Reference.

An officer of London Borough of Hillingdon will also be in attendance and will to record minutes of the meeting.

Terms of Reference, reporting and review

Any changes proposed to the Terms of Reference of the Board and its core membership, once agreed by the Board, will be reported to the Cabinet Member for Community, Commerce and Regeneration for approval.

The Board will prepare an Annual Report on its work and performance, once approved by the Chairman and a meeting of the Board. It will be reported to relevant bodies for information including the Cabinet Member for Community, Commerce and Regeneration; relevant Council committees, Metropolitan Police Service and MOPAC.

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COUNCIL BUDGET - MONTH 8 2013/14 REVENUE AND CAPITAL MONITORING

Cabinet Member	Councillor Jonathan Bianco
Cabinet Portfolio	Finance, Property and Business Services
Report Author	Paul Whaymand, Corporate Director of Finance
Papers with report	None

HEADLINE INFORMATION

Purpose of report	<p>This report provides an update on the Council's latest financial position and performance against the 2013/14 revenue budget and current capital programme, as forecast at the end of November 2013 (Month 8).</p> <p>A net in-year underspend of £4,246k is forecast against 2013/14 General Fund revenue budgets, an improvement of £57k on the position reported at Month 7.</p> <p>The latest positions on other funds and the capital programme are detailed within the body of this report.</p>
Contribution to our plans and strategies	Achieving value for money is an important element of the Council's medium term financial plan.
Financial Cost	N/A
Relevant Policy Overview Committee	Corporate Services and Partnerships
Ward(s) affected	All

RECOMMENDATIONS

That the Cabinet:

- 1. Note the forecast budget position for revenue and capital as at Month 8.**
- 2. Note the treasury management update for Month 8 at Appendix E.**
- 3. Continue the delegated authority up until the 13 February 2014 Cabinet meeting to the Chief Executive to approve any consultancy and agency assignments over £50k, with final sign-off of any assignments made by the Leader of the Council. Cabinet are also asked to note those consultancy and agency assignments over £50k approved under delegated authority between the 19 December and 23 January 2014 Cabinet meetings, detailed at Appendix F.**
- 4. Approves funding of £165k from Transport for London for Cycle Quietway scheme (split £140k capital and £25k revenue).**

5. Approves funding of £39.38k from Hillingdon Community Trust in respect of the Section 106 Lake Farm Skate Park project.
6. Approves funding of £50k from the London Marathon Trust in respect of a new cycle circuit at Pield Heath School.
7. Approve release of £200k from Unallocated Priority Growth to Highways revenue budgets in 2013/14.
8. Agree the delegation of final approval of an agreement with Paradigm HA, in respect of contributions to extra care facilities, to the Deputy Chief Executive and Corporate Director of Resident Services, in consultation with the Leader of the Council.
9. Ratify an Emergency Winter Decision on 24 December 2013 to appoint T. Brown Ltd to carry out capital works costing £31,890 (inclusive of contingency) to install a new boiler at Minet Infant and Junior School, including associated capital release.
10. Ratify an Emergency Winter Decision to appoint CBRE consultants on 30 December 2013 to advise the Council on the Southall Gas Works site up to the value of £50k revenue.
11. Ratify an Emergency Winter Decision on 9 January 2014 to approve the further extension of the housing fleet vehicle lease with Lex Auto Lease for a maximum of one year.

INFORMATION

Reasons for Recommendations

1. The reason for the monitoring recommendation is to ensure that the Council achieves its budgetary objectives, providing Cabinet with an update on performance to date against budgets approved by Council on 28 February 2013 and management actions to deliver outturn within that approved budget.
2. Appendix E provides an update to Cabinet on Treasury Management performance during the previous month.
3. Recommendation 4 - Transport for London are to make an additional £165k of 'Quiet Ways' money available for a Cycle Quietway 'Quick Win' scheme along Harmondsworth Road. This money needs to be spent by March 2014.
4. Recommendation 5 - Hillingdon Community Trust have agreed to make a contribution of £39.38k towards the Green Spaces Section 106 Lake Farm Skate Park project after carrying out an inspection of the completed works and after receipt of the completion certificate.
5. Recommendation 6 - London Marathon Trust have granted £50k towards the cost of a new cycle circuit at Pield Heath School. The total project cost is £150k and £100k Transport for London funds have already been released for this.
6. Recommendation 7 - In order to support continued investment in the Borough's infrastructure release of £200k is recommended from Priority Growth budgets.
7. Recommendation 8 - In order to formalise existing arrangements for funding of the Council's extra care facilities, a five year agreement with Paradigm Housing Association is proposed which is expected to result in a contribution to the Council of £110k over the

life of the agreement. In order to expedite this agreement, recommendation 8 seeks authority to delegate this decision to the Deputy Chief Executive and Corporate Director of Residents Services, in consultation with the Leader of the Council.

8. Recommendations 9, 10 & 11 relate to three emergency winter decisions that were authorised by the Deputy Chief Executive and Corporate Director of Resident Services (or designated deputy) and the Leader of the Council during the Christmas and New Year period. These decisions would have ordinarily have been reserved to Cabinet Members to make formally.
9. The first enabled the urgent removal of an old, broken boiler so the schools could be provided with heat. The second decision related to valuation advice swiftly required by the Council in relation to negotiations over the development of this major site just outside the Borough boundary. The third decision provided for the housing repair and caretaking vehicle contract to be extended by up to a year, with an anticipated spend of £50k. This will give continuity of service until a fuller procurement exercise is undertaken as part of the wider transformation work taking place in housing.
10. Cabinet's decision of 19 December 2013 to provide these temporary urgent decision-making arrangements requires that any such decisions are reported to a subsequent Cabinet meeting for ratification. This provides for continued public transparency in the decisions the Council makes.

Alternative options considered

11. There are no other options proposed for consideration.

SUMMARY

REVENUE

12. As at Month 8, the forecast outturn position on in-year activities is a net underspend of £4,246k, representing an improvement of £57k on the position reported at Month 7. This position consists of a net underspend of £1,423k on directorate budgets, an underspend on capital financing costs of £2,500k and a net underspend of £323k on development and risk contingency.
13. Within this reported position significant pressures are reported on a number of demand-led budgets; including Homelessness, Social Care Placements and SEN Transport. The Council's £17,111k programme of savings for 2013/14 remains broadly on-track for delivery with 81% currently either banked or on track. Further information on the savings position, and reported pressures, are contained throughout this report.
14. Unallocated General Fund balances are forecast to reach £35,846k by 31 March 2014, before taking account of any sums remaining uncommitted from the residual £323k general contingency, £230k priority growth funds, £432k unallocated Environmental & Recreational Initiatives funds and £345k unallocated HIP budgets.
15. There are no significant movements to report on other funds from Month 7.

CAPITAL

16. As at Month 8 an underspend of £21,418k is reported on the 2013/14 capital programme budget from a revised budget of £106,787k, a movement of £1,955k on forecast expenditure at Month 7. This movement is largely due to £2,120k further slippage on the school expansion programme. However there is not expected to be any impact on service requirements, with sufficient school places still on track for delivery in September 2014.
17. Forecast outturn on the General Fund Programme for 2013/14 to 2015/16 is now an underspend of £21,488k, a slight reduction of £30k from Month 7 relating to minor savings on Property Works programme and car park resurfacing works.
18. General Fund capital receipts of £11,633k are forecast for 2013/14, £2,609k in excess of revised budget, with forecast receipts over the period to 2017/18 expected to reach £25,300k.

FURTHER INFORMATION

General Fund Revenue Budget

19. A net underspend of £4,246k is reported on normal activities at Month 8, consisting of underspends totalling £1,423k on Directorate Operating budgets, an underspend of £2,500k within Corporate Operating budgets due to deferral of financing costs and a £323k underspend on Development and Risk Contingency. Within this position a number of specific pressures are identified, including Homelessness, Social Care placements and SEN Transport, however these are being managed in-year through compensatory underspends and early delivery of 2014/15 savings.
20. There remains significant scope to support new initiatives and manage unforeseen issues, as the current monitoring position assumes that £194k of as yet uncommitted General Contingency, £230k unallocated Priority Growth, £432k unallocated Environmental & Recreational Initiatives funds and £345k unallocated HIP funds will be committed in full by 31 March 2014.
21. There has been a net improvement of £57k from Month 7, with no material changes in forecast to report. With the release of funding for pressures on leisure income to Residents Services operating budgets, the previously reported £208k pressure on this item has been transferred from Development & Risk Contingency to Directorate Operating Budgets.
22. Taking into account the £1,350k exceptional prior year item relating to improved prospects for recovery of Icelandic Investments, unallocated General Fund balances are now forecast to reach £35,846k by 31 March 2014.

Table 1: General Fund Overview

Original Budget	Budget Changes		Month 8		% Var	Variance (+ adv / - fav)		
			Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Movement from Month 7
£'000	£'000		£'000	£'000		£'000	£'000	£'000
165,738	4,178	Directorate Operating Budgets	169,916	168,493	-1%	(1,423)	(1,608)	185
20,738	95	Corporate Operating Budgets	20,833	18,333	-12%	(2,500)	(2,500)	0
22,883	(3,714)	Development & Risk Contingency	19,169	18,846	-2%	(323)	(81)	(242)
1,800	(70)	Priority Growth	1,730	1,730	0%	0	0	0
211,159	489	Sub-total Normal Activities	211,648	207,402	-2%	(4,246)	(4,189)	(57)
		Exceptional items: Reversal of Icelandic Impairment		(1,350)		(1,350)	(1,350)	0
211,159	489	Total Net Expenditure	211,648	206,052	-3%	(5,596)	(5,539)	(57)
(211,159)	(489)	Budget Requirement	(211,648)	(211,648)		0	0	0
0	0	Net Total	0	(5,596)		(5,596)	(5,539)	(57)
(30,250)	0	Balances b/fwd 01/04/13	(30,250)	(30,250)		0	0	0
(30,250)	0	Balances c/fwd 01/04/14	(30,250)	(35,846)		(5,596)	(5,539)	(57)

Directorate Operating Budgets (£1,423k underspend / £185k adverse movement)

23. Table 2 below provides an overview of forecast outturn on directorate operating budgets, excluding those items managed through contingency. It should be noted that this adverse movement includes the transfer of a £208k pressure from contingency to Residents Services. Further detail on group positions is set out in Appendix A to this report.

Table 2: Directorate Operating Budgets

Original Budget	Budget Changes	Directorate	Month 8		% Var	Variance (+ adv / - fav)			
			Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Movement from Month 7	
£'000	£'000		£'000	£'000		£'000	£'000	£'000	
197,598	(21,510)	Admin. & Finance	Expenditure	176,088	175,263	0%	(825)	(761)	(64)
(174,923)	22,179		Income	(152,744)	(152,838)	0%	(94)	(110)	16
22,675	669		Sub-Total	23,344	22,425	-4%	(919)	(871)	(48)
121,042	12,158	Residents Services	Expenditure	133,200	136,452	2%	3,252	2,691	561
(56,716)	(11,438)		Income	(68,154)	(71,773)	5%	(3,619)	(3,246)	(373)
64,326	720		Sub-Total	65,046	64,679	-1%	(367)	(555)	188
31,100	1,021	Children's & Young People's Services	Expenditure	32,121	33,378	4%	1,257	(14)	1,271
(7,856)	(893)		Income	(8,749)	(10,050)	15%	(1,301)	(34)	(1,267)
23,244	128		Sub-Total	23,372	23,328	0%	(44)	(48)	4
72,393	2,011	Adult Social Care	Expenditure	74,404	74,986	1%	582	1,446	(864)
(16,900)	650		Income	(16,250)	(16,925)	4%	(675)	(1,580)	905
55,493	2,661		Sub-Total	58,154	58,061	0%	(93)	(134)	41
165,738	4,178	Total Directorate Operating Budgets		169,916	168,493	-1%	(1,423)	(1,608)	185

24. An improvement of £48k is reported on the forecast outturn on Administration and Finance, resulting in an underspend of £919k at Month 8. This underspend is primarily due to holding a number of posts vacant and the integration of existing Council services and Public Health responsibilities, which are reflected in the latest budget proposals for 2014/15.

25. Residents Services are reporting a net underspend of £367k at Month 8, representing an adverse movement on Month 7 of £188k which is off-set by a corresponding improvement in Development & Risk Contingency. The underlying position contains an exceptional pressure of £2,172k on the provision of temporary accommodation to prevent homelessness, being off-set by rental income from recently appropriated commercial properties and early delivery of 2014/15 savings – particularly within the Education service.

26. There is limited movement on Children & Young People's Services budgets from Month 7, with a minor underspend of £44k reported at Month 8. This position includes a £328k pressure on placement budgets being off-set by underspends from holding posts vacant.

27. A minor adverse movement of £41k is reported on Adult Social Care; with a net underspend of £93k at Month 8 due to previously identified pressures being managed through a number of compensatory measures, including integration of public health responsibilities with existing services. These pressures include the shortfall in savings due to delays in day centre reconfiguration and the impact of increased demand for Learning Disability placements.

Progress on Savings

28. An update on the 2013/14 savings programme is set out in table 3 below. In cases where slippage is reported in delivery of savings, the impact upon directorate budgets has been included in the forecast outturn position in table 2.

Table 3: Month 8 RAG Status for 2013/14 Savings

	Admin. & Finance	Residents Services	Children & Families	Social Care	Cross Cutting	Total 2013/14 Savings	
	£'000	£'000	£'000	£'000	£'000	£'000	%
Banked	(1,051)	(5,324)	(1,174)	(3,522)	0	(11,071)	65%
On track for delivery	0	(700)	(325)	(1,100)	(568)	(2,693)	16%
Potential significant savings shortfall or a significant or risky project which is at an early stage;	0	(78)	0	(97)	(2,432)	(2,607)	15%
Serious problems in the delivery of the saving	0	0	(445)	(295)	0	(740)	4%
Total 2013/14 Savings	(1,051)	(6,102)	(1,944)	(5,014)	(3,000)	(17,111)	100%

29. 81% savings are on track for delivery in full by 31 March 2014 with 65% now banked, representing an improvement of 10% on the position at Month 7. Sufficient compensatory savings have been identified during 2013/14 to manage the potential shortfall within budgets and deliver the underspend on operating budgets noted above.

