



HILLINGDON
LONDON



Residents' and Environmental Services Policy Overview Committee

Councillors on the Committee

Michael White (Chairman)
Teji Barnes (Vice-Chairman)
Mohinder Birah
Peter Davis
Patricia Jackson
Kuldeep Lakhmana (Labour Lead)
Judy Kelly
Brian Stead
Jas Dhot

Date: WEDNESDAY, 23
SEPTEMBER 2015

Time: 5.30 PM

Venue: COMMITTEE ROOM 5 -
CIVIC CENTRE, HIGH
STREET, UXBRIDGE UB8
1UW

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

Published: Tuesday, 15 September 2015

Contact: Ainsley Gilbert
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This Agenda is available online at:

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Putting our residents first

Lloyd White
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Terms of Reference

A central role of a Policy Overview Committees is to undertake in-depth policy reviews on specific issues. Reviews provide the opportunity to hear from members of the public and expert witnesses, including people from a wide range of external organisations. Reviews usually make recommendations to the Cabinet on how the Council could improve its work. They therefore perform an important role in opening up the policy-making process to a wider audience, including people who would not normally have the opportunity to participate.

This Committee undertakes the policy overview role in relation to the following matters:

- Highways, traffic, parking & street environment
- Local transport, including rail, cycling & London Underground
- Footpaths and Bridleways
- Road safety and education
- Planning & Building Control
- Libraries
- The Borough's heritage and history
- Sport & Leisure services
- Waste management & recycling
- Green spaces, allotments, woodlands, conservation and sustainable development
- Consumer Protection, Trading Standards & Licensing
- Registrars & Bereavement Services
- Local watercourses, drainage and flooding
- Environmental Health, Air & Noise Quality
- Local impacts of Heathrow expansion
- Local impacts of High Speed Rail

Agenda

Chairman's Announcements

- 1 Apologies for Absence
- 2 Declaration of Interest in matters coming before this meeting
- 3 To confirm that all items marked Part 1 will be considered in Public and that any items marked Part 2 will be considered in Private
- 4 To agree the Minutes of the previous meeting 1 - 4
- 5 Witness Session 5 - 10
- 6 Forward Plan 11 - 16
- 7 Work Programme 17 - 18

Minutes

RESIDENTS' AND ENVIRONMENTAL SERVICES POLICY OVERVIEW COMMITTEE

29 July 2015



Meeting held at Committee Room 5 - Civic Centre,
High Street, Uxbridge UB8 1UW

	<p>Committee Members Present: Councillors Michael White (Chairman), Teji Barnes (Vice-Chairman), Mohinder Birah, Peter Davis, Patricia Jackson, Kuldeep Lakhmana (Labour Lead), Judy Kelly, Brian Stead and Jas Dhot</p> <p>LBH Officers Present: Nigel Dicker, Residents Services, Ed Shaylor, Residents Services, Linda Wharton, Residents Services, Alex Chrusciak, Residents Services, Andy Evans, Finance, Ainsley Gilbert, Democratic Services</p>
12.	<p>APOLOGIES FOR ABSENCE (<i>Agenda Item 1</i>)</p> <p>There were no apologies for absence.</p>
13.	<p>DECLARATION OF INTEREST IN MATTERS COMING BEFORE THIS MEETING (<i>Agenda Item 2</i>)</p> <p>There were no declarations of interest.</p>
14.	<p>TO CONFIRM THAT ALL ITEMS MARKED PART 1 WILL BE CONSIDERED IN PUBLIC AND THAT ANY ITEMS MARKED PART 2 WILL BE CONSIDERED IN PRIVATE (<i>Agenda Item 3</i>)</p> <p>It was agreed that all items would be considered in part 1.</p>
15.	<p>TO AGREE THE MINUTES OF THE PREVIOUS MEETING (<i>Agenda Item 4</i>)</p> <p>The minutes of the previous meeting were agreed to be accurate.</p>
16.	<p>SCOPING REPORTS FOR BOTH REVIEWS FOR THE MUNICIPAL YEAR (<i>Agenda Item 5</i>)</p> <p>The Clerk introduced the Scoping Report regarding 'The Council's Approach to the problem of hoarding'. He explained that the proposal for a review into hoarding had come from members, and that the review would aim to ensure that the Borough was taking the right approach to dealing with hoarders.</p> <p>Ed Shaylor, Residents Services, explained that a multi-agency panel, chaired by the Fire Brigade, had been set up in 2014. This had considered 36 cases. The Council was empowered to take enforcement action, but it was noted that such action had to be justified and that there were many people who could be classed as eccentric, but whose accumulations were not causing significant harm. Many powers existed under public health legislation, but again they had fairly strict criteria for use. Hoarding was a</p>

