



HILLINGDON  
LONDON



# CABINET

To all Members of the Cabinet:

**Date:** THURSDAY, 14 APRIL 2011

**Time:** 7.00 PM

**Venue:** COMMITTEE ROOM 6 -  
CIVIC CENTRE, HIGH  
STREET, UXBRIDGE

**Meeting  
Details:** Members of the Public and  
Media are welcome to attend  
this meeting and observe the  
public business discussed.

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Putting our residents first

Lloyd White  
Head of Democratic Services  
London Borough of Hillingdon,  
Phase II, Civic Centre, High Street, Uxbridge, UB8 1UW

# Useful information for residents and visitors

## *Watching & recording this meeting*

You can watch the public part of this meeting on the Council's YouTube channel, live or archived after the meeting. Residents and the media are also welcome to attend in person, and if they wish, report on the public part of the meeting. Any individual or organisation may record or film proceedings as long as it does not disrupt proceedings.

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# Notice

## **Notice of meeting and any private 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 Democratic Services.

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:

*INSERT DATE at 7pm in Committee Room 6, Civic Centre, Uxbridge*

will be held partly in private and that 28 clear days public notice of this meeting has been given. The reason for this is because the private (Part 2) reports listed on the agenda for the meeting will contain exempt information under Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it. An online and a hard copy notice at the Civic Centre in Uxbridge indicates a number associated with each report with the reason why a particular decision will be taken in private under the categories set out below:

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

## **Notice of any 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 for these agenda items. Any exceptions to this rule are the urgent business items on the agenda marked \*. For such items it was impracticable to give sufficient notice for a variety of business and service reasons. The Chairman of the Executive Scrutiny Committee has been notified in writing about such urgent business.

## **Notice of any representations received**

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

## **Date notice issued and of agenda publication**

INSERT DATE

London Borough of Hillingdon

# Agenda

- 1 Apologies for Absence
- 2 Declarations of Interest in matters before this meeting
- 3 To approve the minutes of the last meeting held on 17 March 2011 1 - 18
- 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 External Services Scrutiny Committee - Working Group Review on Children's Self-Harm 19 - 62
- 6 The Government's Consultation on High Speed Rail 63 - 78
- 7 Towards a Community Infrastructure Levy for Hillingdon 79 - 88
- 8 Street Trading Licensing Delegations and Policy 89 - 94
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- 10 Bidding for the Homes and Communities Agency Affordable Housing Programme 2011-15 121 - 128
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## **Cabinet Reports - Part 2 (Private and Not for Publication)**

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<p><i>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.</i></p>		
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## Minutes

### Cabinet

Thursday, 17 March 2011

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



Published on: 18 March 2011

Decisions come into effect on: 25 March 2011

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

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

#### **Apologies:**

Scott Seaman-Digby

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

John Riley  
Wayne Bridges  
George Cooper  
Judith Cooper  
Brian Crowe  
Catherine Dann  
Mo Khursheed  
Edward Lavery  
Anita MacDonald  
Mary O'Connor  
Brian Stead

#### **276. APOLOGIES FOR ABSENCE**

Apologies were received from Councillor Scott Seaman-Digby.

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

Councillor Douglas Mills declared a personal interest in Item 19 (minute 294) as Chairman of the School Governing Body and remained in the room during the discussion and vote on the item.

Councillors George and Judith Cooper both declared a personal interest in Item 9 (minute 284) as their property backed onto the school concerned and remained in the room during the discussion and vote on the item.

Councillor George Cooper declared a personal interest in Items 15 and 17 (minutes 290 and 292) as a trustee of the Groundwork Trust and remained in the room during the discussion and vote on both items.

**278. TO APPROVE THE MINUTES OF THE LAST CABINET MEETING HELD ON 17 FEBRUARY 2011**

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

**279. 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.

**280. THE USE OF ASSISTIVE TECHNOLOGY TO SUPPORT INDEPENDENT LIVING - A MAJOR REVIEW BY THE SOCIAL SERVICES, HEALTH AND HOUSING POLICY OVERVIEW COMMITTEE**

*Councillor Judith Cooper, Chairman of the Social Services, Health and Housing Policy Overview Committee, presented the Committee's report on Assistive Technology, which Cabinet warmly endorsed.*

**RESOLVED:**

**That Cabinet:**

- A: Welcomes the Council's commitment to support independent living and provide additional financial support to invest in Hillingdon's TeleCareLine;**
- B: Strongly endorses the Committee's major review and its recommendations set out below and instructs Officers to incorporate them into the model of telecare that is to now be implemented;**

**Committee recommendations**

- 1. The Committee recommends to Cabinet that Telecare is a positive use of technology which will help the Council to address the growing needs of its' ageing population. Used effectively it has the potential to radically change the way services are delivered.**
- 2. The Committee requests that good quality information and timely advice must be provided for families, carers and service users, working with health professionals to enable them to understand their assistive technology / telecare options to assist them to make informed choices (to address their needs)**



- 3. The Committee recommends that telecare be provided free of charge for a limited period (no longer than 6 weeks) after hospital discharge as part of the re-ablement project to provide assistance. The Committee felt that early exposure to assistive technology will help increase client confidence in the service and encourage further uptake in the service.**
- 4. The Committee recommends that assistive technology should not simply replace personal contact but be part of a package in which AT is a complementary tool which helps to prolong independence.**
- 5. The Committee note that, in line with their original advice, Officers have taken a cautious approach to rebranding, and that the term “TeleCareLine” is under consideration.**
- 6. The emerging body of evidence from various national review pilots has shown how valuable Assistive Technology (AT) / Telecare can be to users and carers. It is therefore essential that the status and profile of AT / Telecare is strengthened so that social care and health professionals consider this technology as an option for all service users and carers**
- 7. Committee advises that effective partnership working will be central to the full development of this service and that to ensure services are delivered. The early evidence from the Whole Systems Demonstrator pilots has shown how important partnership working is. To ensure services are delivered as effectively and efficiently as possible, information sharing rules and procedures must be developed.**
- 8. Evidence shows the potential value of telehealth in supporting people with health conditions to live independently in the community and also in making savings to the health economy. Telehealth is under-developed in Hillingdon and the Committee recommends that officers work with health colleagues to encourage its further development.**
- 9. The Committee requests that officers undertake regular reviews of service costs to ensure the Authority receives value for money from service providers.**
- 10. The Committee recommends that the Authority pursue the development of a comprehensive in-house model, centred on a local call centre (with a responder service operating 24/7), employing local knowledge and request officers to fully explore the cost implications of this option as part of the ongoing Medium Term Financial Forecast work.**

- 11. The Committee recommends that Careline be co-located to the Civic Centre. Moving the service will allow for future expansion as the ASCH&H emergency out of hours services are based with Careline.**
- 12. The Committee agrees that intervention at an early stage can act as a preventative investment and thereby reduce the number of hospital admissions and delay admissions into residential care. The Committee also notes the preventative benefits that telecare offers to residents who do not satisfy the council's Fair Access to Care Services (FACS) criteria**
- 13. The TeleCareLine (TCL) service to private clients is very important and will be a key to the success of the service. The Committee stressed that it is important that the service is marketed as proactively as possible to maximise the take up of self funders.**
- 14. Part of the Project Planning has been to recognise the need to be able to respond to the effects of increased numbers requesting the TCL service. Officers assured the Committee that resources are in place to deal with the expected numbers and ensure a good service is provided.**

#### **Reasons for decision**

Cabinet considered the Services, Health and Housing Policy Overview Committee's major review and recommendations on assistive technology which were aimed at moving forward the implementation of the Council's model for telecare to deliver its overall long-term strategy for adult social care. Cabinet thanked the Committee for an excellent review and agreed to incorporate all recommendations.

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

The Cabinet could have decided to reject or amend the Committee's recommendations.