30. Although there remains £740k savings which will not be delivered during 2013/14, the £445k within Children & Young People's Services will be replaced with alternative proposals for 2014/15 and the £295k within Adult Social Care will be delivered upon completion of the day centre reconfiguration.

31. Of the £1,979k prior year savings remaining undelivered at 31 March 2013, 85% are on track for delivery in the current financial year. The remaining 15% relate to the delayed day centre reconfiguration and will therefore be delivered once this provision is place from June 2014.

Table 4: Month 8 RAG Status for b/fwd 2012/13 Savings

	Admin. & Finance £'000	Residents Services £'000	Children & Families £'000	Social Care £'000	Total B/fwd Savings	
					£'000	%
Banked	(300)	(77)	0	(22)	(399)	20%
On track for delivery	0	(330)	(255)	(706)	(1,291)	65%
Potential significant savings shortfall or a significant or risky project which is at an early stage;	0	0	0	0	0	0%
Serious problems in the delivery of the saving	0	0	0	(289)	(289)	15%
Total B/fwd Savings	(300)	(407)	(255)	(1,017)	(1,979)	100%

Corporate Operating Budgets (£2,500k underspend / no movement)

32. Table 5 below provides an overview of forecast outturn on corporately managed budgets as at Month 8. These budgets fund the costs of financing the Council's capital programme and the externally set levies, over which the Council has limited control.

Table 5: Corporate Operating Budgets

Original Budget	Budget Changes		Month 8		% Var	Variance (+ adv / - fav)		
			Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Movement from Month 7
£'000	£'000		£'000	£'000		£'000	£'000	£'000
11,456	0	Interest & Investment Income	11,456	8,956	-22%	(2,500)	(2,500)	0
9,282	95	Levies & Other Corporate Budgets	9,377	9,377	0%	0	0	0
20,738	95	Total Corporate Operating Budgets	20,833	18,333	-12%	(2,500)	(2,500)	0

33. There remains a forecast underspend of £2,500k on capital financing costs due to the continuing deferral of borrowing in support of the Primary School Capital Programme, however as previously noted this amount will be required in full as the existing tranche of projects is completed over the next eighteen months. This position excludes the impact of the one-off exceptional item relating to Icelandic Investments.

34. There are no material variances reported on Levies & Other Corporate Budgets.

Development & Risk Contingency (£323k underspend / £242k improvement)

35. The Council set aside £23,372k to manage volatile and uncertain budgets within the Development & Risk Contingency, which includes £21,883k for specific risks and £1,489k as General Contingency. Following the approval to release a number of contingency items to Directorate Operating budgets in December 2013 totalling £4,203k, the Development & Risk Contingency now totals £19,169k.

36. Table 6 below sets out the latest forecast call on these contingency budgets, with further detail provided at a directorate level in Appendix A to this report.

Table 6: Development & Risk Contingency

Original Budget	Budget Changes	Current Commitments	Revised Budget	Forecast as Needed	Variance (+ adv / - fav)			
					Variance (As at Month 8)	Variance (As at Month 7)	Movement from Month 7	
£'000	£'000		£'000	£'000	£'000	£'000	£'000	
1,000	(71)	Corporate	General Contingency	929	194	(735)	(735)	0
500	0		BID Pump Priming Fund	500	500	0	0	0
660	(660)		Pensions Auto-enrolment	0	0	0	0	0
0	500		Abbotsfield School	500	500	0	0	0
400	0	A & F	Uninsured Claims	400	400	0	0	0
402	0	Residents Services	Carbon Reduction Commitment	402	375	(27)	(27)	0
217	(217)		Outsourced Leisure Income Streams	0	0	0	208	(208)
200	0		HS2 Challenge	200	200	0	0	0
200	0		Heathrow Expansion Challenge	200	200	0	0	0
737	(737)		Impact of Welfare Reform on Homelessness	0	0	0	0	0
30	0		Hillingdon Local Plan	30	30	0	0	0
760	0		SEN Transport	760	1,329	569	569	0
2,010	0		Waste Disposal Levy	2,010	2,393	383	383	0
0	0		Licensing Appeal Costs	0	32	32	32	0
0	60		Storm Damage	60	60	0	0	0
1,995	0	CSC	Reduction in UKBA Asylum Funding	1,995	1,450	(545)	(511)	(34)
781	0		Looked After Children (Demographic)	781	781	0	0	0
3,814	(2,589)	Adult Social Care	Transitional Children (Demographic)	1,225	1,225	0	0	0
1,500	0		BID Staffing Structure Review	1,500	1,500	0	0	0
3,997	0		Older People's Services (Demographic)	3,997	4,492	495	495	0
1,226	0		Physical Disability (Demographic)	1,226	1,059	(167)	(167)	0
896	0		Learning Disability Service (Demographic)	896	692	(204)	(204)	0
1,558	0		Mental Health Service (Demographic)	1,558	1,434	(124)	(124)	0

22,883	(3,714)	Total Development & Risk Contingency	19,169	18,846	(323)	(81)	(242)
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37. With the exception of impact of transferring the previously reported £208k pressure on leisure income streams to directorate operating budgets, there has been limited movement in contingency from Month 7. There remains a significant level of risk around the Waste Disposal Levy, with the final cost based upon volatile waste tonnages.

38. Following approval to fund measures in relation to Abbotsfield School and storm damage from General Contingency, the uncommitted sum available for the remainder of 2013/14 stands at £194k.

Priority Growth

39. The 2013/14 General Fund Revenue Budget approved by Council on 28 February 2013 set aside £1,000k within the unallocated Priority Growth budget, in addition to £800k in the HIP Initiatives budget. On 24 October 2013 Cabinet approved the creation of a new specific fund for Environmental & Recreational Initiatives to be met from the £1,000k unallocated sum. Table 7 summarises the position with regard to each of these elements.

Table 7: Priority Growth

	Budget	Approved Allocations	Unallocated Growth
	£'000	£'000	£'000
<u>Specific Budgets</u>			
HIP Initiatives Budgets	800	455	345
Environmental & Recreational Initiatives	500	68	432
Sub-Total Specific Budgets	1,300	523	777
<u>Non-Specific Priority Growth</u>			
Original Budget	1,000		
Registrars Suite		70	
Environmental & Recreational Indicatives		500	
Highways Investment		200	
			230
Sub-Total Non-Specific Priority Growth Budget	1,000	370	230
Total Priority Growth	2,300	1,293	1,007

40. HIP Steering Group has approved release of £455k from the HIP Initiatives Budget to fund a range of projects during 2013/14, leaving £345k unallocated. The reported position assumes that this sum will be utilised in full by 31 March 2014.

41. Within the new Environmental & Recreational Initiatives Fund a sum of £68k has been allocated for sign cleaning, leaving a balance of £432k to support further new initiatives.

42. This report recommends release of £200k from unallocated Priority Growth, if approved this will result in a sum of £230k remaining available £1,000k balance.

Schools Budget, Parking Revenue Account and Collection Fund

43. Latest forecasts on other funds, except the Parking Revenue Account, indicate favourable positions at year end and therefore will not adversely impact upon the

General Fund. There is scope to improve the position within the PRA, which would enable the fund to break even in 2013/14 and avoid any adverse impact on the General Fund.

44. There has been significant movement from Month 7 on the Schools Budget, with retained balances within the ring-fenced Dedicated Schools Grant forecast to reach £3,181k by 31 March 2014. An underspend of £2,472k is now forecast in year, due primarily to an underspend of £2,091k on the two year old free entitlement offer where the take up is less than the number of places on offer.
45. An adverse movement of £20k from Month 7 is reported on the Parking Revenue Account, which will result in a £160k in-year deficit. This deficit primarily relates to the continuing shortfall in Penalty Charge Notice income, which may limit resources available to support Parking Management Schemes within the borough. There remain a number of options available to manage this deficit and as such no impact on the General Fund is expected.
46. Continued strong growth in the Council Tax base as new housing developments come on stream within the borough has led to an increased in-year surplus being forecast on Collection Fund at Month 7. Combined with the carried forward surplus from 2012/13, it is expected that £3,610k will be released to the General Fund in 2014/15.
47. As a result of a number of sites being removed from the rating base, there is a risk that the Business Rate element of the Collection Fund may experience a deficit of up to £900k by 31 March 2014. There remain a number of options to manage this position in the short-term to prevent this from impacting upon the General Fund in 2014/15.

Housing Revenue Account Budget

48. There has been no movement in the reported position on the Housing Revenue Account, with an underspend of £2,192k forecast for 2013/14 after earmarking £5,000k for planned works to stock in 2014/15. Although the on-going review of major works expenditure has resulted in this underspend, there remains a pressure of £1,325k in relation to lost rental income from increasing Right to Buy sales. Further commentary on the HRA is set out in Appendix C.

Future Revenue Implications of Capital Programme

49. The latest reported position on the Council's 2013/14-15/16 Capital Programme is detailed in Appendix D. A net underspend of £21,418k is reported on the General Fund Programme assuming full drawdown on contingency and £1,046k pressure on HRA Projects.
50. The significant underspend currently reported primarily relates to favourable forecast on Primary School Expansions, which are reporting a £12,878k underspend due to tendered costs of the programme being significantly lower than previously anticipated. Significant further investment in schools is likely to be required in the longer term to meet further demographic growth and the transition of the current pupils to the secondary sector, it is expected that further borrowing will be required in future. As such necessary levels of provision for within revenue budgets for capital financing are not expected to reduce as a result of this underspend.

Appendix A – Detailed Group Forecasts (General Fund)

ADMINISTRATION & FINANCE (£919k underspend, £48k improvement)

1. The combined position for the Administration and Finance Groups at month 8 is an underspend of £919k. This is as a result of holding vacant posts in both Groups, revisions of non-salaries forecasts in Procurement, although these have been net down by the costs of agency staff employed to ensure the smooth implementation of restructures currently underway.

Table 1: Administration & Finance Summary

Original Budget	Budget Changes			Month 8		% Var	Variance (+ adv / - fav)		
				Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Movement from Month 7
£'000	£'000			£'000	£'000		£'000	£'000	£'000
8,749	420	Admin. Directorate	Salaries	9,169	8,858	-3%	(311)	(239)	(72)
5,052	126		Non-Sal Exp	5,178	4,801	-7%	(377)	(430)	53
(2,744)	(187)		Income	(2,931)	(3,081)	5%	(150)	(165)	15
11,057	359		Sub-Total	11,416	10,578	-7%	(838)	(834)	(4)
11,558	72	Finance Directorate	Salaries	11,630	11,541	-1%	(89)	(68)	(21)
172,239	(22,128)		Non-Sal Exp	150,111	150,063	0%	(48)	(24)	(24)
(172,179)	22,366		Income	(149,813)	(149,757)	0%	56	55	1
11,618	310		Sub-Total	11,928	11,847	-1%	(81)	(37)	(44)
20,307	492		Salaries	20,799	20,399	-2%	(400)	(307)	(93)
177,291	(22,002)		Non-Sal Exp	155,289	154,864	0%	(425)	(454)	29
(174,923)	22,179		Income	(152,744)	(152,838)	0%	(94)	(110)	16
22,675	669		Total	23,344	22,425	-4%	(919)	(871)	(48)

2. As a result of holding open vacant posts longer across the Administration Group, particularly in Performance, Occupational Health and Legal Services teams, as well as not providing cover for maternity leave and employees reducing hours following maternity leave, the Group is showing a significant salaries underspend in Month 8.
3. Revisions of non salary forecasts continue to be undertaken at month 8 and decreased expenses forecasts within Democratic Services and Policy, Performance & Partnerships have net down potential increases for the cost of provision of the absence management system.
4. A slight shortfall in income has been projected in Human Resources and Communications due to a reduction in income from First Aid courses and a revised forecast relating to Hillingdon People advertising income; however this has been part mitigated by an increase in the expected over-recovery of income within Legal Services, relating to a one off additional workload on Section 106 agreements as a result of a change in legislation which took effect on 30th April 2013.

Table 2: Administration Operating Budgets

Original Budget	Budget Changes	Service	Month 8		% Var	Variance (+ adv / - fav)			
			Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Movement from Month 7	
			£'000	£'000		£'000	£'000	£'000	
442	26	Directorate	Salaries	468	455	-3%	(13)	(13)	0
6	0		Non-Sal Exp	6	3	-50%	(3)	(3)	0
(56)	0		Income	(56)	(56)	0%	0	0	0
392	26		Sub-Total	418	402	-4%	(16)	(16)	0
676	4	Corporate Comms	Salaries	680	728	7%	48	47	1
187	0		Non-Sal Exp	187	162	-13%	(25)	(23)	(2)
(103)	0		Income	(103)	(103)	0%	0	(4)	4
760	4		Sub-Total	764	787	3%	23	20	3
1,425	7	Democr. Services	Salaries	1,432	1,459	2%	27	38	(11)
1,895	70		Non-Sal Exp	1,965	1,899	-3%	(66)	(51)	(15)
(849)	0		Income	(849)	(892)	5%	(43)	(43)	0
2,471	77		Sub-Total	2,548	2,466	-3%	(82)	(56)	(26)
2,347	12	Human Resources	Salaries	2,359	2,295	-3%	(64)	(48)	(16)
467	(15)		Non-Sal Exp	452	567	25%	115	103	12
(591)	15		Income	(576)	(605)	5%	(29)	(43)	14
2,223	12		Sub-Total	2,235	2,257	1%	22	12	10
1,924	8	Legal Services	Salaries	1,932	1,888	-2%	(44)	(41)	(3)
98	0		Non-Sal Exp	98	124	27%	26	26	0
(575)	0		Income	(575)	(641)	11%	(66)	(63)	(3)
1,447	8		Sub-Total	1,455	1,371	-6%	(84)	(78)	(6)
1,935	363	Policy & Perf.	Salaries	2,298	2,033	-12%	(265)	(222)	(43)
2,399	71		Non-Sal Exp	2,470	2,046	-17%	(424)	(482)	58
(570)	(202)		Income	(772)	(784)	2%	(12)	(12)	0
3,764	232		Sub-Total	3,996	3,295	-18%	(701)	(716)	15
8,749	420	Admin. Directorate	Salaries	9,169	8,858	-3%	(311)	(239)	(72)
5,052	126		Non-Sal Exp	5,178	4,801	-7%	(377)	(430)	53
(2,744)	(187)		Income	(2,931)	(3,081)	5%	(150)	(165)	15
11,057	359		Total	11,416	10,578	-7%	(838)	(834)	(4)

5. The Finance Group is showing an improvement of £44k in Month 8. This is primarily as a result of revising staffing forecasts to account for leaving dates and a later return from maternity leave within Procurement and Strategic Finance, as well as holding positions vacant following the restructure in Revenues & Benefits.