recognised mental health issue and so in some cases this meant that the Council had to take a more cautious approach than neighbouring residents might like. Identifying budgets was recognised as an issue, as there was understandably no dedicated budget for dealing with hoarding, although officers had tried to ensure that a one Council approach was taken to ensure that work was done. Costs could often be recovered from residents.

Linda Wharton, Residents Services, explained that the Council also had powers under Section 215 of the Town and Country Planning Act, which whilst intended to aid redevelopment, were also applicable to hoarding which affected the amenity of the area. This power was slow to use however, as it had to be agreed by the relevant area planning committee. The power had been used once and had been successful in getting the resident to take action before a prosecution was brought.

In response to questions from members, officers explained that:

- Most reports regarding hoarding were from neighbours, although some came through other agencies who had visited residents.
- The number of hoarders in the Borough was unknown, and that this would depend on how hoarding was defined.
- If officers were aware of someone who had properties in a different borough, they would seek to take co-ordinated action with other authorities.
- Residents would be signposted to mental health services, however, they would have to take the initiative and use these.
- Some use had been made of Community Payback Teams and Blue Sky Regeneration in clearing properties.
- Time limits were set for residents to clear rubbish on a case by case basis.
- Vulnerable people were identified by the Police and Fire Brigade, and that annual gas checks by landlords were another good opportunity to identify hoarding.

The Clerk introduced the second scoping report into 'Mechanisms for reviewing major developments in the Borough and identifying lessons to be learned for the planning process'. He explained that the review had been suggested by James Rodger, Head of Planning, and that its aim was to identify whether improved review mechanisms would be likely to raise the quality of developments through learning lessons from previous schemes and to consider what form any such mechanisms might take.

Alex Chrusciak, Residents Services, explained that it was hard to get feedback on the quality of developments. There were a number of standards against which developments could be judged, however, these were not widely adopted. There was an opportunity to use modern technology to gather feedback from residents.

In response to questions from members, officers explained that:

- The review of developments would have to take place over a long period of time, as there was often a significant gap between planning approval, and residents moving in and feedback from applicants and agents was unlikely to be focused on the liveability of the properties.
- There was a possibility of the Government introducing more standardised planning guidance, which would make it harder for Local Authorities to improve the quality of development in their areas.

Members also raised issues such as parking and storage which they felt were important to the quality of a development.

	<p>Resolved:</p> <ul style="list-style-type: none"> - That the scoping reports into 'The Council's Approach to the problem of hoarding' and 'Mechanisms for reviewing major developments in the Borough and identifying lessons to be learned for the planning process' be agreed.
17.	<p>BUDGET PLANNING FOR RESIDENTS SERVICES (<i>Agenda Item 6</i>)</p> <p>Andy Evans, Finance, introduced the report. He explained that the saving requirement for 2016/17 was expected to be £20.3 million. The Government's Comprehensive Spending Review may change this figure but the outcome is not expected until the last week of November. The delay in the implementation of the Care Act had eased funding pressures slightly, although it was not clear yet whether transitional funding would now be withdrawn. The Council had a good record on budget management building up general balances of £40 million, and this good past performance meant that £5 million could be drawn from balances in 2016/17 to smooth the impact of funding reductions . The Residents Services Directorate had made good progress towards its savings targets, although there were of course also some funding pressures. Fees and Charges would continue to be reviewed, and other forms of income, such as grants, would continue to be sought where the criteria aligned with the Council's priorities.</p> <p>In response to questions from members, officers explained that:</p> <ul style="list-style-type: none"> - The full implementation of the Care Act had the potential to be very costly but low uptake of those parts of the Act already implemented had limited the amount spent so far. The delayed full implementation and any increase in uptake would mostly impact the Adult Social Care Services Directorate. - Officers from Finance and Residents Services worked closely together to find savings, that would generate efficiency savings without impacting on service delivery. This process was however more difficult each year. <p>The report was noted.</p>
18.	<p>FORWARD PLAN (<i>Agenda Item 7</i>)</p> <p>The report was noted.</p>
19.	<p>WORK PROGRAMME (<i>Agenda Item 8</i>)</p> <p>The report was noted.</p>
	<p>The meeting, which commenced at 5.30 pm, closed at 6.30 pm.</p>

These are the minutes of the above meeting. For more information on any of the resolutions please contact Ainsley Gilbert on 01895 250692. Circulation of these minutes is to Councillors, Officers, the Press and Members of the Public.