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

Charles Francis, Democratic Services

**281. REVIEW OF 14-19 EDUCATION AND TRAINING - A MAJOR REVIEW BY THE EDUCATION AND CHILDREN'S SERVICES POLICY OVERVIEW COMMITTEE**

*Councillor Catherine Dann, Chairman of the Education and Children's Services Policy Overview Committee, presented the Committee's report on 14-19 Diplomas, which Cabinet warmly endorsed.*

**RESOLVED:**

**That Cabinet:**

- 1. Welcome the attached report from the Education & Children's Services Policy Overview Committee aimed at improving the service currently provided to students who undertake 14-19 education and training in Hillingdon;**
- 2. Note that the Government commissioned an independent review of vocational education and that it will report its findings in the Spring 2011;**
- 3. Endorse the following recommendations from the Committee as set out below;-**
  - (i) That officers provide an update to Members on the National Review that is currently being undertaken on vocational training when the review has been completed.**
  - (ii) That the GCSE equivalent for diplomas is not used as the only tool for students in making their choices in the course of their compulsory Education and that all pathways were explained to them.**
  - (iii) That officers look at ways to ensure that impartial advice is provided to students to enable them to make an informed decision on their education path.**
  - (iv) To ensure that sufficient impartial information, advice and guidance is available to enable students to prepare adequately for progressing to the next stage of education/training after they have reached post compulsory school age.**

**Reasons for decision**

Cabinet considered the Education and Children's Services Policy Overview Committee's review and recommendations on 14-19 education and training. Cabinet thanked the Committee for its review and agreed all recommendations.

**Alternative options considered and rejected**

The Cabinet could have decided to reject or amend the Committee's recommendations.

**Officer to action:**

Gill Brice, Democratic Services

**282. HILLINGDON RESIDENTS' SURVEY 2010/11**

**RESOLVED:**

- 1 That Cabinet notes the findings of the Hillingdon residents' survey 2010/11.**
- 2 That Cabinet:**
  - (i) Welcome the new Code of Recommended Practice on Local Authority Publicity code and the seven principles of communications.**
  - (ii) Endorse the council's approach to pro-active communications to inform, explain, justify and change behaviour for the public good.**
  - (iii) Note the specific requirements of local residents and duties under other legislation which means that while we will have regard to the code, we will act as local circumstances demand, in the interests of Hillingdon's residents and in line with legislation.**
  - (iv) Agree that the council will continue to publish six editions of Hillingdon People a year, based on the available evidence and in the best interests of our residents.**
  - (v) Authorise the authority to continue to lobby the Secretary of State to end the requirement to place statutory and other advertising in local newspapers on the grounds of efficiency and effectiveness.**

**Reasons for decision**

Cabinet welcomed the results of the residents' survey which demonstrated high satisfaction with a range of council services, particularly support for Older People, Waste & Recycling and Libraries. Cabinet also noted from the survey how much residents value the way the Council communicates with them and how well informed they feel about Council services.

Whilst carefully considering the new Codes of Practice on Local Authority Publicity, which were likely to come into force in April 2011, the Cabinet agreed to maintain the frequency of its publication of Hillingdon People, the council's residents' magazine.

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

Cabinet could have decided to reduce the number of editions of Hillingdon People to four a year.

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

David Holdstock, Central Services

### **283. REGULATION OF STREET TRADING OF FOOD IN UXBRIDGE AND STREET TRADING FEES & CHARGES FOR 2011/2012**

#### **RESOLVED:**

**That Cabinet approves:**

- 1. The amendment to street trading licence terms & conditions which have the effect of preventing the street trading of food in Uxbridge town centre, as per appendix 1.**
- 2. The introduction of revised street trading licence fees & charges for 2011 / 2012 financial year, as detailed in appendix 4.**

#### **Reasons for decision**

Following numerous verbal enquires and three formal applications for street trading of food in Uxbridge town centre, Cabinet agreed to amendments to the street trading licence terms and conditions to control street trading of food in Uxbridge Town Centre. This would also allow officers to respond to any enquiries clarifying that the Council would not tolerate any such trading that takes place on a continuous or weekly basis. Cabinet also approved street trading fees and charges following consultation with stakeholders.

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

Cabinet could have decided not to restrict the street trading of food and not review fees and charges.

#### **Officers to action:**

David Frost, Stephanie Waterford – Planning, Environment, Education & Community Services

### **284. MODIFICATION TO A CONDITION FOR ENLARGING WHITEHALL INFANT AND JUNIOR SCHOOLS**

#### **RESOLVED:**

**That Cabinet agree to modify the date for meeting the condition of obtaining planning permission, from 15th April 2011 to a new date of 1st July 2011.**

### **Reasons for decision**

Cabinet noted that its decision last year on statutory proposals to enlarge several primary schools, including Whitehall Infant and Junior Schools, was conditional on obtaining planning permission. Cabinet therefore agreed to extend the date for planning permission to deliver the school expansion programme on time.

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

Cabinet could have decided not to extend the conditional date and thereby put at risk the provision of sufficient primary school places in the Uxbridge North, Uxbridge South and Brunel wards.

### **Officer to action:**

Terry Brennan -Planning Environment, Education & Community Services

## **285. LICENSING OF SEX ENTERTAINMENT VENUES**

### **RESOLVED:**

#### **That Cabinet:-**

- 1. makes a recommendation to Council to adopt Schedule 3 of the Local Government (Miscellaneous Provisions) Act 1982;**
- 2. makes a recommendation to Council to approve the draft Sex Establishment Licensing Policy (Appendix 1);**
- 3. makes a recommendation to Council that the terms of reference of the Licensing Committee be extended to include the Local Government (Miscellaneous Provisions) Act 1982;**
- 4. agrees and sets the fee of £2300 in relation to Sex Establishment Licence applications;**
- 5. makes a recommendation to Council to agree the table of delegations as set out in Appendix 3;**
- 6. approves the proposed timetable for implementation (Appendix 4)**

### **Reasons for decision**

Following national legislative changes, Cabinet agreed to move forward with proposals to enable the Council to control the number and location of sex establishments in the Borough.

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

Cabinet could have decided not to introduce controls on sex establishments and thereby the Council would have been at risk of allowing premises to operate without any ability to regulate, which would potentially see the number of establishments rise.

**Officers to action:**

Stephanie Waterford, David Frost  
Planning, Environment, Education & Community Services

**286. DESIGNATION OF GATEHILL FARM ESTATE CONSERVATION AREA**

**RESOLVED:**

**That Cabinet:-**

- 1. Agrees not to designate the area as a Conservation Area; and**
- 2. Instructs officers to notify residents of the above decision.**

**Reasons for decision**

Following public consultation within the existing Gatehill Farm Estate Area of Special Local Character to gauge the support of residents for its designation as a Conservation Area, Cabinet considered that the response by residents was such that designation could not be justified.

**Alternative options considered and rejected**

Cabinet could have agreed to designate the area concerned, which would have been against the wishes of many local residents.

**Officers to action:**

Sarah Harper/ Nairita Chakraborty  
Planning, Environment, Education and Community Services

**287. PLANNING OBLIGATIONS - QUARTERLY FINANCIAL MONITORING REPORT**

**RESOLVED:**

**That the Cabinet notes the updated financial information attached at Appendix 1.**

**Reasons for decision**

Circular 05/05 and the accompanying best practice guidance requires local planning authorities to consider how they can inform Members and the public of progress in the allocation, provision and implementation of obligations whether they are provided by the developer in kind or through a financial contribution. Cabinet noted the report which detailed the financial planning obligations held by the Council and what progress had, and was, being made.