7. Revisions continue to be made to non-salaries forecasts as part of monthly monitoring and tight controls are in place on spending to help to mitigate the increased pressure on salaries and recharge budgets. A review of recharges as part of the restructure within Procurement has highlighted a pressure on recharges to Health, as a result of the introduction of Public Health budgets and previous charges no longer being applicable. However, this pressure on recharge budgets has been mitigated after reviewing charges to other funds, as well as an increase in income from schools in Operational Finance and an improvement in the Housing Benefit subsidy projection.

8. In April 2013, Council Tax Benefit was abolished and replaced with a local Council Tax Reduction Scheme and administration funding for the scheme was reduced. Workload increased as a result of the changes and from having numerous vacant posts, so the contract with Liberata to use their capacity grid to deal with queries received has been extended. This contract is being monitored closely to ensure best value and that service levels are maintained at a high standard. Any additional expenditure through this contract is being funded through the implementation grants which have been received from Central Government.

Table 3: Finance Operating Budgets

Original Budget £'000	Budget Changes £'000	Service	Month 8		% Var	Variance (+ adv / - fav)			
			Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Movement from Month 7	
			£'000	£'000		£'000	£'000	£'000	
547	3	Internal Audit	Salaries	550	540	-2%	(10)	(10)	0
50	0		Non-Sal Exp	50	45	-10%	(5)	(4)	(1)
0	0		Income	0	0	N/A	0	0	0
597	3		Sub-Total	600	585	-3%	(15)	(14)	(1)
3,549	(107)	Operational Finance	Salaries	3,442	3,508	2%	66	61	5
688	350		Non-Sal Exp	1,038	1,056	2%	18	13	5
(984)	21		Income	(963)	(983)	2%	(20)	0	(20)
3,253	264		Sub-Total	3,517	3,581	2%	64	74	(10)
2,115	370	Procurement	Salaries	2,485	2,532	2%	47	63	(16)
188	(38)		Non-Sal Exp	150	100	-33%	(50)	(58)	8
(344)	(274)		Income	(618)	(581)	-6%	37	53	(16)
1,959	58		Sub-Total	2,017	2,051	2%	34	58	(24)
4,350	(475)	Revenues & Benefits	Salaries	3,875	3,727	-4%	(148)	(144)	(4)
170,659	(22,371)		Non-Sal Exp	148,288	148,240	0%	(48)	(7)	(41)
(170,727)	22,641		Income	(148,086)	(148,047)	0%	39	2	37
4,282	(205)		Sub-Total	4,077	3,920	-4%	(157)	(149)	(8)
997	281	Strategic Finance	Salaries	1,278	1,234	-3%	(44)	(38)	(6)
654	(69)		Non-Sal Exp	585	622	6%	37	32	5
(124)	(22)		Income	(146)	(146)	0%	0	0	0
1,527	190		Sub-Total	1,717	1,710	0%	(7)	(6)	(1)
11,558	72	Finance Directorate	Salaries	11,630	11,541	-1%	(89)	(68)	(21)
172,239	(22,128)		Non-Sal Exp	150,111	150,063	0%	(48)	(24)	(24)
(172,179)	22,366		Income	(149,813)	(149,757)	0%	56	55	1
11,618	310		Total	11,928	11,847	-1%	(81)	(37)	(44)

Residents Services (£367k underspend; £188k adverse)

9. Residents Services has a projected outturn position of a £367k underspend, excluding pressure areas that have identified contingency provisions. This includes the exceptional demand-led pressures being experienced at present on housing needs, in addition to demographic pressures on special needs transports budgets impacting on the corporate contingency. All other divisions of service are managing within budget.

Table 1: Residents Services Operating Budgets

Original Budget	Budget Changes	Service	Month 8		% Var	Variance (+ adv / - fav)			
			Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7	
			£'000	£'000		£'000	£'000	£'000	
1,940	111	Asset Management	Salaries	2,051	2,072	1%	21	21	0
7,803	244		Non-Sal Exp	8,047	8,434	5%	387	387	0
(3,344)	(287)		Income	(3,631)	(4,397)	21%	(766)	(766)	0
6,399	68		Sub-Total	6,467	6,109	-6%	(358)	(358)	0
9,849	(1,205)	Education (GF)	Salaries	8,644	8,154	-6%	(490)	(490)	0
12,133	(384)		Non-Sal Exp	11,749	11,116	-5%	(633)	(630)	(3)
(10,421)	1,237		Income	(9,184)	(9,229)	0%	(45)	(45)	0
11,561	(352)		Sub-Total	11,209	10,041	-10%	(1,168)	(1,165)	(3)
1,544	(6)	Environmental Policy & Community	Salaries	1,538	1,515	-1%	(23)	(23)	0
997	3		Non-Sal Exp	1,000	1,000	0%	0	0	0
(7,000)	684		Income	(6,316)	(6,340)	0%	(24)	(24)	0
(4,459)	681		Sub-Total	(3,778)	(3,825)	1%	(47)	(47)	0
3,852	(363)	Housing (GF)	Salaries	3,489	3,489	0%	0	0	0
11,098	(4,404)		Non-Sal Exp	6,694	10,888	63%	4,194	4,194	0
(11,123)	5,333		Income	(5,790)	(7,812)	35%	(2,022)	(2,022)	0
3,827	566		Sub-Total	4,393	6,565	49%	2,172	2,172	0
15,351	905	ICT Highways & Bus. Serv.	Salaries	16,256	16,116	-1%	(140)	(140)	0
15,200	(5,257)		Non-Sal Exp	9,943	9,903	0%	(40)	(40)	0
(10,118)	4,030		Income	(6,088)	(6,288)	3%	(200)	(200)	0
20,433	(322)		Sub-Total	20,111	19,731	-2%	(380)	(380)	0
4,154	3,521	Planning Green Spaces & Culture	Salaries	7,675	7,604	-1%	(71)	(16)	(55)
4,569	1,562		Non-Sal Exp	6,131	6,242	2%	111	(564)	675
(4,957)	(4,624)		Income	(9,581)	(10,132)	6%	(551)	(125)	(426)
3,766	459		Sub-Total	4,225	3,714	-12%	(511)	(705)	194
439	0	Public Health	Salaries	439	325	-26%	(114)	(114)	0
14,842	26		Non-Sal Exp	14,868	14,982	1%	114	114	0
(15,281)	(60)		Income	(15,341)	(15,341)	0%	0	0	0
0	(34)		Sub-Total	(34)	(34)	0%	0	0	0
14,479	(1,079)	Public Safety	Salaries	13,400	13,400	0%	0	0	0
2,792	18,484		Non-Sal Exp	21,276	21,271	0%	(5)	(8)	3
5,528	(17,751)		Income	(12,223)	(12,293)	1%	(70)	(64)	(6)
22,799	(346)		Sub-Total	22,453	22,378	0%	(75)	(72)	(3)
51,608	1,884	Residents Services	Salaries	53,492	52,675	-2%	(817)	(762)	(55)
69,434	10,248		Non-Sal Exp	79,708	83,836	5%	4,128	3,453	675
(56,716)	(11,378)		Income	(68,154)	(71,832)	5%	(3,678)	(3,246)	(432)
64,326	754		Total	65,046	64,679	-1%	(367)	(555)	188

10. The Council's 2013/14 contingency budget contains provision for areas of expenditure or income within Residents Services for which there is a greater degree of uncertainty. The position against these contingency items is shown in Table 2 below.

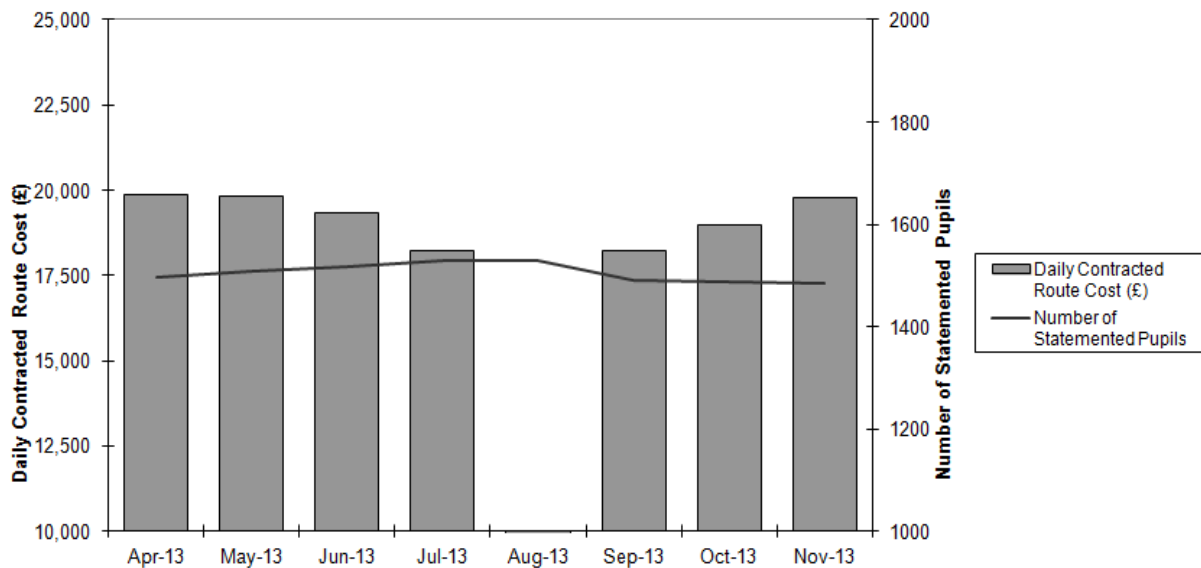
Table 2: Residents Services Contingency Items

Original Budget	Budget Changes	Current Commitments	Revised Budget	Forecast as Needed	Variance (+ adv / - fav)		
					Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7
£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
2,010	0	Waste Disposal Levy (Demand-led Tonnage Increases)	2,010	2,392	383	383	0
760	0	SEN Transport	760	1,329	569	569	0
737	(737)	Impact of Welfare Reform on Homelessness	0	0	0	0	0
402	0	Carbon Reduction Commitment	402	375	(27)	(27)	0
217	(217)	Outsourced Leisure Income Streams	0	0	0	208	(208)
200	0	HS2 Challenge Contingency	200	200	0	0	0
200	0	Heathrow Expansion Challenge Contingency	200	200	0	0	0
30	0	Hillingdon Local Plan	30	30	0	0	0
0	0	Licensing Appeal Legal Costs	0	32	32	32	0
4,556	(954)		3,602	4,559	957	1,165	(208)

11. The contingency allocation reflects the budgeted projection set by the West London Waste Authority (WLWA) for the impact of the 'Pay as You Throw' (PAYT) scheme. The increase in tonnages has been generally lower than assumed when the levy was set, but the last two months has seen some variations in the usual seasonal trends. Therefore, the position for Month 8 has been held at a forecast underspend against the full contingency of £72k, representing no change from Month 7. In addition, Hillingdon's share of the portion of the increase in the Fixed Cost Levy from WLWA due to a correcting base budget adjustment by WLWA of £2.6 million is £455k, which is treated as a call on the general contingency of £489k brought forward from 2012/13.

12. Special Educational Needs (SEN) Transport is an area that has seen significant pressure in the last financial year. The forecast pressure on this budget is now £1,329k, which exceeds the budgeted contingency allocation of £760k by £569k, no change compared to Month 7. The overall pressure mainly reflects the increased costs of delivering home to school transport for out-of-borough placements and children with more complex needs. There is a reduction in the number of contracted routes operated of 5 routes (6%) compared to November 2012. However, the cost of delivering the current route requirements has increased by 4% over the same period. This reflects the increased need to provide transport on routes to out-of-borough placements requiring greater distances travelled, as well as an increased number of children requiring individual transport due to more complex needs, that could not appropriately be provided on existing routes.

13. The pressure beyond the budgeted contingency allocation of £569k reflects that mitigating actions through policy changes and controls that in the budget were assumed to reduce overall costs by £250k are serving mainly to slow the overall rate of growth in the demographic pressure. There are also additional costs reflecting the transport needs of statemented children that commenced since budget setting for the current financial year with a full year effect of £295k, no change compared to Month 7. In addition, there is a one-off overspend on inter-authority recoupment of £24k due to recent changes in recoupment activity, no change compared to Month 7.
14. Chart 1 below illustrates the recent trends in SEN transport contracted route costs compared to the overall numbers of statemented pupils that Hillingdon supports.



15. The contingency to cover the impact of changes in Housing Benefit on temporary accommodation was released to the Residents Services operating budget following approval by Cabinet in December 2013.
16. The Carbon Reduction Commitment contingency is for the estimated costs for the requirement to purchase allowances for each tonne of carbon produced by the Council. The actual requirement to purchase allowances under the Carbon Reduction Commitment energy efficiency scheme for 2012/13 was reported to Cabinet in September 2013. An underspend against the contingency of £27k is expected mainly due to the exemption for un-metered supplies continuing in 2013/14, no change compared to Month 7. The contingency requirement also includes the £250k budget for allowances for schools that has been provided for in the schools budget.
17. The remaining Outsourced Leisure Contingency pressure is now included in the base budget position for Planning Green Spaces & Culture. This produces an improvement of £208k on the contingency position with a corresponding adverse movement on the base budget position of £218k.
18. The HS2 and Heathrow expansion challenge contingencies provide resources to enable the Council to respond flexibly and effectively to the continuing threat that these infrastructure projects pose to residents. It is currently assumed that these resources

will be fully utilised however this will be kept under close review throughout the remainder of the financial year.