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Residents and Environmental Services Policy Overview Committee Review 2015/16

The Council's approach to the problem of hoarding

TERMS OF REFERENCE

1. To understand the prevalence of Hoarding in the Borough, and its impact on residents;
2. To understand, consider, and recommend improvements to, the Council's approach to resolving Hoarding Cases including identifying staff and budgetary resources to do this work;
3. To understand the relationship between Council officers dealing with hoarding and Mental Health Service providers.

PURPOSE OF THE WITNESS SESSION - SETTING THE CONTEXT

The purpose of this first witness session is to consider the problems created by hoarding, and understand the context in which enforcement action is undertaken. Dealing with Hoarders is acknowledged as being a complex issue and members will wish to understand the challenges faced in doing so before reviewing the existing approach in Hillingdon. Members will also at this stage wish to understand the extent of the problem in Hillingdon.

Key Questions

- 1) What constitutes hoarding disorder?
- 2) What impact does hoarding have on those with hoarding disorder and neighbours?
- 3) How can hoarding be managed?
- 4) What type of approach is most successful in stopping hoarding behaviour?
- 5) How prevalent is hoarding behaviour in Hillingdon?

WITNESSES

Listed below are the names and positions of witnesses attending this session. Their areas of expertise are also listed, and members should use these to guide their questioning.

Ed Shaylor, Service Manager, Residents Services (Responsible for the Anti Social Behaviour Investigation Team)

Areas of particular expertise:

- Taking enforcement action
- Hoarding in Hillingdon

Claudia Meissner, Advanced Social Work Practitioner, Adult Social Care and Virindar Basi, Older Persons Specialist Team Manager, Specialist Team, Adult Social Care

Areas of particular expertise:

- Social Services interaction with hoarders
- Joint working between Social Services and other areas
- Managing hoarding disorders

Satwant Singh, Nurse Consultant in Cognitive Behavioural Therapy & Mental Health (Representing Hoarding UK - <http://www.hoardinguk.org/>)

Areas of particular expertise:

- Treating hoarding disorder
- The relationship between enforcement action and Mental Health Services
- Dealing with hoarding without enforcement action
- Examples of interaction between Mental Health Services and Council officers
- Examples of best practice from other authority areas.

FURTHER INFORMATION

A good deal of information about enforcement powers and Hillingdon's current approach was provided in the scoping report, and at the July RESPOC meeting where it was considered. Additional information relevant to this witness session is included below.

What is Hoarding

A hoarding disorder, as defined by the NHS, is where someone acquires an excessive number of items and stores them in a chaotic manner. The items can be of little or no monetary value and usually result in unmanageable amounts of clutter. It's considered to be a significant problem if:

- the amount of clutter interferes with everyday living – for example, the person is unable to use their kitchen or bathroom and cannot access rooms
- the clutter is causing significant distress or negatively affecting the person's quality of life or their family's – for example, they become upset if someone tries to clear the clutter and their relationships with others suffer.

Why People Hoard

Hoarding can be a symptom of another condition. For example, someone with mobility problems may be physically unable to clear the huge amounts of clutter they have acquired. People with learning disabilities or people developing dementia may be unable

to categorise and dispose of items. Mental health problems associated with hoarding include:

- severe depression
- psychotic disorders, such as schizophrenia
- obsessive compulsive disorder (OCD)

In some cases, hoarding is a condition in itself and often associated with self-neglect. Many people who hoard have strongly held beliefs related to acquiring and discarding things, such as: "I may need this someday" or "If I buy this, it will make me happy". Others may be struggling to cope with a stressful life event, such as the death of a loved one. Most people with a hoarding disorder have a very strong emotional attachment to the objects.

How prevalent is Hoarding?