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

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

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

Nicola Wyatt, Planning and Community Services

## **288. COUNCIL BUDGET - MONTH 10 2010/11 REVENUE AND CAPITAL MONITORING**

### **RESOLVED:**

#### **That Cabinet:**

- 1. Note the current forecast budget position for revenue and capital as at Month 10.**
- 2. Note the treasury update at Appendix B.**
- 3. Approves the retaining of agency staff as detailed in Appendix C.**
- 4. Approves the following capital virements:**
  - £40k Chrysalis funding to support the TfL Pinkwell lane crossing project**
  - £75k from Early Year Foundation Stage to Children's Centres Phase II**
  - £14k from Aiming Higher for Disabled Children to the Merrifields fit out project**

### **Reasons for decision**

Cabinet noted the Council's latest forecast revenue and capital position for the current year 2010/11. Cabinet also noted the Council's investments via the treasury management update, approved retaining certain agency staff and agreed budget virements to deliver various capital programmes.

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

None.

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

Paul Whaymand, Central Services



**289. LOW COST HOME OWNERSHIP - CONTRACT AWARD FOR NEW BUILD IN HILLINGDON**

**RESOLVED:**

**Cabinet agreed to:**

- 1. Award the construction contract for the development of the sites to Apollo Property Services Group Ltd at a maximum contract sum of £3,796k [The JCT 2005 form of contract will be used with contractor's design.]**
- 2. Instruct officers to enter into contracts with Carless and Adams Partnership as Employers Agent and CDM Co-ordinator using the Royal Institution of Chartered Surveyors Standard Form of Appointment with up to a maximum value of £37k (0.97% of works cost) for the Employer's Agent and CDM Co-ordinator role for the project.**
- 3. The disposal of the individual plots on a shared ownership lease of 125 years (34 units including the Gilbert Road site)**

**Reasons for decision**

In January 2011 Cabinet agreed to accept the £725k grant from the Homes and Communities Agency to build 29 units of new low cost housing for purchase by Hillingdon residents. Following a tender exercise by officer, Cabinet approved the construction contract and specialist advisers to deliver the new homes.

**Alternative options considered and rejected**

Cabinet could have accepted an alternative tender or not accepted any tender, which would have not represented value for money or have provided any benefits to residents in Hillingdon.

**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.*

**Officer to action:**

Paul Feven, Social Care, Health and Housing

**290. PHASING OF THE NEW YEARS GREEN LANE REDEVELOPMENT OF THE CIVIC AMENITY SITE**

**RESOLVED:**

**That Cabinet agree to:**

- 1. Split the New Years Green Lane project into two parts with Phase 1 relating to works associated with Depot Buildings and Phase 2 works relating to the Waste Disposal facility. The Phase 2 works are not to commence until after April 2012 or any other time that confirmation has been obtained that ownership of the asset will not transfer to the refuse disposal authority (West London Waste).**
- 2. Obtain revised tenders from the existing tendering contractors to vary the design requirements and construction phasing for the New Year's Green Lane project, by a post tender addendum.**
- 3. Vary the existing consultants Glanville's contract of appointment and approve additional fees of £128k as detailed in the report to carry out the additional services to facilitate this project.**
- 4. Pay compensation monies to Council farm tenant for loss of grazing land.**

**Reason for decision**

Cabinet gave its approval to vary the design requirements, construction phasing and existing contract tenders to progress the re-development of the Civic Amenity site at New Year's Green Lane and to minimise the financial risk to the council.

**Alternative options considered and rejected**

Cabinet could have delayed its decision or halted the re-development, but this would not have been in the Borough's best interests.

**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).*

**Officer to action:**

Bill Ogden / Graham Davies  
Planning, Environment, Education and Community Services

## 291. DISPOSAL OF LAND AT THREE SITES WITHIN THE GREEN BELT

### RESOLVED:

That Cabinet:-

1. makes an application to the Secretary of State for Communities and Local Government under the provisions of the Green Belt (London and Home Counties) Act 1938:
  - a. To appropriate the land adjacent to the New Years Green Lane Civic Amenity Site, shown hatched in black in the plan 1 by way of change of use from agriculture to civic amenity use.
  - b. To dispose of the land known as Land South of the A40, shown in pink in the plan UXB1038 (Plan 2)
  - c. To dispose of the land known as Land Adjacent to Breakspear House, shown edged in red in the plan UXB 923/1 (Plan 3)
2. advertises the proposal by way of public notice placed in a local paper for a period of two consecutive weeks prior to making the application to the Secretary of State.

### Reasons for decision

Cabinet agreed it was necessary to make an application under the relevant Act to obtain the Secretary of State's consent to change the use of some sites in the Borough from farmland to civic amenity use.

### Alternative options considered and rejected

Cabinet could have decided not to seek such consent which would have meant the Council could not redevelop the area for civic amenity use.

### 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.*

### Officer to action:

Hannah Bloxham –  
Planning, Environment, Education and Community Services

**292. STATUTORY DETERMINATION OF NEW YEARS GREEN LANE LANDFILL SITE**

**RESOLVED:**

**Cabinet made a number of decisions regarding the statutory determination of the New Years Green Lane Landfill Site.**

**Reasons for decision**

Following discussions with the Environment Agency, Cabinet reviewed the status of the site and made the necessary decisions to facilitate the determination of the site.

**Alternative options considered and rejected**

None.

**Exempt Information**

*This report was included in Part II as it contained information in respect of which a claim to legal professional privilege could be maintained in legal proceedings and information which revealed that the authority proposes to either (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. The public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraphs 5&6 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.*

**Officers to action:**

Peggy Law, Mick Brough – Planning, Environment, Education and Community Services. Raj Alagh, Borough Solicitor

**293. LIFT REFURBISHMENT PROGRAMME - AVONDALE DRIVE, HAYES**

**RESOLVED:**

**That Cabinet give approval, subject to leasehold consultation, to accept a tender from PDERS in the sum of £823,542.00 to refurbish the lifts in the three tower blocks - Glenister House, Fitzgerald House and Wellings House - at Avondale Drive, Hayes, including installing larger ten person lift cars and opening up the landings between floors one and ten so that both cars serve all these floors.**

**Reasons for decision**

Cabinet accepted a tender for the refurbishment of the lifts in the three tower blocks in Avondale Drive, Hayes that formed part of the programme of improvements to the Council's housing stock. Cabinet noted that the lifts were over 34 years old and had gone past their expected life span.

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

Cabinet could have accepted an alternative tender which would not have represented best value or have decided to not proceed with the much needed lift refurbishment.

### **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.*

### **Officer to action:**

Grant Walker, Social Care, Health and Housing

## **294. BUILDING CONTRACT FOR THE RUISLIP HIGH SCHOOL 6TH FORM EXTENSION**

### **RESOLVED:**

**That Cabinet delegate authority to the Leader of the Council and Cabinet Member for Finance, Property and Business Services, in consultation with the Deputy Chief Executive, Corporate Director of Planning, Environment, Education & Community Services, to make a decision on the award of the building contract for Ruislip High School 6<sup>th</sup> Form Extension on the receipt of relevant tender information.**

### **Reasons for decision**

Cabinet agreed to delegate the award of the Building Contract, for the sixth form expansion at Ruislip High School, to the Leader of the Council and Cabinet Member for Finance, Property and Business Services.

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

Cabinet could have not to proceed with the project which would have meant that Ruislip High School would not be able to accommodate the 6th form intake in the 2011/12 academic year.

### **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.*

**Officer to action:**

Chris Mafico.  
Planning, Environment , Education and Community Services

**295. CONNEXIONS TRANSITIONAL SERVICES**

**RESOLVED:**

**That Cabinet:**

- 1. Approve to enter into a new contract with CfBT Education Trust for the provision of Connexions services for one year to 31<sup>st</sup> March 2012**
- 2. Delegate authority to the Deputy Chief Executive and Corporate Director for Planning, Environment, Education and Community Services in conjunction with the Leader of the Council and Cabinet Member for Education and Children's Services to finalise the terms of the contract**

**Reason for decision**

Cabinet agreed a one year continuation of the current careers education, information, advisory and guidance services. Cabinet's decision ensured that both the Council's statutory duties were met and flexibility would be provided to accommodate national legislative changes in this field.