19. The examination in public of Part 2 of the Hillingdon Local Plan is forecast to take place during 2014/15, however it is expected that this contingency will be fully utilised.

20. The Council has recently appealed against a challenge to a licensing decision incurring costs of £32k.

Asset Management (£358k underspend; no change)

21. Cabinet approved the transfer of the non-dwelling shop and garage assets from the Housing Revenue Account (HRA) in September and October 2013 respectively, which provides a forecast net income stream to the General Fund of £675k over the remainder of the current year, no change compared to Month 7.

22. There is a forecast pressure of £280k on maintenance budgets for day to day repairs for both the Civic Centre and outstations around the Borough, reflecting a continuation of last year's outturn position, no change compared to Month 7. In addition, there is a pressure of £37k on the income targets for the Civic Centre due to changes in third party occupation of the Civic Centre estate, no change compared to Month 7.

23. The service is also managing financial risks around the achievement of capital receipts and the delivery of the capital programme, particularly the Primary School Capital Programme. At this stage it is forecast that these risks can be contained within existing budgets.

Education (£1,168k underspend; £3k favourable)

24. The education service has savings items totalling £1,369k included in the 2013/14 budget, which includes savings from the children's pathway project and are all on track to be delivered.

25. The service continues to experience high staff turnover and vacancies resulting in forecast staffing underspends in the youth service (£140k), the school improvement service (£125k), education welfare (£45k), educational psychology (£90k) and the early years' team (£40k), no change from Month 7. Many of these posts have been held vacant pending the full implementation of the children's pathway.

26. There is a forecast underspend of £250k on Children's Centres due to the combined impact a more corporate approach to commissioning services from the centres, and continued underspends on staffing and running costs identified in the previous financial year, no change when compared to Month 7.

27. There is also a forecast underspend of £103k on training for early years providers, continuing the position identified last year but representing an adverse movement of £17k on the Month 7 position. There is an underspend of £50k on bought-in support for the School Improvement Service and an underspend of £220k from the ongoing review of discretionary and central budgets for the service, an improvement of £20k compared to Month 7.

28. In addition, there is a forecast underspend on schools redundancy costs of £60k, as schools are continuing to maintain staffing levels despite the freeze in the funding unit and the Council has applied strict criteria to the funding of redundancy claims.

29. There is an over-achievement of £45k on income due to additional buy back from schools; no change compared to Month 7.

Environmental Policy & Community Engagement (£47k underspend; no change)

30. The forecast underspend results from the impact of a vacant post within the planning specialists team (£23k), the matching of external grant to budgeted expenditure on town centres (£12k) and the final allocation of the New Homes Bonus adjustment grant for 2013/14 being £12k greater than assumed at the time of budget setting, no change compared to Month 7.

Housing (£2,172k pressure; no change)

31. The Housing Needs budget is under considerable pressure as a result of increased demand for temporary accommodation and reductions in the supply of Private Sector Leasing (PSL) and other low-cost private rented sector accommodation. Consequently, the Council has had to put people in much more expensive Bed and Breakfast (B&B) accommodation. As a result the Housing Needs budget is projecting an overspend of £2,172k, no change compared to Month 7. There remain a number of risk factors which could increase the pressure to over £3 million if mitigating actions are not able to exert a downward pressure on demand or increase the supply of properties.

32. The pressure from the increase in B&B accommodation accounts for £1,878k of this sum, no change compared to Month 7, due to the impact of increased demand in the system and the share of temporary accommodation provided from this source. The number of households in B&B was 244 at the end of November, an increase of 8 from the 236 at the end of October 2013. The Month 8 projection assumes the B&B numbers will increase to 310 by the end of the financial year, which represents an increase in the 279 assumed in month 7. However, this is based on overall demand for temporary accommodation being more or less constant, and 200 additional properties being available from initiatives to contain the pressure. Private Managed Accommodation units are procured through the West London Housing Partnership and 46 of the 145 existing properties have been provisionally secured for a further two years and three new units were secured in October 2013. The use of HRA properties as licensed accommodation is due to commence in December 2013 with 11 properties identified by Asset management following dwelling surveys, with a further 29 surveys are in progress. Discussions with partners are progressing and a procurement target of 50 new or resigned existing PSL properties by March 2014 has been set. There are 4 flats above shops which should be returned in December and licensed as temporary accommodation. There should be an additional 30 to 40 void properties available for Homelessness cases in December / January depending on a release by the Housing repairs service and these are allowed for in the additional 200 properties needed to contain the pressure.

33. There are 670 homeless households in temporary accommodation which is a reduction of 1 household since October 2013 but an increase of 39 households compared to March 2013. The risk that the number of households in temporary accommodation could increase by a further 100 to 200 by the end of the financial year is still present and being monitored. This is dependent on the supply of leased / licensed accommodation, nomination rights, permanent dwellings and prevention activities. At this time it is still too early to accurately forecast the effects of welfare reform but this could also exert an upward pressure. The supply of temporary accommodation is also changing with the supply of low cost PSL properties decreasing as leases expire, with a consequent

increase in the proportion of B&B unless new agreements can be signed to retain the PSL properties. Hence if the PSL units are not replaced and the increased demand for temporary accommodation continues there could be a further significant increase in the number of households in B&B.

34. Rent arrears are increasing and the forecast B&B overspend includes a provision for bad debt of £294k, which is £62k worse than the position reported in Month 7. However, other rent arrears balances are improving and the overall impact in the estimate reflects no change since Month 7. There is considered to be a risk that this could deteriorate if numbers continue to increase and through the impact of welfare reform. All arrears are being examined to ensure Housing Benefit is awarded and paid for all appropriate claimants. The use of Discretionary Housing Payments (DHP) is also being monitored particularly in respect of cases where welfare reform is moving responsibility for payment of rent to the claimant.
35. Other mitigating actions are being developed and implemented. These include the setting up of a medium term Leasing scheme to attract property owners directly to the Council. This scheme will almost certainly involve landlord incentives and an overall estimate of £522k is included in the year end forecast. Expenditure to date is £113k and £69k is assigned to Finder's fee landlords for homelessness prevention in the final quarter of the year. The remaining £340k is available within the estimate for securing Leased properties. The total cost of incentives will be chargeable this year for all properties contracted in the scheme by 31 March 2013 and the actual outcome of activity in this area will consequently have a significant impact on the final outturn position. Incentives payable are in the range of £1k to £3.5k, and whilst the prevention savings equivalent to the expenditure are no longer available in this financial year, the acquisition of Leased properties this year will have a beneficial effect on the cost of service going forward into 2014/15 and beyond.
36. The Cabinet meeting in September 2013 approved the appropriation of commercial properties from the HRA to the General Fund. This includes 49 flats above shops that could potentially be made available as temporary accommodation, four of which have been identified and will be available in December. A further 9 flats are occupied by lessees which will not be available for several years and discussions with lessees are in progress for a further 22 flats. The remaining 14 flats have been identified at lease end and were returned to the HRA and are being examined for suitability as short life properties. Approval was also given to authorise Paradigm to purchase up to 60 properties utilising an existing fund set up for future transfers by the Council at a cost of £5 million. These properties have 100% nomination rights thereby increasing supply permanently. The historic bad debt charges incurred by properties managed by RSL partners have also been examined and claims lodged with certain partners. Additional nomination rights from RSL partners are also being sought as part of potential scheme discussions. The block booking of B&B units is also being negotiated by corporate procurement but due to timing is unlikely to improve the position in 2013/14.
37. The potential also exists for a recharge to the HRA to offset the pressure on homelessness caused by the increased HRA voids arising from a recent legal case. A recharge of £250k is proposed based on voids impacts dating back to the start of the calendar year and is factored into the overall forecast, no change compared to Month 7.

ICT Highways & Business Services (£380k underspend; no change)

38. There is a forecast staffing underspend of £140k in Technical Administration and Business Support, due to the impact of vacant posts that have been held open during the restructuring process for this service, no change compared to Month 7. This service area is also delivering a savings target of £169k included in the 2013/14 budget.
39. There is also an underspend of £40k on Ordnance Survey mapping charges which are being covered directly by the Government, no change compared to Month 7.
40. Income from the London Common Permit Scheme is forecast to exceed the target set by £200k, no change compared to Month 7. The outturn variance for 2012/13 was £369k, however a cautious approach has been taken as there is no guarantee that this income stream will be sustained at the current level throughout the year.

Planning Green Spaces & Culture (£511k underspend; £194k adverse)

41. The position now reflects the overall deficit on Golf courses which had previously been shown against contingency. The overall deficit is forecast at £335k, including the £208k previously reported as a pressure on contingency. In overall terms this represents an improvement of £124k compared to last year's outturn. The income position on Pay and Play and associated income is showing a forecast improvement of £157k compared to last year, but an adverse movement of £10k compared to Month 7, due to a further slowing down in the rate of improvement in income in November. Staffing costs are £50k higher than last year due to the impact of recruitment activity, however this is offset by the falling out of one-off costs for course improvements and consultancy last year of £55k, no change compared to Month 7.
42. Significant synergies between existing Council services and Public Health, particularly around sports and leisure provision, have been identified and funding realigned to produce a saving of £555k, no change compared to Month 7.
43. The forecast pressure on building control is £90k, no change compared to Month 7, driven by the budgeted over-recovery of fee income compared to the costs of processing building control applications under the cost recovery model, which is ringfenced to the service.
44. The management agreement with the operator of the Hillingdon Sports & Leisure Centre has now been completed, releasing an ongoing annual contribution for contract monitoring of £30k which is additional income to the service and can be released in the current year, no change compared to Month 7.
45. There is additional income of £55k due to the impact of the rent escalator for Stockley Park golf course, £10k from other leisure rents, and a minor staffing underspend of £19k due to a vacant post in the Events team, an improvement of £3k compared to Month 7.
46. There is a forecast underspend of £20k on gold bursaries to talented athletes which will now be awarded in the next financial year, no change compared to Month 7.
47. Development control income is running ahead of the profiled income target, and a net underspend of £130k is now forecast, an improvement of £21k compared to Month 7.

This includes a pressure on the costs of the external contract for processing planning applications of £20k due to increased numbers of applications.

Public Health (nil variance; no change)

48. The responsibility for Public Health transferred into Residents Services in May 2013, and since then an exercise has been undertaken linked to a BID project to review all of the budget assumptions underpinning the allocation of the ringfenced Public Health grant. Within this there are two vacant posts in the Specialist Health Promotion team, producing the staffing underspend of £114k, no change compared to Month 7, and increasing the grant available for allocation by the same amount.

Public Safety (£75k underspend; £3k favourable)

49. There is a projected shortfall of £150k on off-street parking income, no change compared to Month 7, which is attributable to Cedars and Grainges multi-storey car parks in Uxbridge town centre, reflecting the continuation of pressures reported last financial year.

50. There is a forecast underspend of £9k on the imported food service, an improvement of £3k compared to Month 7. Income targets for this service are on track to be exceeded by £143k, mainly due to continued strong imports of seasonal fruit and vegetables, an improvement of £6k compared to Month 7. However, the cost of testing these products increased significantly at the end of last year due to changes in the sampling requirements specified by the European Union for these products, and is forecast to overspend by £134k, an adverse movement of £3k compared to Month 7. This position assumes there are no further changes to the list of 'high risk' products and their sampling frequencies, which are re-issued quarterly, over the remainder of the financial year.

51. New powers to issue licences for scrap metal dealers in the Borough approved by Cabinet in November 2013 are forecast to raise £18k in licence fees this year, no change compared to Month 7.

52. The fleet management service has been in a transitional position as the vehicle replacement programme takes effect, and the benefits of this programme are now feeding through. A net underspend of £106k is now reported, as the service is actively managing down maintenance costs as older vehicles are replaced, producing an underspend of £231k, no change compared to Month 7. However, in this interim period there remain pressures on contract hire and leases of £125k due to short-term arrangements being put in place while replacement vehicles are procured, no change compared to Month 7. The service is also closely monitoring insurance claims, where there is a greater risk around accidental damage under self-insurance arrangements.

53. Waste Services is currently forecast at a £92k underspend, no change compared Month 7. This is due to a forecast underspend on graffiti removal of £33k and additional recycling income of £59k.