It has been estimated that between 2 and 5 % of adults in the UK may have symptoms of a hoarding disorder. Potentially only 5% of hoarders come to the attention of professionals, however. In Hillingdon 36 hoarding cases have been considered by the panel in the last 12-18 months, which would suggest that there could be between 600-1000 hoarders in the borough, although the severity of these cases will vary greatly. Certainly there is a perception that hoarding is fairly prevalent in the Borough.

Hoarding Protocols

Many local authorities have developed local Hoarding Protocols which set out a framework for agencies to work in partnership using an outcome focused, solution based model. They ensure that all agencies work in a joined up manner, and often provide useful resources such as clutter diagrams, and assessment forms which gather the information needed by all agencies. They also set out at what level enforcement powers will be used. The committee may wish to consider whether such a protocol would be useful in Hillingdon. An example of a protocol from the London Borough of Merton is available via this link:

http://www.merton.gov.uk/multi_agency_hoarding_protocol_and_practitioner_toolkit_draft_version_april_2014_2_-2.pdf

Professional De-clutterers

Some local authorities and housing associations have used professional de-clutterers to help hoarders to part with their belongings. The benefits of this approach are the expertise and time that these businesses can bring to a situation, which may make it easier for a resident to part with their possessions. However, the costs involved are often substantial, and in many cases other professionals will have to support the work, as well as disposal arrangements being made. The Association of Professional Declutterers & Organisers have a Hoarding webpage here which explains the service in greater detail:

<http://www.apdo-uk.co.uk/resources.php/hoarding>

APPENDICES

Appendix A - Case Study from Social Services

REVIEW TIMELINE

RESPOC: 1 st Meeting - 23 September 2015	Witness Session 1 - Setting the Context LBH Adult Social Care Anti Social Behaviour Investigation Team External expert witness	Evidence and enquiry
RESPOC: 2 nd Meeting - 15 October 2015	Witness Session 2 - Reviewing the Present Approach Fire Service Planning Enforcement Mental Health Service Anti Social Behaviour Investigation Team	Evidence and enquiry
RESPOC: 12 November 2015	Agree Final Report and Recommendations	Consider Draft Final Report
Cabinet: TBC	The draft final report will be presented to Cabinet by the Chairman of the Committee.	Cabinet may approve, amend or reject as many of the report's recommendations as it wishes.

Appendix A - Case study

Person:

Person A is 87yrs and lives with her husband in an owner occupied property.

Referral:

London Ambulance called raising concerns over state of property, rubbish stacked everywhere. No central heating, couple using a calor gas which is a fire hazard.

Person A was admitted to hospital following a fall. Hospital staff raised concerns over filthy dressing on legs and very poor mobility and not being safe to return home due to the hoarding.

The couple have lived in neglected environment for some years. Person A's suffered general deterioration in her health and diagnosis of dementia. There are a number of cats that are allowed to access the property over the years and Person A refers to the cats as her children, the couple had lost a baby. The couple are very isolated and had a tendency to also sleep in the car.

As Person A does not have capacity, best interest meeting was set up and it was agreed that it would not be appropriate for Person A to return home at that stage and the couple are supported with clean of the property so that Person A can return home.

Professional involvement:

- Referral to Vulnerable Adult panel
- Joint work with ASBIT team
- Occupational Therapist input in planning move back home.
- Fire Brigade visited to risk assess.

Outcome:

Taken over 6 months to clean up property due to budget constraints.

Now planning to see what repairs required and arranging appropriate care for Person A

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FORWARD PLAN

Contact officer: Ainsley Gilbert
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Email: agilbert@hillingdon.gov.uk

REASON FOR ITEM

The Committee is required by its terms of reference to consider the Forward Plan and comment as appropriate to the decision maker on key decisions that relate to services within its remit (before they are taken by Cabinet or Cabinet Member).

OPTIONS OPEN TO THE COMMITTEE

- To comment on items going to the Cabinet or Cabinet Members for decision.
- Or to note the items and decide not to comment.

INFORMATION

1. The Forward Plan for the following months has been published. Those items that are within this Committee's remit are shown on the attached version of the Forward Plan. The Committee may wish to consider and comment on these items.
2. Committee Members are requested to send in any questions they have regarding the attached Forward Plan or on any reports going to the next meeting of Cabinet, and to notify any officers that they would like to attend to give advice.