**Alternative options considered and rejected**

Cabinet could have secured an alternative service in partnership with schools or have decided to bring the service back in-house.

**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 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. The public interest in withholding the information outweighed the public interest in disclosing it (exempt information under paragraphs 3&4 of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 as amended.*

**Officer to action:**

Tom Murphy, Planning, Environment, Education and Community Services

## 296. VOLUNTARY SECTOR LEASES

### RESOLVED:

That Cabinet agrees the rents set out in Table 1 of this report provisionally agreed by officers with the voluntary sector organisations detailed in this report and instructs the Deputy Chief Executive & Corporate Director of Planning, Environment, Education and Community Services to then commission the Borough Solicitor to complete the appropriate rent review memoranda and lease documentation.

### Reasons for decision

Cabinet approved a number of terms provisionally agreed by officers which granted local voluntary sector organisations discounted rent in line 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.

### 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).*

### Officer to action:

Greg Morrison, Planning, Environment, Education and Community Services

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

None.

The meeting closed at 7.48pm

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## **IMPORTANT INFORMATION**

### **DECISION AUTHORITY**

The Cabinet's decisions were not called-in by the Executive Scrutiny Committee and therefore come into effect from Friday 25<sup>th</sup> March 2011 after the call-in period expires.

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**Changes to proposed decisions:**

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

- Item 20 (minute 295)
-



## MAJOR SCRUTINY REVIEW: *CHILDREN'S SELF HARM*

<b>Cabinet Member</b>	Councillor David Simmonds Councillor Philip Corthorne
<b>Cabinet Portfolio</b>	Education and Children's Services Social Services, Health and Housing
<b>Officer Contact</b>	Nikki Stubbs/Nav Johal, Central Services
<b>Papers with report</b>	Appendix A: Children's Self Harm Working Group Final Report

### HEADLINE INFORMATION

<b>Purpose of report</b>	To receive the Children's Self Harm Working Group's report providing recommendations which seek to build upon the Borough's approach and strategy in dealing with the issues related to children's self harm.
<b>Contribution to our plans and strategies</b>	Putting our residents first: Our People
<b>Financial Cost</b>	There are no direct cost implications arising from this report.
<b>Relevant Scrutiny Committee(s)</b>	External Services Scrutiny Committee, Education & Children's Services and Social Services, Health and Housing POC
<b>Ward(s) affected</b>	All

### RECOMMENDATIONS

That Cabinet:

1. Welcomes the report of the Children's Self Harm Working Group; and
2. Accepts the recommendations of the Working Group report as reflected below:
  - i. endorses the Working Group's view that children's self harm is an issue of great concern and that failure to tackle this will have a significant impact on many families in the Borough. As such, Cabinet agrees that further work needs to be undertaken to establish and collate the support that is currently available in the Borough for children and young people.
  - ii. supports the proposal that the Corporate Director of Social Care, Health and Housing be asked to ensure that Social Services front line staff are trained on the signs of self harm and mental health issues for children. Cabinet also agrees that best practice drawn from the Well Being Project should be incorporated into this training and that progress on training be reported back to the Cabinet Member.

- iii. agrees that there is a need for a more joined up approach when dealing with issues of self harm and asks the Chief Executive to progress the issue with the Local Strategic Partnership.
- iv. agrees that clinical coding used in hospitals and A&E departments for self harm needs to be improved and asks the Director of Public Health to progress the matter with The Hillingdon Hospital NHS Trust and report back to the Cabinet Member for Social Services, Health and Housing within 6 months.
- v. supports the proposal that the Local Safeguarding Children Board (LSCB) be asked to create a webpage regarding self harm on the Council's website with links to the Samaritans, ChildLine, NSPCC and CFACS/CAMHS. That Cabinet also agrees the LSCB develop together with external agencies an early intervention strategy.
- vi. agrees that the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services be asked to ensure that all junior and secondary schools within the Borough are advised of the training that is provided by CFACS/CAMHS with regard to self harm.

## **INFORMATION**

### **Reasons for recommendation**

The recommendations are aimed at building upon the work currently undertaken by the Council and partner agencies in relation to those children who self harm and their families. An improved service will contribute to improvements in residents' health and wellbeing.

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

The Cabinet could decide to reject or amend one or more of the Working Group's recommendations.

### **Supporting Information**

1. The Children's Self Harm Working Group was set up by the External Services Scrutiny Committee to review and recommend measures to address children's self harm and the issues faced by children, young people and their families.
2. To ensure that Borough residents receive the best possible service, children who self harm and their parents/carers should be made aware of procedures and advice that are available to help them. Current procedures need to be reviewed to ensure that sufferers are not overlooked.
3. The aim of the review was to recommend, review, improve and formalise the Council's arrangements for addressing children's self harm in the Borough. The Working Group sought to look at: how residents' expectations and concerns about children's self harm were reflected in delivery of services by the Council; how the Council's services could be improved and standardised; and look at how staff could be properly equipped to detect and assess such cases.

4. Working Group Members were acutely aware of the need to not raise expectations too high. This, along with suggestions for improving the support currently available, were considered when producing the recommendations.
5. The review took place between January 2011 and March 2011 and was presented to the External Services Scrutiny Committee on 30 March 2011 for its endorsement before submission to the Cabinet.
6. Relevant officers have been contacted and are happy to progress and follow up the recommendations within the report. It should be noted that the Local Strategic Partnership has agreed a new reduced list of objectives to take forward. One of these objectives is to develop a prevention strategy for children and young people undertaking risky behaviours.
7. The Committee's report (attached) gives full details of the review.

### **Financial Implications**

At this stage, there are no financial implications relating to this report. Any further developments of this service will have to apply for funding through the appropriate methods.

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

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

The Committee's recommendations will provide a springboard for the Council to take those steps necessary to improve support offered to children, young people and their families who have been affected by self harm.

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

The Committee took evidence from residents, officers and experts as described in the attached report.

### **CORPORATE IMPLICATIONS**

#### **Corporate Finance**

Corporate Finance has reviewed this report and is satisfied that there are no direct financial implications arising from this report. Any further developments of this service will have to apply for funding through the appropriate methods.

#### **Legal**

Under the Council's Constitution, the Cabinet has the appropriate powers to agree the recommendations proposed at the outset of this report. There are no other significant legal implications arising out of this report to bring to Cabinet's attention.

### **BACKGROUND PAPERS**

None.

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# Children's Self Harm

## Report of the Children's Self Harm Working Group



A Working Group established by  
the External Services Scrutiny Committee

**Members of the working group**  
Cllr Shirley Harper-O'Neill (Chairman)  
Cllr Peter Curling  
Cllr John Hensley  
Cllr Phoday Jarjussey  
Cllr Peter Kemp  
Cllr Mary O'Connor



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# Report of the Children’s Self-Harm Working Group

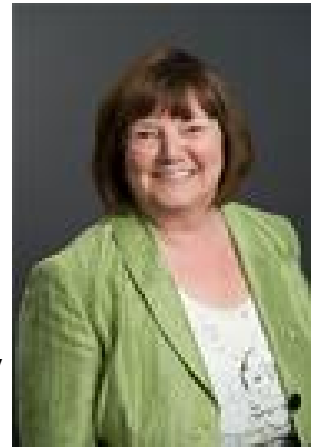
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# Chairman's Foreword

This Working Group was set up to review, improve, recommend and formalise Hillingdon's arrangements for addressing children's self harm. The Chairman of the External Services Scrutiny Committee, Councillor Mary O'Connor, asked me to chair this Working Group to investigate the issues and to report back to that Committee.

I was glad of the opportunity to investigate such an important issue. It would seem to be a 'hidden' problem as very few children admit self harming and do it in secret. It is difficult to know the extent of the problem and it was difficult to get accurate information on statistics, so we were very reliant on the witnesses that attended our meetings.