Children's and Young Peoples Services

Revenue (General Fund): £44k underspend (£4k adverse)

54. The Children's and Young Peoples Service is projecting an underspend of £44k as at Month 8, an adverse movement of £4k on the month 7 projections. This relates to a further increase in the number of looked after children that have been moved into more secure accommodation for their safety, netted down by an improvement in the projected staffing costs across the service, as more permanent staff are employed. This consists of an underspend of £286k on Salaries, an improvement of £31k on the month 7 projections, an overspend of £328k on non-staffing budgets, an adverse movement of £87k on the month 7 projections, due to an increase in the secure placements costs and a projected surplus of £86k on income streams, an improvement of £52k on the month 7 projections. The projected variances at Month 8 are summarised in the following table, with more detail provided in the paragraphs below:

Original Budget £'000	Budget Changes £'000	Service	Month 8			Variance (+ adv / - fav)			
			Revised Budget £'000	Forecast Outturn £'000	% Var	Variance (As at Month 8) £'000	Variance (As at Month 7) £'000	Change from Month 7 £'000	
521	0	Adoption	Salaries	521	566	9%	45	29	16
1,064	(0)		Non-Sal Exp	1,064	1,363	28%	298	294	5
(20)	0		Income	(20)	(135)	575%	(115)	(115)	0
1,565	(0)		Sub-Total	1,565	1,793	15%	228	208	20
1,296	1	Children's Homes	Salaries	1,296	1,520	17%	225	229	(4)
2,599	(0)		Non-Sal Exp	2,599	2,747	6%	148	129	19
(912)	(0)		Income	(912)	(725)	-20%	187	223	(36)
2,983	0		Sub-Total	2,983	3,542	19%	559	581	(21)
1,149	(67)	Family Support	Salaries	1,216	1,023	-16%	(193)	(183)	(10)
1,269	(22)		Non-Sal Exp	1,291	1,270	-2%	(21)	(49)	28
(127)	56		Income	(183)	(188)	3%	(5)	27	(32)
2,291	(33)		Sub-Total	2,324	2,106	-9%	(218)	(205)	(13)
1,420	(1)	Fostering	Salaries	1,421	1,288	-9%	(133)	(117)	(16)
5,200	(197)		Non-Sal Exp	5,397	5,628	4%	231	171	60
(271)	0		Income	(271)	(200)	-26%	71	54	17
6,349	(198)		Sub-Total	6,547	6,716	3%	169	108	61
1,347	61	Other Care	Salaries	1,286	1,379	7%	93	98	(5)
2,216	54		Non-Sal Exp	2,162	1,680	-22%	(482)	(513)	31
(518)	(57)		Income	(461)	(486)	5%	(25)	(25)	0
3,045	58		Sub-Total	2,987	2,573	-14%	(414)	(440)	26
5,755	(49)	Social Workers	Salaries	5,804	5,484	-6%	(320)	(279)	(41)
471	4		Non-Sal Exp	467	588	26%	121	148	(27)
(304)	0		Income	(304)	(456)	50%	(152)	(152)	0
5,922	(45)		Sub-Total	5,967	5,616	-6%	(351)	(283)	(68)
1,342	2	Youth Offending	Salaries	1,340	1,338	0%	(2)	(32)	30
43	3		Non-Sal Exp	40	72	81%	32	61	(29)
(494)	0		Income	(494)	(541)	10%	(47)	(46)	(1)
891	5		Sub-Total	886	870	-2%	(16)	(17)	1
12,830	166	Children's And Families	Salaries	12,996	12,710	-2%	(286)	(255)	(31)
13,060	(39)		Non-Sal Exp	13,021	13,349	3%	328	241	87
(2,646)	1		Income	(2,645)	(2,731)	3%	(86)	(34)	(52)
23,244	128		Sub-Total	23,372	23,328	0%	(44)	(48)	4

Adoption Service: £228k overspend (£20k adverse)

55. The Adoption service is projecting an overspend of £228k, an adverse movement of £20k on the month 7 projections, due to an increase in staffing costs. In total, the additional cost of Adoption and Special Guardianship Order placements is causing a pressure of £298k, additionally there is an overspend of £45k on staffing costs. This is netted down by the receipt of additional income of £115k, which relates to income received from other local authorities for adopters that the Council have recruited, which are being used by another local authority, although to date a minority of invoices have been raised.

Children's Homes (Residential Placements): £559k overspend (£21k improvement)

56. This service is projecting an overspend of £559k, an improvement of £21k on the month 7 projections. The current projected outturn position continues to include a contribution of £101k from the Health Service for one placement. Ongoing discussions are taking place with the Health Service, to provide this level of funding, although historically the Health Service have generally not agreed to fund the cost of placements.

57. As stated previously, the main reason for the overspend is due to the high eligibility criteria of the Government grant funded initiative, the Multidimensional Treatment Foster Care (MTFC) programme, where it was assumed that 8 hard to place children currently in a high cost placement would convert to a bespoke foster care placement where additional support and infrastructure would be provided. However, due to the tight constraints of the grant no conversions have been made, which has directly impacted on the ability of the service to deliver the £300k saving that it was envisaged would be delivered through this programme. Based on this, it has been agreed that this grant funded programme will cease in its current set up and be replaced with a similar support mechanism which is not constrained by the conditions of the grant. This will be fully operational from 1 April 2014 and will be well placed to deliver the £300k saving target that is in the 2013/14 MTFF proposals in the 2014/15 financial year. The DfE have confirmed that no clawback will be applied in 2013/14 and have agreed that the scheme will end on 31 March 2014. There will therefore be no grant income in 2014/15, which was the last year of the MTFC programme.

58. Additionally, there is a projected shortfall of £187k in income, which is due to a reduced contribution that will be received from the Dedicated Schools Grant, as the majority of the residential placements that have been converted to more local provision, no longer require a contribution from education.

Family Support: £218k underspend (£13k improvement)

59. The Family Support service is projecting an underspend of £218k, an improvement of £13k on the month 7 projections, due to a slight improvement in staffing costs. The underspend is due primarily to the high level of staff vacancies across this service.

Fostering: £169k overspend (£61k adverse)

60. The Fostering service is projecting an overspend of £169k, an adverse movement of £61k on the month 7 projections. The main reason for the overspend is due to a difference in the actual number of placements when compared to the MTFF projections,

where it was assumed that children would be moved from Independent Fostering Agencies to In House foster care placements.

61. Evidence indicates that there has been some success in converting foster carers (a net conversion rate of 13 children over the last two years), however, the MTFF did not take into account that a number of foster care placements are “Long Term Matched” and cannot be moved, leaving a smaller cohort to consider than the MTFF projections were based on. This has resulted in a projected overspend of £231k on the placements budget. This is netted down by an underspend on staffing budgets.

Other Care Services: £414k underspend (£26k adverse)

62. This service is projecting an underspend of £414k, an adverse movement of £26k on the month 7 projections, due to an increase in client costs. The underspend is due primarily to the alignment of the Public Health responsibilities, where £468k has been identified, netted down by an overspend on staffing due to high levels of agency staff being employed and a £50k overspend on legal costs.

Social Workers: £351k underspend (£68k improvement)

63. This service is projecting an underspend of £351k, an improvement of £68k on the month 7 projections, due to an increase in the salary underspend. The reason for the underspend is due to the transfer back in house of the Social Work Practice Ltd (SWP) contract, where it was anticipated that the service would need to create a new support structure, which has resulted in an underspend in the salary budgets, as the funds have not been realigned. This has been resolved as part of the Children’s Pathway, where the resources available have been taken into account. It is also anticipated that the service will receive additional grant funding of £127k for Social Worker Development training, which has resulted in a planned increase in the expenditure on the delivery of training to the relevant staff.

Youth Offending Service: £16k underspend (£1k adverse)

64. The Youth Offending Service is projecting a slight underspend of £16k, an adverse movement of £1k on the month 7 projections. This is due to an increase in income levels, which relates to the carry forward of unspent balances from 2012/13, which are allowed as part of the conditions of grant, netted down by a similar increase in non staffing costs.

Analysis of Placements

65. The following table sets out the number of current placements as at 1 December 2013, and compares the total with the data presented in month 7 based on the October data. The costs identified are based on the current placements and have been annualised based on the weekly rate. For completeness, a further table includes data on Adoption and Special Guardianship Orders Allowances, as well as other provision:

December 2013 Projections	Projected 13/14 Numbers	%	Annualised Cost £000	Cost t %	2013/14 Projected £000	2013/14 Budget £000
Secure/Remand Accommodation	3		276	3%	276	111
Residential – Out of Borough	17	7%	2,646	30%	1,793	1,142
Residential – Joint Funded						479
Residential – Children with Disabilities					661	355
Residential – In House						
Semi Independent Living	30	13%	627	7%	823	537
Fostering Private – Long Term Matched Panel	24	11%	995	11%		
Fostering Private – Long Term Matched Court Order	3	1%	107	1%		
Fostering Private – Children with Disabilities					91	68
Fostering Private	55	24%	2208	25%	3,476	2,827
In House – Long Term Matched	11	5%	235	3%		
In House	84	37%	1665	19%	1,900	1,950
Total December 2013	227	100%	8,759	100%	9,020	7,469

October 2013 Reported Position	216		8,497		8,910	
Movement Between October and December	11		262		110	

66. To complete the picture the following table provides the age profile of the current placements, based primarily on the school age range definition. The table also includes the figures reported in month 7 as a comparison (it should be noted that the secure accommodation numbers are not included in this table as the placements are very short term in nature):

Placement	Age Range					Total
	0-2	2-5	5-11	11-16	16+	
Private Residential - Out Borough	0	0	2	10	5	17
Semi Independent	0	0	0	0	30	30
IFA Matched LT-Matched	0	0	2	14	8	24
IFA Not Matched	3	1	19	21	14	58
In House	13	17	33	21	11	95
Total	16	18	56	66	68	224
Percentage Distribution	5%	12%	24%	29%	31%	100%

October 2013 Reported Position	13	18	57	64	62	214
Movement Between October and December	3	0	-1	2	6	10

67. The analysis of the Adoption Allowances is set out below, although still work in progress:

	Projected 13/14 Numbers	2013/14 Projected £000	2013/14 Budget £000
Adoption Allowances		243	239
Post Adoption Support		165	153
Residence Order Allowances	53	236	270
Special Guardianship Orders Allowances	60	485	289
Other Payments		90	21
Total		1,219	972

Asylum Service: £1,450k overspend (£34k improvement)

68. The Asylum Service is projecting an overspend of £1,450k, an improvement of £34k on the month 7 projections, due to a reduction in planned placement costs, where officers are ensuring that new Asylum Seekers are found the most adequate placement at the best price.

69. The overspend of £1,450k reflects the true running costs of the service in providing support for asylum seeking children, for which the Home Office will provide grant funding of £5,707k to cover the direct costs based on a unit rate for different age children. The following table sets out the position as at month 8:

Original Budget £'000	Budget Changes £'000	Service	Month 8			Variance (+ adv / - fav)			
			Revised Budget £'000	Forecast Outturn £'000	% Var	Variance (As at Month 8) £'000	Variance (As at Month 7) £'000	Change from Month 7 £'000	
2,965	(332)	Asylum	Salaries	3,297	3,071	-7%	(226)	(231)	5
2,443	(364)		Non-Sal Exp	2,807	4,248	51%	1,441	1,482	(41)
(5,210)	894		Income	(6,104)	(5,869)	-4%	235	233	2
198	198		Sub-Total	0	1,450	0	1,450	1,484	(34)

70. The majority of the costs incurred which are not covered by the Home Office grant relate to support that is provided to children over 18 years of age. Additionally the grant does not pay for the first 25 eligible children. The cost of supporting these children net of any grant, results in the overspend of £1,450k being reported, for which a sum of £1,995k has been set aside in the Corporate Risk Contingency.

71. The following tables provide an analysis of the cost of placements for Asylum Seekers, the age profile and the number of grant claimable clients:

Cost of Placements – Asylum Seekers

Placement Type	Budget	Projected Actual	Variance	Age Profile - Actual			
				Under 16	16 - 18	18 - 21	Over 21
				£	£	£	£
Placement							
Accommodation Rent	922,300	1,523,430	601,130	1,890	374,986	916,862	229,693
In House Fostering	256,300	503,525	247,225	280,021	217,683	5,821	0
Independent Fostering	526,900	853,332	326,432	273,726	523,606	55,999	0
In House Provisions	0	109,200	109,200	0	109,200	0	0
Clients with no placement							
Total Placement Costs	1,705,500	2,989,487	1,283,987	555,637	1,225,475	978,682	229,693
Other Related Costs							
Subsistence and Travel		189,274	189,274		26,116	107,330	55,827
Other		19,809	19,809	1,110	1,471	4,097	13,130
Total Other Related Costs	0	209,083	209,083	1,110	27,587	111,427	68,957

Age Profile – Asylum Seekers

Placement Type	Age Profile - Numbers					Total	Number of Claimable Clients			
	Under 16	16 - 18	18 - 21	Over 21	Under 16		16 - 18	18 - 21	Over 21	
Placement										
Accommodation Rent	0	11	101	24	136		12	64	13	
In House Fostering	15	13	1	0	29	13	11	0		
Independent Fostering	6	16	4		26	4	11	1		
In House Provisions		39			39		33			
Clients with no placement	3	16	18	24	61		5	9	16	
Total Placements	24	95	124	48	291	17	72	74	29	
Other Related Costs										
Subsistence and Travel		8	53	26	87					
Other	4	6	8	10	28					
Total Other Related Costs	4	14	61	36	115					

Risk Contingency

72. The Corporate Risk Contingency holds two budgets; one relating to growth in Looked After Children placement numbers (£781k) and the other relating to a provision for the shortfall in grant funding for the Asylum service (£1,995k). The following table sets out the estimated draw down of these:

Original Budget £'000	Budget Changes £'000	Current Commitments	Month 8		% Var	Variance (+ adv / - fav)		
			Revised Budget £'000	Forecast Outturn £'000		Variance (As at Month 7) £'000	Variance (As at Month 6) £'000	Change from Month 6 £'000
781	0	Social Care Demographic Growth Pressure	781	781	0%	0	0	0
1,995	0	Asylum Funding Shortfall	1,995	1,450	27%	(545)	(511)	(34)
2,776	0	Sub-Total	2,776	2,231	20%	(545)	(511)	(34)

ADULT SOCIAL CARE (£95k underspend , £41k adverse variance)

The Month 8 revenue budget forecast for 2013/14 shows a projected underspend of £95k against budget, representing a £41k adverse movement from the Month 7 position and reflecting some increased pressures being partially mitigated by the impact of management actions to contain these pressures. Within this position is a pressure of £328k is due to slippage in the day centre reconfiguration as a result of the judicial review.