SUGGESTED COMMITTEE ACTIVITY

- To consider whether there are comments or suggestions that the Committee wishes to make that will aid Cabinet's decision making.

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Ref	Decision	Further information	Ward(s)	Final decision By Full Council	Cabinet Members Responsible	Officer Contact for further information	Consultation on the decision	NEW ITEM	Private decision?
Council Departments: RS = Residents Services CYPs = Children and Young People's Services ASCS= Adult Social Care Services AD = Administration FD= Finance									
Cabinet meeting - 24 September 2015									
56	Children's Centres Leases	Cabinet will be asked to consider granting a 25 year lease on a number of Children's Centres where the freehold interest is in third party ownership.	All		Cllr Jonathan Bianco	RS - Mike Paterson		NEW	Private (3)
57	Partnership working in Hillingdon	Cabinet will receive an update report on local partnership objectives and related governance structures, recommending that any new fora or working groups should be developed in line with this.	All		Cllr Douglas Mills	AD - Kevin Byrne		NEW	
59	The Supply and Delivery of Fuel	Cabinet will be asked to consider a contract extension to the current fuel supply and delivery service. Officers also intend to put forward a recommendation to Cabinet regarding fuel price hedging.	N/A		Cllr Jonathan Bianco	FD - Matthew Kelly / Ashley Bautier		NEW	Private (3)
65a	Draft Licensing, Gambling & related licensing policies for consultation POLICY FRAMEWORK	The Council's key licensing policies are shortly required to be re-adopted (Statements of Licensing and Gambling Policies) along with other related licensing policies. Cabinet is requested to agree that the draft policies be issued for public consultation before being reported back to Cabinet (and Council if applicable) before final approval.	All	14-Jan-16	Cllr Jonathan Bianco	RS - Claire Freeman / Stephanie Waterford	Licensing Committee / RESPOC, the wider public and statutory consultees	NEW	

Ref	Decision		Further information		Ward(s)	Final decision By Full Council	Cabinet Member(s) Responsible	Officer Contact for further information	Consultation on the decision	NEW ITEM	Private decision?
	Ref	Decision	Further information	Ward(s)							
38	Local Plan - Part 2	CYPB = Children and Young People's Services ASCS= Adult Social Care Services AD = Administration FD= Finance	Cabinet will consider additional amendments to the Local Plan - Part 2: Draft Development Management Policies, Sites Allocation and Designations and the Policies Map for a further round of consultation, before the Local Plan is submitted to the Secretary of State for examination.	All	Date in 2016 TBC after examination stage	Cllr Keith Burrows	RS - James Gleave	Various consultees	Def		
45	Hayes Village and Harlington Village Conservation Area Appraisals		Following consultation, Cabinet will be asked to approve the Hayes Village and Harlington Village Conservation Area Appraisals for planning purposes.	Various		Cllr Keith Burrows	RS - Sarah Harper / Mark Price	Local consultation			
SI	Quarterly Planning Obligations Monitoring report		Regular monitoring report with information about spending on section 106 (developer contribution) monies.	All		Cllr Keith Burrows	RS - Nicola Wyatt				

Ref	Decision	Further information	Ward(s)	Final decision By Full Council	Cabinet Member(s) Responsible	Officer Contact for Further Information	Consultation on the decision	NEW ITEM	Private decision?
Council Departments: RS = Residents Services CYPs =Children and Young People's Services ASCS= Adult Social Care Services AD = Administration FD= Finance									
Cabinet meeting - 22 October 2015									
53	Corporate Complaints Procedure	Following a review by the Corporate Services and Partnerships Policy Overview Committee and endorsement of their findings by Cabinet in May 2015, a report will be presented recommending modifications to the 3-stage process to further streamline the way in which the Council handles any complaints, putting residents first.	All		Cllr Ray Puddifoot MBE	AD - Daniel Kennedy			
Cabinet meeting - 19 November 2015									
64	Pest Control Contract	Officers have tendered the Pest Control contract with the assistance of Corporate Procurement. Cabinet will be requested to review the results of the tender and consider awarding a new contract.	All		Cllr Jonathan Bianco	RS - Shabeg Nagra & Jo Smith	Corporate consultees	NEW	Private (3)