This review focused on children/young people up to the age of 18 years old and vulnerable adults up to the age of 25 years old. The overall objective of the Working Group was to identify ways that Council could improve the services it offered to children, parents/carers and work better with organisations to provide this service.

We are very grateful to the many witnesses who came to our meetings to provide us with the information needed to make our recommendations and we particularly thank: Joint Director of Public Health, NHS Hillingdon/LBH; Designated Nurse for Looked After Children, Hillingdon Community Health; The Hillingdon Hospital NHS Trust; Headteacher, Hillingdon's Virtual School; Deputy Headteacher, Uxbridge High School; Headteacher, Yeading Junior School; Educational Psychologist, LBH; Domestic Violence Strategic Coordinator, LBH; Asylum Service Manager, LBH; Service Manager, Children in Care Team, LBH; Service Manager Safeguarding Children, LBH; Service Manager Family Support Services, LBH; Team Coordinator, CFACS, CNWL; Chief Executive, Mind; Project Director, selfharm.co.uk; Operations Director, YouthNet.UK; Head of Safeguarding for Children, Action for Children.

A very special 'thank you' goes to the people that gave up their time to talk to us about their personal experiences of self harm and how this impacted them.

All these people have clarified the importance of this review and shown the need for the recommendations that we have made.

*Shirley Harper-O'Neill*



# Summary of Recommendations

This is a composite list of the recommendations made by the Working Group.

## Recommendation 1

That Cabinet endorses the Working Group's view that children's self harm is an issue of great concern and that failure to tackle this will have a significant impact on many families in the Borough. As such, Cabinet agrees that further work needs to be undertaken to establish and collate the support that is currently available in the Borough for children and young people.

## Recommendation 2

That Cabinet supports the proposal that the Corporate Director of Social Care, Health and Housing be asked to ensure that Social Services front line staff are trained on the signs of self harm and mental health issues for children. Cabinet also agrees that best practice drawn from the Well Being Project should be incorporated into this training and that progress on training be reported back to the Cabinet Member.

## Recommendation 3

That Cabinet agrees that there is a need for a more joined up approach when dealing with issues of self harm and asks the Chief Executive to progress the issue with the Local Strategic Partnership.

## Recommendation 4

That Cabinet agrees that clinical coding used in hospitals and A&E departments for self harm needs to be improved and asks the Director of Public Health to progress the matter with The Hillingdon Hospital NHS Trust and report back to the Cabinet Member for Social Services, Health and Housing within 6 months.

## Recommendation 5

That Cabinet supports the proposal that the Local Safeguarding Children Board (LSCB) be asked to create a webpage regarding self harm on the Council's website with links to the Samaritans, ChildLine, NSPCC and CFACS/CAMHS. That Cabinet also agrees the LSCB develop together with external agencies an early intervention strategy.

## Recommendation 6

That Cabinet agrees that the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services be asked to ensure that all junior and secondary schools within the Borough are advised of the training that is provided by CFACS/CAMHS with regard to self harm.

# Introduction

1. This report presents the findings of the Children's Self Harm Working Group which was established by the External Services Scrutiny Committee to review the Council's arrangements for addressing children's self harm in the Borough.
2. Self-harm (also known as self injury or self mutilation) means deliberately injuring ourselves. Often this leaves a mark, a scar, draws blood or leaves a bruise. The most common ways of doing this are cutting, burning, biting, scratching or pricking to draw blood, picking at old wounds, punching or head-banging a wall. Other ways to self-harm include self-poisoning, pulling your hair out, hitting yourself against objects, taking a drug overdose, and swallowing and putting things inside yourself. Behaviours associated with substance abuse, neglecting yourself and eating disorders can also be considered to some extent as self-harm.
3. Self-harm is more common than is generally realised. It is impossible to say exactly how many people self-harm because many young people hurt themselves secretly before finding the courage to tell someone and many of them never ask for counselling or medical help. There is no 'typical' person who self harms. It can be anyone. An individual who self harms cannot be stereotyped; they can be of all ages, any sex, sexuality or ethnicity and of different employment status, etc.
4. Most people who self-harm have been through difficult experiences as a child or young adult. These experiences may include: separation from someone, being bullied, assaulted or isolated, being put under pressure, homelessness, going into care, bad relationships, hospital or other institutions, neglect, physical violence, emotional abuse or sexual abuse.
5. Someone who self-harms may feel bad about themselves. As pressure builds up, self harm can feel the only way of dealing with it. Sometimes a physical pain provides a relief to the feelings in their head. They may want to punish themselves because they feel guilty or worthless. Or they may feel the cutting acts like a pressure valve, allowing them to relax. It can also be a way to physically express feelings and emotions when individuals struggle to communicate with others. In the majority of cases, self harm is a very private act and individuals can go to great lengths to hide scars and bruises and will often try to address physical injuries themselves rather than seek medical treatment.
6. Although suicide is not the intention of self-harm, the relationship between self-harm and suicide is complex as self-harming behaviour may be potentially life-threatening. There is also an increased risk of suicide in individuals who self-harm to the extent that self-harm is found in 40–60% of suicides.
7. Given the cross-cutting nature of the review the Working Group comprised Members who have experience of various Committees across the Council and the Chairman of the parent Committee, the External Services Scrutiny Committee.

## Reason for the Review

8. The UK has one of the highest rates of self harm in Europe at 400 per 100,000 population. There are estimates that every 30 minutes a teenager deliberately cuts, burns or scalds themselves. More than 24,000 teenagers are admitted to hospital in the UK each year due to the severity of their injuries after deliberately harming themselves. Most have taken overdoses or cut themselves.
9. It is estimated that 1 in every 12 children or young people deliberately self-harm. There are other estimates that suggest 1 in 10, and some that say as much as 1 in 5. All kinds of people self-harm, but it's most common among girls age 15-19 and men aged 20-24.
10. In 2004, there were 277 suicides amongst children and young people aged between five and 24-years-old in England and Wales. In 2005, 28 children under the age of 14 (10 girls and 18 boys) took their own lives.
11. This review will focus on children/young people up to the age of 18 years old and vulnerable adults up the age of 25 years old. It will look at what the Council is doing currently and also at the extent of children's self harm in the Borough. Physical self-mutilation will be the primary focus of the review, but it will also touch on other related issues such as anorexia and drug and alcohol abuse.
12. Current procedures need to be reviewed to ensure that sufferers are not overlooked. Work is currently being undertaken by various departments within the Council to address the issue of children who self harm.
13. To ensure that Borough residents receive the best possible service, children who self harm and their parents/carers should be made aware of procedures and advice that are available to help them. This would go some way to making sure that those residents who want and need help are not overlooked.
14. This is a sensitive subject and sufferers are often unwilling to speak openly about their situation for a variety of reasons including fear and embarrassment. Raising awareness of children's self harm (and the help and advice that is available to them) may help them to speak up and gain support in dealing with the matter.

## Aim of the Review

15. The review sought to answer a series of questions including:
  - Are residents' expectations and concerns about children's self harm reflected in the Council's service standards?
  - How are instances currently identified and dealt with across the Council and how can this be improved and standardised?
  - How have other councils successfully dealt with the issue of children's self harm?
  - Training of staff to properly detect and assess cases.
  - Balance of the 'nanny state' versus an individual's freedom.

Ultimately the aim of the review was to recommend, review, improve and formalise the Council's arrangements for addressing children's self harm in the Borough.