Table 1: Adult Social Care Operating Budgets

Original Budget	Budget Changes	Service	Month 8		% Var	Variance (+ adv / - fav)			
			Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7	
£'000	£'000		£'000	£'000		£'000	£'000	£'000	
6,431	(40)	Older People	Salaries	6,391	5,871	-8%	(520)	(470)	(50)
23,572	453		Non-Sal Exp	24,025	25,483	6%	1,458	1,493	(35)
(8,977)	0		Income	(8,977)	(10,198)	14%	(1,221)	(1,235)	14
21,026	413		Sub-Total	21,439	21,156	-1%	(283)	(212)	(71)
1,612	42	Physical & Sensory Disability	Salaries	1,654	1,478	-11%	(176)	(176)	0
6,726	190		Non-Sal Exp	6,916	7,127	3%	211	246	(35)
(592)	0		Income	(592)	(598)	1%	(6)	(22)	16
7,746	232		Sub-Total	7,978	8,007	0%	29	48	(19)
5,882	(401)	Learning Disability	Salaries	5,481	5,108	-7%	(373)	(306)	(67)
21,157	2,771		Non-Sal Exp	23,928	24,837	4%	909	696	213
(6,281)	0		Income	(6,281)	(5,715)	-9%	566	565	1
20,758	2,370		Sub-Total	23,128	24,230	5%	1,102	955	147
1,526	0	Mental Health	Salaries	1,526	1,363	-11%	(163)	(128)	(35)
4,889	0		Non-Sal Exp	4,889	5,087	4%	198	157	41
(400)	0		Income	(400)	(405)	1%	(5)	10	(15)
6,015	0		Sub-Total	6,015	6,045	0%	30	39	(9)
2,322	(416)	Adult Social Care Directorate	Salaries	1,906	1,756	-8%	(150)	(138)	(12)
(1,724)	(588)		Non-Sal Exp	(2,312)	(3,124)	35%	(812)	(817)	5
(650)	650		Income	0	(9)	N/A	(9)	(9)	0
(52)	(354)		Sub-Total	(406)	(1,377)	239%	(971)	(964)	(7)
17,773	(815)	Adult Social Care	Salaries	16,958	15,576	-8%	(1,382)	(1,218)	(164)
54,620	2,826		Non-Sal Exp	57,446	59,410	3%	1,964	1,775	189
(16,900)	650		Income	(16,250)	(16,925)	4%	(675)	(691)	16
55,493	2,661		Total	58,154	58,061	0%	(93)	(134)	41

73. The disaggregation of the contingency for Adult Social Care clients this year provides a more transparent view of the demographic pressures on different client groups. The

Month 8 forecast for each client group shows a number of variances from the budgeted contingency, however the net effect is that the forecast assumes the full use of contingency available to the department as shown in table 2 below. There is no change in the assumed use of contingency since Month 7.

74. The contingency of £2,589k to cover the impact of transitional children moving into Adult Social Care was approved for release by December Cabinet and £2,589k and is now within the base budget for the Learning Disability Service.

Table 2: Adult Social Care Contingency

Original Budget	Budget Changes	Current Commitments	Revised Budget	Forecast as Needed	Variance (+ adv / - fav)		
					Variance (As at Month 8)	Variance (As at Month 7)	Movement from Month 7
£'000	£'000	£'000	£'000	£'000	£'000	£'000	£'000
3,814	(2,589)	Transitional Children (Demographic)	1,225	1,225	0	0	0
1,500	0	BID Staffing Structure Review	1,500	1,500	0	0	0
3,997	0	Older People's Services (Demographic)	3,997	4,492	495	495	0
1,226	0	Physical Disability (Demographic)	1,226	1,059	(167)	(167)	0
896	0	Learning Disability Service (Demographic)	896	692	(204)	(204)	0
1,558	0	Mental Health Service (Demographic)	1,558	1,434	(124)	(124)	0
12,991	(2589)		10,402	10,402	0	0	0

75. The pressure to support older people to living in the community continues to be contained as a result of continuing proactive management action that includes effective working with our health partners with regard to hospital discharges and close monitoring of the care offer made to clients through the Access service. This has enabled the forecast spend profile for the rest of the financial year to be reduced. This will be kept under close review through the 'winter pressures' period.

76. For the Physical and Sensory Disability Service there has been a small improvement £35k in forecast in respect of non- staffing budgets. This improvement is as a result of the latest review of home care expenditure trends at Month 8.

77. For Learning Disability Services there has been an increase in the salaries underspend as a result of continuing vacancies. The adverse change on non- staffing is as a result of realigning the management action plan to reflect the fact that revised supported living programme has impacted adversely on learning disability original targets for this financial year.

78. In Mental Health services the staffing forecast has reduced by £35k due to continuing vacancies within the Community Mental Health Teams. The increased pressure on non- staffing budgets is as a consequence of realignment of management action expectations.

79. For all services the pressure on services to clients continues to be partially offset by increased client contributions and under spends on staffing costs.

80. As previously reported, the delay that resulted from the Judicial Review challenge to the council's decision to close Day Centres at Parkview and Woodside has impacted on the delivery of £328k savings from both the closure and associated client transport costs. The new resource centre at Queenswalk is expected to become available in June 2014.

Appendix B – Other Funds

Schools Budget

1. The Schools Budget is ringfenced and funded from the Dedicated Schools Grant (DSG), and covers a range of services directly linked to schools. The majority of the DSG is delegated to maintained schools (£113.4 million), with the remainder (£32.4 million) being retained by the Council. The rules applying to the DSG allow for any surplus and deficit balances to be carried forward into the next financial year, for both schools delegated budgets and the centrally retained DSG element (decisions on how this is used lie with the Schools Forum). It should be noted that the Schools Budget is completely separate to the General Fund and no interaction between these two funds is allowable.
2. The forecast movement on the DSG central reserve carried forward for 2013/14 is summarised in the following table:

Original Budget	Budget Changes		Month 8		% Var	Variance (+ adv / - fav)		
			Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7
£'000	£'000		£'000	£'000		£'000	£'000	£'000
(171,267)	25,415	DSG Income	(145,852)	(145,852)	0%	0	0	0
171,283	(57,849)	Delegated to Schools	113,434	113,434	0%	0	0	0
(16)	4,842	Early Years	4,826	2,675	45%	(2,151)	(797)	(1,354)
	4,847	Schools (Retained)	4,847	4,507	-7%	(340)	(229)	(111)
	22,745	SEN	22,745	22,764	0%	19	374	(355)
0	0	Total Schools Budget	0	(2,472)		(2,472)	(652)	(1,820)
(709)	0	Balances b/fwd 01/04/13	(709)	(709)		0	0	0
(709)	0	Balances c/fwd 31/03/14	(709)	(3,181)		(2,472)	(652)	(1,820)

3. The underspend of £2,472k is due primarily to an underspend of £2,091k on the two year old free entitlement offer, where the take up is less than the number of places on offer. This compares to the underspend of £775k reported at month 7 and is considered to represent a reasonable projection for the year-end position on these budgets given the expected level of take-up.
4. There is an underspend on joint funded placements of £420k (£479k in month 7), where action taken by the local authority to place children nearer to home has resulted in a significant decrease in the numbers placed in residential placements, where to date, there are only 8 pupils being funded. There is a further underspend of £237k on staffing.
5. The other major variances across the budget re are net overspends of £190k on fees at independent schools and an overspend of £110k on Education Other Than at School.

6. In year over or underspends are allowed to be carried forward within the DSG central reserve. At the end of the 2012/13 financial year, the DSG central reserve had a surplus balance of £709k. This is forecast to be increased by the in-year underspend of £2,472k, to a projected reserve level of £3,181k as at 31 March 2014, an improvement of £1,820k compared to Month 7.

Parking Revenue Account

7. The Parking Revenue Account is established to govern the use of income from Penalty Charges Notices (PCNs), together with other on-street parking income streams, in accordance with Section 55 of the Road Traffic Regulation Act 1984.

Original Budget	Budget Changes		Month 8		% Var	Variance (+ adv / - fav)		
			Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7
£'000	£'000		£'000	£'000		£'000	£'000	£'000
(4,387)	0	Income	(4,387)	(3,854)	-12%	533	508	25
4,295	0	Expenditure	4,295	4,014	-7%	(281)	(276)	(5)
(92)	0	In year Surplus / Deficit	(92)	160	-274%	252	232	20
(67)	0	Unallocated Balances b/fwd 01/04/13	(67)	(67)		0	0	0
(159)	0	Unallocated Balances c/fwd 31/03/14	(159)	93		252	232	20

8. An in-year deficit of £160k is forecast for the 2013/14 financial year, an adverse movement of £20k compared to Month 7. There is a total forecast shortfall of income of £533k, mainly reflecting the continued lower level of Penalty Charge Notice (PCN) income relative to the historic income target. This includes a one-off shortfall of £180k as the new parking enforcement contractor in place from August 2013 has not been able to immediately maintain PCN income at the levels achieved by the previous contractor, an adverse movement of £25k compared to Month 7 due to continued lower performance. The income pressure is offset by compensating savings totalling £373k, from the enforcement contract (£185k), an improvement of £5k compared to Month 7, and various staffing and non-pay budgets (£96k), as well as the budgeted surplus of £92k.

Collection Fund

9. The collection of local taxes is managed through the Council's Collection Fund, in order to avoid short-term volatility in income impacting on provision of services. As such any surplus or deficit will be factored into budget setting for 2014/15, with current forecasts indicating that £3,610k can be released to the General Fund.

Original Budget £'000	Budget Changes £'000		Month 8		Variance (+ adv / - fav)		
			Revised Budget £'000	Forecast Outturn £'000	Variance (As at Month 8) £'000	Variance (As at Month 7) £'000	Movement from Month7 £'000
(112,926)	0	Gross Council Tax Income	(112,926)	(114,126)	(1,200)	(1,200)	0
15,605	0	Council Tax Reduction Scheme	15,605	15,605	0	0	0
(480)	0	Balance b/fwd	(480)	(2,890)	(2,410)	(2,410)	0
(97,801)	0	Net Council Tax Income	(97,801)	(101,211)	(3,610)	(3,610)	0
(99,398)	0	Gross NNDR Income	(99,398)	(99,398)	0	0	0
58,027	0	Less: Tariff	58,027	58,027	0	0	0
(60)	0	Less: Levy	(60)	(60)	0	0	0
(41,431)	0	Net NNDR Income	(41,431)	(41,431)	0	0	0

10. Taking account of new developments coming on stream within the Borough, the year end reported surplus on gross Council Tax income is expected to reach £1,200k, with no movement declared from the position at Month 7. The cost of reliefs being awarded under the Council Tax Reduction Scheme continues to remain consistent with budget assumptions, and there has been no adverse movement on collection rates from Month 7.
11. In addition to this in-year surplus, a surplus of £2,410k was reported for 2012/13 due to limited volatility around exemptions during the fourth quarter of the year and lower than anticipated requirement for bad debt provision. This sum can be added to the in-year position to release £3,610k to the General Fund in 2014/15.
12. While a breakeven position continues to be reported on NNDR income for 2013/14, a number of properties have been removed from the ratings list resulting in a backdated loss of income which could result in a deficit of up to £900k being reported at outturn. The majority of these movements relate to Heathrow Airport and it is expected that compensatory movements will be actioned by the Valuation Office Agency in the short-term, thus off-setting the pressure.

Appendix C – Housing Revenue Account

1. The Housing Revenue Account (HRA) is forecast to generate an in-year operating surplus (before capital contributions which will be determined at the end of the financial year) of £2,240k, which is £2,192k above budget and no change to Month 7. The surplus is mainly due to a reduction in the major works programme (£2,761k) & lower management costs (£902k), offset by a reduction in rent income (£1,325k) & additional maintenance costs £146k.

Table 1: HRA Overview 2013/14

Original Budget	Budget Changes		Month 8		% Var	Variance (+ adv / - fav)		
			Revised Budget	Forecast Outturn		Variance (As at Month 8)	Variance (As at Month 7)	Change from Month 7
£'000	£'000		£'000	£'000		£'000	£'000	£'000
10,537	1,081	Housing Management	11,618	10,768	-7%	(850)	(850)	0
12,341	(854)	Repairs & Maintenance	11,487	11,633	-1%	146	146	0
17,838	(162)	Major Works	17,676	14,915	-7%	(2,761)	(2,761)	0
1,357	0	Development & Risk Contingency	1,357	1,357	0%	0	0	0
15,307	(65)	Interest & Investment Income	15,242	15,190	3%	(52)	(52)	0
57,380	0	Sub-total Normal Activities	57,380	53,863	-4%	(3,517)	(3,517)	0
		<u>Exceptional items:</u>						
	0		0	0		0	0	0
57,380	0	Total Net Expenditure	57,380	53,863	-4%	(3,517)	(3,517)	0
(57,428)	0	Rental Income	(57,428)	(56,103)		1,325	1,325	0
(48)	0	Net Total	(48)	(2,240)		(2,192)	(2,192)	0
(20,213)	0	Balances b/fwd 01/04/13	(20,213)	(20,213)		0	0	0
(20,261)	0	Balances c/fwd 31/03/14	(20,261)	(22,453)		(2,192)	(2,192)	0

2. The Housing Management budget is showing an under spend of £850k, no change compared to the Month 7 position. There are under spends of £199k due to staffing savings from vacant posts pending restructuring proposals, £275k from savings on the costs of the Hayes Area Office, additional income on chargeable items totalling £323k, and other minor savings of £53k.
3. The Repairs and Maintenance budget is now showing an over spend of £146k, no change compared to Month 7. The majority of this overspend has been identified within day-to-day and voids repairs budgets following a review of activity. A management contract has been agreed with Mears Limited in respect of this service and discussions

on the use of various systems to manage the finances of the overall process are in progress.

4. The Major Works budget is projected to under spend by £2,761k, which is no change to Month 7. The current estimate reflects the cost of the overall Works to Stock programme for 2013/14 and includes cost reductions identified in a review of the programme. Slippage is likely to occur this year with a balance to be carried forward in the Major Repairs Reserve to finance the position which will be agreed at year end. Additional Revenue contributions to fund the capital programme are also being examined and are likely to be needed this financial year particularly in respect of a planned affordable housing programme agreed under the one-for-one programme as part of the reinvigorated Right-to-Buy (RTB) regulations. The effects of a reduced programme of major works are currently being evaluated but initial estimates suggest a further reduction of £750k - £1,000k in overall expenditure in respect of insulation programmes that are not expected to commence in the financial year. This reduction is likely to be offset by an under recovery of Capital Recharge fees for asset management of approximately £611k due to the lower levels of activity in the revised programme.
5. The HRA contingency was set to include provision against the transformation savings target of £480k and an increased provision for doubtful debts of £877k in view of the potential impact effects of welfare reforms. The transformation target savings are likely to be over delivered in 2013/14 and the contingency is not likely to be needed this year. However, there remains only limited information on the effects of welfare reform and the overall contingency is forecast to still be required for this area. The existing rent system controls are being examined the provision for doubtful debts policy is also being revised to bring it into line with the policy in use elsewhere in the council. The outcome of these exercises will be incorporated into the report for December 2013 (Month 9).
6. Rental income is showing an over spend of £1,325k against a target of £57.4 million, no change compared to Month 7. The shortfall is mainly due to the loss of income of £826k following the agreed transfer of commercial shop properties & Garages to community assets. £295k from a higher reduction in the number of dwellings through the RTB scheme, from 45 dwellings assumed in the budget to a latest forecast of 108 dwellings, and £204k from void properties due to a backlog in repairs. Void properties are being released from repairs under an agreed plan and total Void charges for the year are being re-assessed to ensure any processing backlog has been correctly reported.