Ref	Decision	Further information	Ward(s)	Final decision By Full Council	Cabinet Member(s) Responsible	Officer Contact for further information	Consultation on the decision	NEW ITEM	Private decision?
Council Departments: RS = Residents Services CYPs =Children and Young People's Services ASCS= Adult Social Care Services AD = Administration FD= Finance Cabinet meeting - 17 December 2015									
61a	The Council's Budget - Medium Term Financial Forecast This report will set out the Medium Term Financial Forecast (MTFF), which includes the draft General Fund reserve budget and capital programme for 2016/17 for consultation, along with indicative projections for the following three years. This will also include the HRA rents for consideration.	All	18 February 2016 or 25 February 2016 (reserve date)	Cllr Ray Puddifoot MBE & Cllr Jonathan Bianco	FD - Paul Whaymand	Public consultation through the Policy Overview Committee process and statutory consultation with businesses & ratepayers	NEW		
62	Financial Support to Voluntary Organisations The report to Cabinet will make recommendations on the level of financial support to voluntary organisations for the 2016/17 financial year.	All		Councillor Douglas Mills	AD - Nigel Cramb	Corporate Services & Partnerships POC	NEW		
65b	Licensing, Gambling & related licensing policies for approval POLICY FRAMEWORK Following consultation, Cabinet will consider the responses received on the Council's key licensing policies and decide whether or not to approve them (or recommend them to Council as policy framework documents).	All	14-Jan-16	Cllr Jonathan Bianco	RS - Claire Freeman / Stephanie Waterford	Licensing Committee / RESPOC, the wider public and statutory consultees	NEW		
SI	Quarterly Planning Obligations Monitoring report Regular monitoring report with information about spending on section 106 (developer contribution) monies.	All		Cllr Keith Burrows	RS - Nicola Wyatt		NEW		

Agenda Item 7

Work Programme and Review Topics for the Next Municipal Year

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Email: agilbert@hillingdon.gov.uk

REASON FOR ITEM

This report is to enable the Committee to review meeting dates and forward plans. This is a standard item at the end of each agenda.

MEETINGS

25 Jun 2015 Venue: CR4	Major Review 1 – discuss potential review topics for first major review
	Update on implementation of recommendations from past reviews
	'Beds in Sheds' – Enforcement and Impact
	Trading Standards Update
	Work Programme – review the annual work programme
Cabinet Forward Plan – review forthcoming decisions	
29 Jul 2015 Venue: CR5	Major Review 1 and Review 2 – consideration of scoping report
	Consideration of Budget Planning Report for Residents Services 2015/16
	Work Programme – review the annual work programme
	Cabinet Forward Plan – review forthcoming decisions
23 Sep 2015 Venue: CR5	Major Review 1 – First witness session
	Work Programme – review the annual work programme
	Cabinet Forward Plan – review forthcoming decisions
15 Oct 2015 Venue: CR6	Major Review 1 – Second witness session
	Licensing Policies Consultation
	Work Programme – review the annual work programme
	Cabinet Forward Plan – review forthcoming decisions
12 Nov 2015 Venue: CR3a	Major Review 1 - consideration of draft final report
	Review 2 - First Witness Session
	Work Programme – review the annual work programme
	Cabinet Forward Plan – review forthcoming decisions
19 Jan 2016 Venue: CR5	Major Review 2 - Second Witness Session
	Budget Report for consideration
	Work Programme – review the annual work programme
	Cabinet Forward Plan – review forthcoming decisions
24 Feb 2016 Venue: CR4+4a	Review 2 - consideration of draft final report
	Annual Safety at Sports Grounds Report
	Work Programme – review the annual work programme
	Cabinet Forward Plan – review forthcoming decisions

23 Mar 2016 Venue: CR5	Update on the Council's and other bodies' responses to flooding in the Borough
	Work Programme – review the annual work programme
	Cabinet Forward Plan – review forthcoming decisions
27 Apr 2016 Venue: TBC	Consideration of topics for major reviews for the next Municipal Year
	Update on implementation of recommendations from past reviews
	Work Programme – review the annual work programme
	Cabinet Forward Plan – review forthcoming decisions

OPTIONS OPEN TO THE COMMITTEE

1. To note dates for meetings
2. To make suggestions for future working practices, reviews, and updates.