## Terms of Reference

16. The Working Group's Terms of Reference were agreed as follows:
- To consider existing Council services and procedures which address children's suicide and self harm and any improvements that could be made;
  - To review whether the Council's processes in tackling this are timely, effective and cost efficient;
  - To review the guidance and support that is currently available from the Council to these children and their parents/carers;
  - To assess ways of measuring the number of cases of children's self harm and the accuracy of these methods;
  - To seek out the views on this subject from Residents and partner organisations using a variety of existing and contemporary consultation mechanisms;
  - To examine best practice elsewhere through case studies, policy ideas, witness sessions and visits; and
  - After due consideration of the above, to bring forward strategic, innovative and practical recommendations to the Cabinet in relation to the Council's procedure in dealing with cases of children's self harm.

## Methodology

17. The main method for collecting evidence for this review was through a series of witness sessions held in January, February and March 2011. In addition to these sessions, the Chairman of the Working Group spoke with people who had a history of self harm as a child or young person. Some organisations who were unable to attend the meetings provided written information on self harm. A self harmer also gave a statement in her own words about her experiences of growing up self harming.
18. In addition, the Working Group attended selfharm.co.uk's official launch at Channel 4 studios on Thursday 3 March 2011. This event showcased four short films produced by the organisation and a group of youths who volunteered their time.
19. This report presents the findings from these meetings and events. It sets out the background to how the review was undertaken and presents the Working Group's findings from the witness sessions. The recommendations contained within this report address the main issues that arose in the discussions.
20. The Working Group is incredibly grateful to the following people who gave up their time to attend the meetings and advise Members on the key issues:
- Dr Ellis Friedman: Joint Director of Public Health
  - Erica Rolle: Domestic Violence Strategic Coordinator, Community Safety Team, LBH
  - Teresa Chisholm: Named Nurse for Looked After Children, Hillingdon PCT
  - Fiona Lyon: Headteacher of Hillingdon's Virtual School, LBH

- Dr Jo Carruth: Paediatrics Lead, Hillingdon Hospital A & E
- Geraldine Evans: Safeguarding Nurse, Hillingdon Hospital
- Karen Andor: Educational Psychology Service, LBH
- Paula Neil: Asylum Service Manager, LBH
- Ann Holmes: Service Manager, Children in Care Team, LBH
- Judith Barton: Deputy Headteacher, Uxbridge High School
- Christine Robson: Team Coordinator, CFACS, CNWL
- Paul Hewitt: Service Manager Safeguarding Children, LBH
- Parmjit Chahal: Service Manager Family Support Services, LBH
- Carole Jones: Headteacher, Yeading Junior School
- Dr Abbas Khakoo: Medical Director, The Hillingdon Hospital NHS Trust
- Rachel Welch: Project Director, Selfharm.co.uk
- Jill Patel: Chief Executive, Mind
- Claire Easterman: Operations Director (or Patrick Daniels), YouthNet.UK
- Shaun Kelly: Head of Safeguarding for Children, Action for Children

21. In addition to those people who attended the meetings, the Working Group is also grateful to the people that gave up their time to discuss their personal issues of self harm with Members.
22. One of the main aims of this Working Group was to review the Council's arrangements for addressing children who self harm in the Borough. The Working Group also sought to clarify the links between the reasons for self harming and the effects it had on the self harmer as well as their family or carers. It is hoped that this work will act as a catalyst to the work that must be undertaken to tackle the issue in Hillingdon. This may be a long process and the impact may not be immediately clear, but the Working Group believes that children's self harm is an issue that must be addressed.

**Recommendation 1**

**That Cabinet endorses the Working Group's view that children's self harm is an issue of great concern and that failure to tackle this will have a significant impact on many families in the Borough. As such, Cabinet agrees that further work needs to be undertaken to establish and collate the support that is currently available in the Borough for children and young people.**

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# Evidence & Findings

## BACKGROUND

23. It is widely accepted that the term 'self harm' included instances of successful and unsuccessful suicide. There is a stigma attached to suicide, particularly within certain religions, which means that the statistical information available regarding the number of suicides and attempted suicides recorded is not particularly reliable.
24. Although a report published by the London Health Observatory in 2009 indicates that the number of suicides in London each year was decreasing, this does not reflect the increasing number of people that self harm: there were 6.64 suicides recorded between 2005 and 2007 per 100,000 population in Hillingdon compared with 7.49 average for London and 7.89 average for England during the same period. Although the report splits this information by gender, it does not split it by age. It is noted that drugs suicides are more common in London than they are elsewhere in the country.
25. There are often assumptions made when collating information regarding suicides. For instance, it is often assumed that drug overdoses are instances of deliberate self harm. Whilst there are tools available to clinicians to predict suicide, these are often unreliable as a patient that is deemed low risk could then go on to commit suicide.
26. Professor Louis Appleby has undertaken some work on suicide (including the reasons that individuals attempted suicide) for the National Patient Safety Agency in a successful attempt to drive down suicide rates in England. Hillingdon could be compared against this best practice.

### Resources available

27. The Working Group believes that it is important to remember that the Council's resources are limited and that any action taken to address children's self harm should not raise residents' expectations too high. Members also maintain that raising awareness of the self harm is vital in tackling the issue.
28. There are currently no additional resources available within the Council to devote to identifying and tackling children's self harm. As such, any work undertaken as a result of this review would have to be fulfilled within the current budgetary constraints and subsumed within the workloads of existing officers.
29. In the future, consideration could be given to how additional resources can be identified to deal with the potential increase in reports of self harm that could result from the recommendations of this review.

\*\*\*\*\*

## CURRENT WORK

### Education & Children's Services, Safeguarding Children

30. The Local Safeguarding Children's Board for Hillingdon includes representations across various agencies. The Board has an independent chairman and there are sub-groups relating to various issues.
31. The Council's Safeguarding Children section does not systematically collect information on children who self-harm. There have been discussions on how best to quantify information on incidents of self harm in Hillingdon. The Council is starting to get information from Hillingdon hospital on young people that have been admitted who have self harmed. Early indicators seemed to show an increase in the number of those admitted to hospital that have self harmed.
32. The Council carried out a management review after a care leaver committed suicide. This was done in order to improve the services provided to service users. There needs to be improvement with the working relations with adult services as the transition is not always a smooth process.
33. Nationally and regionally, it is evident that there is an increase in emotional harm for those children on a child protection plan. There has been a rise in Asian teenage girls who self harm. There needs to be greater awareness and education amongst all communities.
34. There are other issues to consider such as an increase in internet bullying: E-Bullying. This is a further factor which could cause young people to self harm. There is an E-Safety Sub Group which is working with young people around education. A Child Death Overview Panel is also now in existence and the E-Safety Sub Group does a lot of work around bullying and self harm.
35. The reporting of self harm is often done through peer groups. Young people often carry out self harm in secrecy and rarely share this with adults. They are more likely to share this with other young people.
36. Officers are trying to find ways of working with schools to tackle peer group violence. This is another factor which can lead to self harming.
37. It is clear that there should be close collaboration with schools, health, children's services, social care, and other departments and organisations.
38. Having a therapist attached to teams has worked well in the past. This enabled difficulties to be picked up at an earlier stage and therapists could fast track cases. Training children's social workers on children who self harm, and the mental issues around this, could also be very beneficial. There is a lack of confidence in social workers around this area so training is needed for front line children's social workers.

## **Education & Children's Services, Children in Care Team**

39. The Council's Children in Care team identified between 10 and 20 cases of children's deliberate self harm each year, but this figure could be much higher. Officers advised that it was difficult to accurately quantify, monitor and address the number of children using the service that deliberately harmed themselves as it was often hidden.
40. When self harm is identified, it is usually through an assessment process or through discussions with the carers or school staff and is often highlighted by changes in the child's behaviour. Once the issue has been identified, help is sought for the child from other relevant support services such as Child, Family and Adolescent Consultation Service (CFACS) or the Hillingdon Drug and Alcohol Service (HDAS). Although cutting themselves is the most widely publicised form of deliberate self harm, some of these children suffer from eating disorders or substance misuse.
41. The Children in Care team use a strengths and difficulties questionnaire which is completed by the child themselves (if they are older) or by the child's carer. The information on these forms is then analysed and, when appropriate, discussions are undertaken around the child's emotional wellbeing. A clinical psychologist has recently been showing the team how to make more proactive use of the information provided in these questionnaires and schools are now also completing them where appropriate.
42. Improvements could be made to the communication between the Children in Care team, health service and schools to ensure that children that self harm are identified as soon as possible and measures can then be put in place to address the issue. More training could also be given to staff to raise awareness and increase the likelihood that they are able to identify signs of deliberate self harm. A greater awareness and better understanding of the service provided by smaller groups would also be beneficial, particularly if this information is coordinated by one group and held in one place.