Appendix D – CAPITAL PROGRAMME

- Table 1 sets out the latest forecast outturn on the current General Fund capital programme. Forecasts for future years include live capital projects and programmes of works as included in the draft programmes for 2013/14 to 2015/16 reported to Cabinet and Council in February 2013.

Table 1 – General Fund Capital Programme

	2013/14	2014/15	2015/16	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000
Original Budget Total GF capital programme	130,779	63,141	17,803	211,723	211,723
Revised Budget excluding contingency (main prog.)	106,787	102,360	22,372	231,519	231,331
Actual Expenditure Year to Date	43,702	-	-	43,702	37,229
Forecast Outturn	85,369	102,290	22,372	210,031	209,874
	-21,418	-70	-	-21,488	-21,458
Variance By Service:					
Asset Management (Table 2)	-3,411	-2,500	-	-5,911	-5,898
Education (Schools Expansions – Table 3)	-13,246	368	-	-12,878	-12,878
Education (Other – Table 4)	-110	-	-	-110	-110
Environmental Policy & Community Engagement (Table 5)	-500	500	-	-	-
Housing General Fund (Table 6)	-2,297	1,557	-	-740	-740
ICT Highways and Business Services (Table 7)	-1,943	-	-	-1,943	-1,943
Planning, Green Spaces & Culture (Table 8)	-110	-14	-	-124	-109
Public Safety (Table 9)	198	20	-	218	218
Adult Social Care Services	-	-	-	-	-
Total Main Programme Variance	-21,418	-70	-	-21,488	-21,458
Analysis of Main Programme Variance:					
Cost Variance	-19,298	-2,190	-	-21,488	-21,458
Projected Re-phasing	-2,120	2,120	-	-	-
	-21,418	-70	-	-21,488	-21,458
Financing Variance:					
Council Resourced Variance	-20,012	-2,675	1,199	-21,488	-21,458
External Grants & Contributions Variance	-1,406	2,605	-1,199	-	-
Total Main Programme Variance	-21,418	-70	-	-21,488	-21,458
Contingency Variance (Council Resourced):	-937	-1,500	-1,500	-3,937	-3,937
Total Capital Programme Variance	-22,355	-1,570	-1,500	-25,425	-25,395
Total Month 7	-33,644	4,880	3,369	-25,395	

- Year to date General Fund Capital Expenditure has reached £43,702k, representing 51% of forecast outturn. A significant proportion of the capital programme is for school

expansions, in particular Phase 2 which is now in the construction stage and hence is increasing its monthly expenditure profile. The forecast spend on School Expansions and New Builds is £47,402k for 2013/14 which represents 57% of the total spend, an increase of 9% on Month 7.

3. The revised budget for 2013/14 has reduced by £13,243k from Month 7 due almost entirely to the re-phasing of £13,423k budget into later years over the life of the capital programme as recommended to Cabinet in Month 7. The movement of -£11,289k in the total variance from Month 7 is explained as follows:

- Budget re-phasing into later years	-£13,423k
- Reduction in Schools Expansions forecast outturn	£ 2,120k
- Reduction in Property Works programme forecast outturn	£ 15k

4. The main internally funded programme shows a net favourable variance of £21,488k. Details of cost variances by scheme for each service are shown below. In addition, there is £3,937k remaining in unallocated contingency funds over three years.
5. The forecast outturn for 2013/14 has reduced by £1,955k from Month 7 and this is largely due to further slippage of £2,120k on the Primary Schools Expansions and New Build Programme. There are some minor delays on several schools however contingency plans have been put in place to manage delivery if there are further delays and the programme remains on target to deliver new school places within planned timescales.
6. The permanent expansion of five schools was completed for September 2013, with a further school expansion completed in November 2013. The expansion of a further 14 schools and construction of two new schools are scheduled to be completed in 2014.
7. Details of the capital programme performance by service are provided in the following paragraphs.

Residents' Services

Asset Management

8. Table 2 below sets out the current position of the capital programme for Asset Management:

Table 2

Service Area Cost Variance Analysis	2013/14	2014/15	2015/16	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000
Asset Management:					
Revised Budget	5,741	4,085	600	10,426	10,426
Actual Expenditure Year to Date	276	-	-	276	196
Forecast Outturn	2,330	1,585	600	4,515	4,530
Forecast Variance	-3,411	-2,500	-	-5,911	-5,896
<u>Analysis of Variance by Scheme</u>					
South Ruislip Development - Plot B	-1,206	-2,500	-	-3,706	-3,706
Civic Centre CHP & Energy Savings Projects	-1,621	-	-	-1,621	-1,621
Property Works Programme	-343	-	-	-343	-328
South Ruislip Development - Plot A	-200	-	-	-200	-200
HRD Health & Safety Works	-40	-	-	-40	-40
Total Cost Variances	-3,411	-2,500	-	-5,911	-5,898
Projected Re-phasing	-	-	-	-	-
Total Variance	-3,411	-2,500	-	-5,911	-5,898
Month 7 Variance	-4,299	-1,597	-	-5,898	

Under Spends

9. An under spend of £5,911k is forecast on the following schemes:
10. South Ruislip Development Plot B – this project to build flats for sale is not proceeding as the site has been removed from the disposals programme, reflected in a reduced capital receipts forecast.
11. Civic Centre CHP & Energy Savings Projects – the strategy for investing in energy saving projects is under review and there are no current plans to utilise this budget.
12. Property Works Programme – an under spend of £343k is forecast based on the current unallocated budget. This is small revision upwards of £15k from Month 7 relating to the forecast cost of South Ruislip Community Association roof works after receipt of tenders.
13. South Ruislip Development Plot A – the forecast under spend is £200k following detailed review of the draft final accounts.
14. HRD Health & Safety Works – the works were completed earlier in the financial year resulting in a £40k under spend.

Other Schemes

15. Although year to date expenditure represents only 12% of forecast outturn this is expected to accelerate between now and financial year end because Queenswalk Development is now on site and contract payments will be made over the next five months. The scheme is expected to be completed by the end of June 2014 and £900k budget has been re-phased into next year because of this.

Education (Schools Expansions Programme)

16. Table 3 below sets out the current position of the capital programme for the Schools Expansions & New Build programme:

Table 3

Service Area Cost Variance Analysis	2013/14	2014/15	2015/16	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000
Education (Schools Expansions Programme):					
Revised Budget	60,648	60,893	6,069	127,610	127,610
Actual Expenditure Year to Date	25,770	-	-	25,770	21,654
Forecast Outturn	47,402	61,261	6,069	114,732	114,732
Forecast Variance	-13,246	368	-	-12,878	-12,878
<u>Analysis of Variance by Scheme</u>					
Primary Schools Expansions Phase 1	10	1,000	-	1,010	1,010
Primary Schools Expansions Phase 2A Temporary	44	-	-	44	44
Primary Schools Expansions Phase 3	-	-	-	-	-
Primary Schools Expansions Phase 2	-8,463	-1,314	-	-9,777	-9,777
Primary Schools Expansions New Build	-2,224	-1,437	-	-3,661	-3,661
Primary Schools Expansions Phase 1A Temporary	-493	-	-	-493	-493
Total Cost Variances	-11,126	-1,752	-	-12,878	-12,878
Projected Re-phasing	-2,120	2,120	-	-	-
Total Variance	-13,246	368	-	-12,878	-12,878
Month 7 Variance	-13,530	-4,217	4,869	-12,878	

Cost Pressures

17. Primary Schools Expansions – Phase 1. There is a forecast £1,010k over spend due to increased costs for Whitehall Infants & Junior Schools. Officers continue to review the performance of the contractor and challenge them to bring costs down.
18. Primary Schools Expansions – Phase 2A temporary. Due to the poor performance of the contractor on these projects the contract was terminated and new contractors employed. The likely over spend is estimated to be £44k.

Under Spends

19. Primary Schools Expansions – Phase 1A temporary. The current forecast is an under spend of £493k after final accounts have been agreed. This is largely to do with identified savings on Rosedale school.
20. Primary Schools Expansions – Phase 2. The largest element of the under spend variance is the Expansion programme Phase 2 which could have a potential surplus against budget of up to £9.8 million. This is due to the contract awards achieving a lower price than originally anticipated during the feasibility and design stage of the

projects. Constructors are now on site and works are progressing, however at this stage there may still be unforeseen issues that could reduce this favourable position moving forward.

21. Primary Schools Expansions – Phase 3. There is a forecast under spend on the New Build element (Phase 3) of the Schools programme, which is mainly due to a £3,000k budget which is uncommitted and was intended to provide capacity to expand the phase by a further Form of Entry.
22. In addition the tender returns for the RAF Uxbridge and Lake Farm developments are £661k below budget. Works commenced on site in October and are progressing well.

Projected Re-phasing

23. Although over the life of the programme the forecast is an overall under spend of £12,878k, this includes £2,120k further re-phasing in Month 8 to reflect the latest cash flow projections on Phase 2 projects.
24. More detailed information on the progress of the Primary Schools Capital Programme can be found in the Schools Update report included in these Cabinet papers.

Education (Other)

25. Table 4 below sets out the current position on Education services excluding the Schools Expansion programme:

Table 4

Service Area Cost Variance Analysis	2013/14	2014/15	2015/16	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000
Education (Other Schemes):					
Revised Budget	3,670	4,460	1,535	9,665	9,665
Actual Expenditure Year to Date	1,776	-	-	1,776	1,689
Forecast Outturn	3,560	4,460	1,535	9,555	9,555
Forecast Variance	-110	-	-	-110	-110
<u>Analysis of Variance by Scheme</u>					
Ruislip High School Expansion	-95	-	-	-95	-95
Children's Centres - Phase 3	-15	-	-	-15	-15
Total Cost Variances	-110	-	-	-110	-110
Projected Re-phasing	-	-	-	-	-
Total Variance	-110	-	-	-110	-110
Month 7 Variance	-3,035	2,925	-	-110	

Under Spends

26. Ruislip High School Expansion – final accounts have been agreed and this is resulting in a forecast under spend of £95k.

27. Children's Centres – an under spend of £15k has arisen on completion of sites under Phase 3 sites.

Other Schemes

28. Urgent Building Condition Projects – an amount of £2,254k has been re-phased into 2014/15 for a number of projects that will not be completed until next year because there is limited access to carry out works during the academic year.

29. Devolved Formula Capital – an amount of £671k has been re-phased into 2014/15.

Environmental Policy & Community Engagement

30. Table 5 sets out the current position on the Environmental Policy & Community Engagement programme:

Table 5

Service Area Cost Variance Analysis	2013/14	2014/15	2015/16	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000
Environmental Policy & Community Engagement:					
Revised Budget	9,587	7,303	4,573	21,463	21,365
Actual Expenditure Year to Date	4,704	-	-	4,704	4,137
Forecast Outturn	9,087	7,803	4,573	21,463	21,365
Forecast Variance	-500	500	-	-	-
<u>Analysis of Variance by Scheme</u>					
Chrysalis Programme	-500	500	-	-	-
Total Cost Variances	-	-	-	-	-
Projected Re-phasing	-	-	-	-	-
Total Variance	-500	500	-	-	-
Month 7 Variance	-2,271	2,271	-	-	-

31. The revised budget has increased due to the additional funding from Transport for London in respect of Cycle Quietway scheme.

Cost Variance

32. Chrysalis Programme will be fully spent but the latest forecast reflects expected timing of spend will cross financial years.

Other Schemes

33. Town Centre Initiatives – a total of £935k has been re-phased into 2014/15 on the three town centre schemes, including £300k GLA funding for Northwood Hills. A request has been made to the GLA to re-phase this element although formal agreement for this will not be received until after the next quarterly grant claim submission is made in January.

34. The Transport for London Local Implementation Plan for 2013/14 is in progress, however funding of £800k has been re-phased into next year as the annual programme will not be complete by financial year end. This does not have an impact on services.
35. Eastcote House and Gardens – the project is now in initial design stages.

Housing General Fund

36. Table 6 sets out the current position on the Housing General Fund capital programme:

Table 6

Service Area Cost Variance Analysis	2013/14	2014/15	2015/16	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000
Housing General Fund:					
Revised Budget	3,879	3,589	3,262	10,730	10,730
Actual Expenditure Year to Date	971	-	-	971	809
Forecast Outturn	1,582	5,146	3,262	9,990	9,990
Forecast Variance	-2,297	1,557	-	-740	-740
<u>Analysis of Variance by Scheme</u>					
GF Supported Housing Programme	-740	-	-	-740	-740
Disabled Facilities Grants	-1,204	1,204	-	-	-
Private Sector Renewal Grants	-353	353	-	-	-
Total Cost Variances	-2,297	1,557	-	-740	-740
Projected Re-phasing	-	-	-	-	-
Total Variance	-2,297	1,557	-	-740	-740
Month 7 Variance	-2,624	1,884	-	-740	

Under Spends

37. General Fund Supported Housing – the Supported Housing strategy is currently being developed and a major capital investment programme is under consideration for future years.
38. Disabled Facilities Grants and Private Sector Renewal Grants – there is backlog that is not forecast to be completed until next financial year.

Other Schemes

39. The HCA/GLA Empty Homes Consortium Contract was signed by GLA in November, however it is anticipated that spend (£327k) will not commence until 2014/15 and the budget has been re-phased to reflect this.

ICT, Highways & Business Services

40. Table 7 sets out the current position on ICT, Highways & Business Services programme:

Table 7

Service Area Cost Variance Analysis	2013/14	2014/15	2015/16	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000
ICT, Highways & Business Services:					
Revised Budget	11,161	4,549	2,888	18,598	18,598
Actual Expenditure Year to Date	5,146	-	-	5,146	4,050
Forecast Outturn	9,218	4,549	2,888	16,655	16,655
Forecast Variance	-1,943	-	-	-1,943	-1,943
<u>Analysis of Variance by Scheme</u>					
Civic Centre Works Programme	-1,664	-	-	-1,664	-1,664
ICT Single Development Plan	-179	-	-	-179	-179
Street Lighting	-100	-	-	-100	-100
Total Cost Variances	-1,943	-	-	-1,943	-1,943
Projected Re-phasing	-	-	-	-	-
Total Variance	-1,943	-	-	-1,943	-1,943
Month 7 Variance	-2,796	853	-	-1,943	

Under Spends

41. Civic Centre Works Programme – it is forecast that there will be a significant under utilisation of the current year budget based on current activity. However, there are schemes now underway that will require funding in 2014/15.
42. ICT Single Development Plan – a number of smaller projects are yet to commence resulting in a current year under spend and will require to be funded from the 2014/15 allocation.
43. Street Lighting – a detailed programme of works has been prepared but it is not expected to fully utilise this year's budget.

Other Schemes

44. Highways Programme – works are now well underway on numerous roads which accounts for the bulk of the movement in actual expenditure for Month 8. The programme is forecast to complete by the end of the financial year within budget.
45. Purchase of Vehicles programme – an amount of £689k has been re-phased to 2014/15 as some vehicle orders from the current year programme are still to be made. There is a forecast pressure of £90k on the current year programme based on recent tender prices received on a number of vehicles, however this will be managed from re-prioritising next year's programme to remain within overall budget.

Planning, Green Spaces & Culture

46. Table 8 below sets out the current position on the Planning, Green Spaces & Culture programme.

Table 8

Service Area Cost Variance Analysis	2013/14	2014/15	2015/16	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000
Planning, Green Spaces & Culture:					
Revised Budget	1,739	13,708	-	15,447	15,407
Actual Expenditure Year to Date	598	-	-	598	593
Forecast Outturn	1,629	13,694	-	15,323	15,298
Forecast Variance	-110	-14	-	-124	-109
<u>Analysis of Variance by Scheme</u>					
Hillingdon Sports & Leisure Centre	75	-	-	75	75
Sport & Cultural Projects	-154	-	-	-154	-154
Highgrove Pool Phase II	-31	-	-	-31	-30
Car Park Resurfacing	-	-14	-	-14	-
Total Cost Variances	-110	-14	-	-124	-109
Projected Re-phasing	-	-	-	-	-
Total Variance	-110	-14	-	-124	-109
Month 7 Variance	-1,678	1,569	-	-109	

47. The revised budget has increased due to grant funding of £39k from Hillingdon Community Trust for the Lake Farm Skate Park project.

Under Spends

48. Highgrove Pool Phase II – this project is now complete with a £31k under spend.

49. Sport & Cultural Projects – funding of £154k currently remains unallocated, however this may be required to fund potential new projects.

50. Car Park resurfacing – costings for works at Kingsend and Cedars car parks indicate that the works will be completed with a £14k under spend.

Over Spends

51. Hillingdon Sports & Leisure Centre – negotiations are ongoing with the contractor over the completion of remedial works. Consultants have been appointed to assess the scope of the additional works required. These issues are resulting in a forecast over spend of £75k.

Other Schemes

52. Yiewsley Pool Development – this scheme is in initial design stages.

53. Grounds Maintenance – an amount of £646k has been re-phased into 2014/15 for the purchase of a range of vehicles.

Public Safety

54. Table 9 sets out the current position on the Public Safety capital programme:

Table 9

Service Area Cost Variance Analysis	2013/14	2014/15	2015/16	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000
Public Safety:					
Revised Budget	10,063	3,522	3,245	16,830	16,830
Actual Expenditure Year to Date	4,384	-	-	4,384	4,039
Forecast Outturn	10,261	3,542	3,245	17,048	17,048
Forecast Variance	198	20	-	218	218
<u>Analysis of Variance by Scheme</u>					
Hayes End Library Development	235	20	-	255	255
Libraries Refurbishment	22	-	-	22	22
New Years Green Lane Civic Amenity Site	-53	-	-	-53	-53
Manor Farm Stables Development	-6	-	-	-6	-6
Total Cost Variances	198	20	-	218	218
Projected Rephasing	-	-	-	-	-
Total Variance	198	20	-	218	218
Month 7 Variance	-2,474	2,692	-	218	

Over Spends

55. Hayes End Library Development – The project is forecasting an overspend of £255k due to the extension of time and associated financial claim from the current contractor along with further works that are required to complete the development. Fire glazing works tenders are higher than anticipated and this has contributed to the overall overspend. A thorough review of these tenders is taking place with alternative options being considered.
56. Libraries Refurbishment – additional costs of £22k have arisen relating to external fees for asbestos works at Oak Farm library and extra fit out costs at Yeading Library.

Under Spends

57. News Year Green Lane Civic Amenity Site – latest estimates as the project nears completion are that there will be an under spend of £53k.

Other Schemes

58. Central Library Refurbishment – the refurbishment of Uxbridge Central Library is on target for completion by March 2014.
59. Environmental Assets - an amount of £300k has been re-phased to 2014/15 for projects where funding is yet to be allocated to specific projects.

General Contingency

60. There are £3,937k funds remaining that are reserved to deal with cost pressures arising on projects in the main capital programme over the next three years to 2015/16.

Capital Financing

61. Table 10 sets out the latest capital receipts forecast.

Table 10

Capital Receipts	2013/14	2014/15	2015/16	2016/17- 2017/18	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000	£'000
Budget Approved February 2013	11,936	17,057	9,173	5,464	43,630	43,630
Revised Budget	9,024	17,057	9,173	5,464	40,718	40,718
Forecast Capital Receipts from Disposals	11,633	7,359	5,858	450	25,300	24,770
Variance	-2,609	9,698	3,315	5,014	15,418	15,948

62. Forecast capital receipts are £11,633k for 2013/14. This represents an increase of £2,609k from the revised budget level. The budgeted level of capital receipts included in the Medium Term Financial Forecast presented to December Cabinet totalled £24,671k which is broadly in line with the current forecast.
63. Year to date sales total £7,269k including the sale of Hayes Pool site, Tasman House and all of the ten flats at Elizabeth Court. There was no movement in actual General Fund capital receipts received in Month 8. A further five significant completions of properties are required to reach the forecast.
64. As at the end of Month 7 the accumulated disposal receipts over the next four years is anticipated to be £25,300k which is a movement of £530k from last month and this is mainly due to a revision upward on the forecast receipt for one of the significant property sales following receipt of offers which are now being evaluated. There is an element of risk around the certainty of these receipts being fully realised which has been reflected in the disposals forecast.
65. The total forecast is £15,418k lower than the budgeted level which will have the effect of increasing borrowing levels. However overall borrowing levels are offset by a reduction of £25,425k from under spends on council resourced schemes. The revised forecast Council resourced requirement split between capital receipts and borrowing is reflected in Table 11 below.

Table 11

Prudential Borrowing Forecast	2013/14	2014/15	2015/16	2016/17- 2017/18	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000	£'000
Forecast Council Resource Requirement	29,259	45,571	11,884	7,735	94,449	94,832
Forecast Capital Receipts	-11,633	-7,359	-5,858	-450	-25,300	-24,770
Forecast Borrowing	17,626	38,212	6,026	7,285	69,149	70,062

66. The movement in forecast borrowing levels from Month 7 is favourable due largely to the increase in capital receipts forecast.

Housing Revenue Account (HRA) Capital Programme

67. The Works to Stock programme consists of capital and revenue and is reported in Appendix C.

68. The current position on the HRA New Build programme is shown in Table 12 below:

Table 12

	2013/14	2014/15	2015/16	Total Month (08)	Total Month (07)
	£'000	£'000	£'000	£'000	£'000
HRA New Build Programme:					
Revised Budget	357	-	-	357	357
Actual Expenditure Year to Date	198	-	-	198	259
Forecast Outturn	627	790	-	1,417	1,403
Forecast Variance	270	790	-	1,060	1,046
<u>Analysis of Variance by Scheme</u>					
New Build – Extra Care Sites Phase 1	-	790	-	790	790
New Build – HRA Pipeline Sites Phase 1	25	-	-	25	11
New Build – Learning Disability Sites Phase 1	124	-	-	124	124
New Build – HRA Pipeline Sites Phase 2	121	-	-	121	121
Total Cost Variances	270	790	-	1,060	1,046
Projected Rephasing	-	-	-	-	-
Total Variance	270	790	-	1,060	1,046
Month 7 Variance	256	790	-	1,046	

69. New Build HRA Extra Care Sites Phase 1: Triscott House – contractual issues leading to a forecast over spend of £790k have yet to be resolved with the main contractor. The over spend will depend on the outcome of legal proceedings and is subject to some uncertainty at the moment. The Council has entered into arbitration with the contractor and an arbitrator has been appointed. Due to the lengthy time that this will take to be resolved the forecast over spend is reported in 2014/15 financial year.

70. Additional completion works have been identified which will potentially increase the total over spend further. This will be reflected in future reporting once the final outcome becomes more certain.
71. The New Build HRA Learning Disability Sites scheme is currently expected to overspend by £124k. The project is now complete, however there are additional costs to be incurred on final account around external landscaping and flooring costs at Horton Road and drainage and utility connection works at Ascott Court.
72. New Build HRA Pipeline Sites Phase 1 – outstanding employers' agent fee invoices of £14k have been reviewed and require to be paid resulting in an increase in the forecast.
73. New Build HRA Pipeline Sites Phase 2 is forecasting an overspend of £121k on final account for the Gilbert Road site due to extra demolition costs, pre-construction fees and additional highways works.

HRA Capital Receipts

74. There have been 63 Right to Buy sales of council dwellings achieved year to date for a value of £6,593k and a total of 92 sales are forecast totalling £9,236k in 2013/14. The forecast is based on a prudent view of sales that are likely to be completed by the end of this financial year. The Council has signed an agreement with Department for Communities & Local Government to re-invest the proceeds in housing stock regeneration. This enables the Council to retain a higher level of receipts because of reduced pooling, however the terms of the agreement stipulate that receipts must be used within three years or otherwise are returned to government. Proposals are being drafted by officers to develop an Affordable Housing programme to utilise these receipts within allowed timescales.

APPENDIX E – Treasury Management Report as at 30 November 2013

Outstanding Deposits - Average Rate of Return on Deposits: 0.48%

	Actual £m	Actual %	Bench-mark %
Up to 1 Month	78.1	61.98	60.00
1-2 Months	12.2	9.68	15.00
2-3 Months	14.4	11.43	10.00
3-6 Months	13.1	10.40	10.00
6-9 Months	5.0	3.97	5.00
9-12 Months	0.0	0.0	0.00
12-18 Months	0.0	0.0	0.00
Subtotal	122.8	97.46	100.00
Unpaid Maturities	3.2	2.54	0.00
Total	126.0	100.00	100.00

1. With the exception of the unpaid Icelandic investments, London Borough of Hillingdon's deposits are held with UK institutions, which hold at a minimum, a Fitch or lowest equivalent of A- long-term credit rating. Deposits are currently held with the following institutions; Bank of Scotland, Black Rock MMF, Goldman Sachs MMF, Insight MMF, Ignis MMF, PSDF MMF, Royal Bank of Scotland, HSBC, Lloyds, Nationwide Building Society, Barclays, Lancashire County Council, Kingston-upon-Hull City Council and Sheffield City Council. The Council also currently hold three Certificates of Deposit with Standard Chartered.
2. During November fixed-term deposits continued to mature in line with cashflow requirements. Any surplus funds were either placed in instant access accounts, short fixed term deposits or a certificate of deposit.

Outstanding Debt - Average Interest Rate on Debt: 2.99%

	Actual £m	Actual %
General Fund		
PWLB	73.16	21.55
Long-Term Market	15.00	4.42
HRA		
PWLB	218.32	64.31
Long-Term Market	33.00	9.72
Total	339.48	100.00

3. There were no early debt repayment opportunities or rescheduling activities and no breaches of the prudential indicators during November.

Ongoing Strategy

4. In order to maintain liquidity for day-to day business operations, short-term balances will be placed in short term deposits of up to six months, as these are generally yielding a higher rate of interest than those offered in instant access accounts. When cash flow allows, long term deposits will be placed to help increase the average rate of return achieved.

5. During November, non-HRA settlement PWLB loans still carried large premiums and therefore made rescheduling of debt unfeasible. Some HRA settlement debt showed small discounts, however as these loans are issued at preferable rates, any short-term savings would be more than offset over the longer-term when these loans were replaced at higher rates.

Banking Reform Act

6. The Financial Services (Banking Reform) Act 2013 gained Royal Assent in December which introduced a 'bail-in' mechanism, could increase the potential for partial loss of deposits in UK Banks, in the case of banks making losses. This measure has been introduced to prevent the taxpayers having to bail out large banks in the future. As a result the draft strategy for 2014/15, due to be agreed by Cabinet and Council in February recommends that to further diversify risk the Council will reduce individual counterparty holding limits from 15% to 10%. Officers are monitoring current holdings and will try to reduce to these new limits as soon as practicable.

Appendix F – Consultancy and agency assignments over £50k approved under delegated authority

1. The following Agency staff costing over £50k have been approved under delegated powers by the Chief Executive in consultation with the Leader and are reported here for information.

Post Title	Start Date	Proposed End Date	2012/13 Spend & Earlier £'000	2013/14 Previously Approved £'000	2013/14 Approved £'000	Total Spend £'000
Asset Management						
Electrical Services Officer	4 October 2010	4 April 2014	94	25	19	138
Housing						
Senior Sales Advisor (outside establishment)	29 October 2012	1 August 2014	15	28	18	61
Planning, Green Spaces & Sport						
Planning Officer (outside establishment)	11 February 2013	21 March 2014	8	44	19	71
Building Control Surveyor	6 August 2012	21 March 2014	24	28	9	61
Children's & Young People's Services						
Head of Children's Services	27 January 2014	20 May 2014	0	0	61	61

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