## **Asylum Service**

43. The Council's Asylum Service deals with unaccompanied minors and young adults up to the age of 16 in care and care leavers up to the age of 24. It is difficult to identify self harm in the children that the Service deal with as they often arrive in the country with emotional or psychological issues that are not obvious. These issues often result in manifestations such as sleep disturbance and nightmares and it is important for the Service to be aware of this. The more acute manifestations often arise around the time that a child's asylum case is being decided.
44. The Well-Being Project (WBP) was in operation for five years and was funded by the Department of Health until it ended in October 2010. The Project provided a mental health service for looked-after unaccompanied asylum seeking children and offered a range of mental health services to those who suffered with psychological adjustment difficulties or persistent emotional problems. The Project collected information regarding various concerns about each of the several hundred children that been supported by the service. Since the project had ended in October, this information was no longer collected.



45. Although the significance of no longer having the WBP is not yet clear, it is apparent that the level of mental health support to the Service is no longer available. The WBP has also provided training, undertaken consultations and has enabled early intervention to identify children's mental health problems. It is unclear whether these aspects will now be covered elsewhere.
46. As they were unaccompanied, all of the children seen by the Asylum Service do not live with their parents: the younger ones are predominantly in foster care. As such, the Service tries to ensure that these children have contact with others from their own communities through community groups and schools.
47. The Asylum Service is currently in the process of being mainstreamed and it is suggested that this is an opportunity for the best practice drawn from the WBP to be incorporated into training delivered to all teams in Education & Children's Services. This training would help these teams to identify and address the emotional and psychological issues of the children that they have contact with.
48. There has been significant interest in the WBP. The Thomas Coram Foundation undertook extensive research into the achievements of the WBP and it is suggested that the best practice identified should be expanded on and rolled out across the whole of Education & Children's Services, schools and beyond. Although resources and funding are limited, consideration should be given to the continuation of staff consultation and training to ensure that they are confident about what course of action to take when a self harm issue arose.
49. The Service deals with approximately 500 children – this figure had previously been between 1,400 and 1,500. Of those children dealt with by the Service aged 0-18, 60% live outside of Hillingdon. When these children need help or support regarding self harm, the Service approaches the local CAMHS.
50. Officers suggested that the resources and different pockets of activity currently undertaken by different groups in relation to children's self harm should be joined up.

## **Recommendation 2**

**That Cabinet supports the proposal that the Corporate Director of Social Care, Health and Housing be asked to ensure that Social Services front line staff are trained on the signs of self harm and mental health issues for children. Cabinet also agrees that best practice drawn from the Well Being Project should be incorporated into this training and that progress on training be reported back to the Cabinet Member.**

## **Educational Psychology Service (EPS)**

51. The Council's Educational Psychology Service had undertaken a pilot project regarding self harm in secondary schools (including special schools) in 2008. The project trained teachers in basic risk assessment, taught them how to identify students that were self harming and encouraged them to refer these students to Child and Adolescent Mental Health Services (CAMHS).

52. As approximately 1 in 10 young people are at risk of deliberate self harm, more cross-Borough initiatives would be advantageous. Multi agency work is essential as it is easy to miss things and is thought to be useful to have a team to talk things through.

### **Hillingdon's Virtual School**

53. Hillingdon's Virtual School works with looked after children. As Hillingdon's looked after children live in many different parts of the country (approximately 45 other local authorities has dealings with them), the school is currently investigating the potential to have a more joined up approach. The School's Headteacher questioned how the issue could be moved forward with CAMHS for cross-borough liaison and how the out of borough schools could be supported.
54. With regard to unaccompanied asylum seeking children, once they have finished full time education, suppressed trauma from their lives before they entered the country could lead to them deliberately harming themselves. Those who do not have indefinite leave to remain have been known to harm themselves as a result of the stress of having their cases re-examined once they have finished school. Provisions/support need to be put in place to help these young people before they finish their education - a survey could help with this by establishing what their concerns are. Social Services should be involved in this process so that referrals can then be made to the relevant support services.

### **Recommendation 3**

**That Cabinet agrees that there is a need for a more joined up approach when dealing with issues of self harm and asks the Chief Executive to progress the issue with the Local Strategic Partnership.**

### **Hillingdon Community Health (HCH)**

55. In addition to physical self harm, consideration also needs to be given to children's risk taking with regard to issues such as sexual health. In the last 6 or 7 years, officers were only aware of one child who had left local authority care and then committed suicide.
56. Every looked after child is given an annual health check. Information from these health checks is returned to the Designated Nurse and Designated Doctor and is included in an annual report. Between July and December 2010, 6 of the 231 health checks completed reported instances of deliberate self harm - these were predominantly girls. It is thought that these figures are an underestimation as the children had not been asked whether or not they were deliberately harming themselves. As such, it is as only when the information is volunteered by the child, or the self harm is apparent, that it is recorded.
57. Officers had recently visited an unaccompanied asylum seeking children's home and were advised by the manager that there were high levels of deliberate self harm at the

unit. The self harm occurs in waves and some of these children are advised to do it as a way to stay in the country. Instances of self harm at the unit include severe cutting and children setting fire to themselves. This information has not been fed back through the health assessment process.

58. Officers recently met with the Liaison Health Visitor and agreed that information will be collated regarding children from local authority care that are admitted to Accident and Emergency (A&E) through self harm. Looked after children are four times more likely to have mental health issues, four times more likely to have problems with drugs and alcohol and four times more likely to become teenage parents. It is therefore likely that these children are also four times more likely to self harm.
59. The Wellbeing Project, which had previously been operational in the Borough, screened the wellbeing of children. The project had originally been Government funded and was later part funded by the Council.

### **The Hillingdon Hospital NHS Trust**

60. The Acute Hospital Trust is a secondary service and, as such, only sees the 'tip of the iceberg' regarding children's self harm. Many of the children that are seen in A&E will not mention that their injuries are as a result of self harm. However, where the injuries or previous scarring indicate that the child is deliberately harming themselves, this is noted. Figures are collated regarding drug abuse, self harm and alcohol abuse and presented to the Safeguarding Children Board. The figures recently collated have changed as a result of improvements in the way that the information is collated.
61. A large proportion of parents that find that their children are harming themselves will take them to their GP or to A&E. There is a different care pathway for children under 16 and those aged 16-18 that present at A&E with evidence of self harm. Those under 16 years old are referred to the paediatricians and, after assessment by them, are referred to CAMHS. Those aged 16 to 18 are seen by A&E doctors and then referred to CAMHS. If the young people under the age of 18 need immediate assessment and CAMHS staff are not able to attend, the assessment is undertaken by the on-call psychiatric Senior House Officer for the adult service. If a patient has been referred to CAMHS by A&E, A&E staff will only follow this up if the young person has repeatedly come in with self harm injuries. Young people who are referred to CAMHS will sometimes not turn up to their appointments. This could then result in the CAMHS team closing their files and no further action being taken.
62. Children admitted to hospital as the result of self harm will not be discharged before they have been seen by CAMHS. This then enables the child's state of mind to be assessed.
63. The A&E Consultant (Paediatric Lead), advised that there are a significant number of asylum seeking children that are brought into A&E – some of whom return time after time.
64. The information collected in A&E regarding self harm between April and December 2010 includes suicidal thoughts. During this period, 31 patients up to the age of 16 advised that they had experienced suicidal thoughts. The clinical coding used at the

hospital is not always as accurate as would be liked which means that some self harm might be coded as 'lacerations' and therefore will not show the whole picture. However, there are now prompts on the A&E notes regarding those under 16, to look at whether there is a history/injury fit.

65. Officers advised that asylum seeking young people often claimed to be younger than they actually were, or lied about their name, as they were aware that they would receive a different (and seemingly 'better') service if they were under 16.
66. Patients with mental health issues often deliberately harmed themselves. Whilst assumptions could be made by clinicians about self harm based on scar patterns, the patient could just deny that they had done anything deliberately.
67. The children's area of A&E department is run by the main A&E department. Self harm is often under-coded. For example, there are some people that are admitted due to substance misuse, medication overdose, etc, and these could be called self harm but are not recorded as self harm. Statistics are provided for year 2010/11 in **Appendix 5**.
68. Higher levels of admittances for self harm are recorded between 5pm and 10pm.
69. An example of a recent case of a youth self harming being admitted to A&E at Hillingdon Hospital is a 14/15 year old who came into the A&E department at around 3pm after self harming. He was referred for assessment and was waiting in the children's department with other children, some very young. He was not seen until 10pm - this length of time was unacceptable for the youth. There needs to be a better pathway for children: even though the physical side is ok, the mental side still needs to be seen with as much importance. Surgeons are only interested in patching people up from a physical perspective.
70. The lack of communication is a factor of the poor service that was provided. The process was there but elements were not linking into place. The training was good, as was the awareness, but the information on CAD forms was not robust enough. The biggest area of weakness was the communication.
71. For 16 - 18 year olds there is the transition period to consider. The paediatric cut off age is 16 years old, but adult safeguarding does not start until an individual is 18 years old. There is not enough data captured regarding self harm and it is unclear who is responsible for taking this forward. The CAHMS services are very thin on the ground and does not provide an out of office service.

#### **Recommendation 4**

**That Cabinet agrees that clinical coding used in hospitals and A&E departments for self harm needs to be improved and asks the Director of Public Health to progress the matter with The Hillingdon Hospital NHS Trust and report back to the Cabinet Member for Social Services, Health and Housing within 6 months.**

## Domestic Violence (DV)

72. Many of the member organisations of the DV Action Forum dealt with clients that deliberately harm themselves. It was suggested that all agencies need to be proactively asking their clients about self harm and for this to be a cross-Borough approach.
73. Although the inaccuracy of the figures appears to dilute the problem of children's self harm, the trends are relatively accurate. There is no doubt that the issue represents real harm and that something could (and should) be done to address it.
74. A significant number of adults in a DV relationship harm themselves. As such, children learn this behaviour and are then more likely to harm themselves.
75. As there are a significant number of independent bodies that provide support and advice to children and young people that self harm, it is suggested that work be undertaken to look at joining these up so that they are more easily accessible to the young people and other organisations. Furthermore, it is suggested that information about self harm (and where to get help) be included in all school prospectuses to make the issue more mainstream.

## Uxbridge High School

76. Of the 1,150 pupils at Uxbridge High School, there are currently 20 children that are known to self harm (approximately 2%). Statistics for incidents of self harm in Uxbridge High School can be found in **Appendix 5**.
77. Although the School is ethnically diverse (roughly 50/50), the majority of students that have been identified as self harming there are from white working class families. This might be because non-white self harming children might find individuals other than School staff to confide in.
78. A Common Assessment Framework (CAF) form is completed by School staff when it is felt that a child's needs are not being met by the current level of provision. The School currently has 120 students with CAFs that have been prompted by a range of issues. Some of these CAFs have been started by members of staff that have concerns about a child (before the child mentions anything). The CAF has to be signed off by the parent before a referral can be made to CFACS and, as this is not always possible, there are often delays in securing the help that these children need. A CAF is not required when making a referral to CFACS but a referral form does need to be completed with as much information about the child as possible.
79. Despite trying, very few children from the School have access to the CFACS service and this needs to change. Over the Christmas period, a Year 7 student tried to hang themselves. As there was no child psychologist available at the hospital over the holiday period, this pupil had to wait two weeks before they were seen by a child professional. CFACS has been asked to investigate this incident to ensure that it does not happen again.
80. There is a team of Guidance Leaders in place at the School. These individuals are non-teaching Heads of Year who have regular contact with the students and who have

relevant qualifications and experience, e.g., have worked in the mental health sector or have experience of youth work. Each year, the School undertakes a survey of the students to establish how safe they feel at School and the level of trust they have in staff. The results have been very positive.

81. Rather than being identified by PE teachers as might be expected, instances of self harm are often reported by friends to the Guidance Leaders, teachers or to the Deputy Head. Although a significant number of self harm incidents are dealt with through the Welfare Service, the Deputy Head Teacher, on occasion, has driven students to the hospital to ensure that their needs are addressed immediately.
82. A significant amount of training has been undertaken by staff at the School. This training includes at least six child protection sessions per year and several sessions on professionalism and practice for teachers. Those that participate are shown what symptoms and signs they should be looking out for (including changes in a child's eating and sleeping patterns) and what they need to do to report their concerns.
83. The Deputy Head Teacher suggested that a resource is needed for people who don't work in the health service. As this resource does not currently exist, the school often phones social services to ask for advice even though a referral is not actually being made.
84. Worryingly, when a popular soap opera airs a storyline about self harm, there is an upsurge in the number of children at the School that, despite having no previous history of self harm, start to deliberately hurt themselves. These storylines also raise awareness of the issue and result in more children talking about self harm.
85. Parents often don't have very good coping skills and, as such, turn to the School for help and support when their children deliberately harmed themselves. Although staff at the School are able to give these parents their time and support, they are unable to give them solutions to the problem. It is important that support is given to these parents as they often feel guilty and helpless.
86. The Deputy Head Teacher suggested that a self harm support website be set up in Hillingdon that was run by children for children. This type of peer-to-peer support is often very successful.

#### **Recommendation 5**

**That Cabinet supports the proposal that the Local Safeguarding Children Board (LSCB) be asked to create a webpage regarding self harm on the Council's website with links to the Samaritans, ChildLine, NSPCC and CFACS/CAMHS. That Cabinet also agrees the LSCB develop together with external agencies an early intervention strategy.**

## **Yeading Junior School**

87. Yeading Junior School, located in Hayes, is a cultural and diverse school where 95% of the school come from a minority background. 83% of the students do not speak English as their first language.
88. The School has an open-door policy for all children and parents. The staff are aware of children's vulnerability and have had training on this to help them look for signs of distress. A group has been set up for this area.
89. The language barrier can often make it difficult for children to explain things to teachers and the School. The School has different sessions set up to encourage the children to discuss issues. These sessions include: 'Seasons for Growth - which deals with loss and bereavement; and 'Circle Time' - which lets children discuss issues.
90. There is a community resource next to the School for parents which offers counselling services. The School has volunteers from a number of social work students from Bucks and Brunel University. These provide key workers and adult buddies for the children.
91. The Headteacher stressed that joint working was key. The School works with a range of professionals across boroughs. This gives teachers a better understanding of the issues regarding self harm. Training on safeguarding is done in the Borough. There were concerns regarding bullying over the Internet which was an ongoing problem in all primary schools.
92. A 'fast' programme has been set up which enables families to meet and understand parents and children and get them to play together. The School tries to empower parents to enable them to see what resources are available to them.
93. The number of children at Yeading Junior School that are known to self harm is very low. The Headteacher hopes that this is as a result of early intervention.

## **Child, Family and Adolescent Consultation Service (CFACS)**

94. CFACS is the dedicated Hillingdon Child and Adolescent Mental Health Service (CAMHS) provided by Central & North West London NHS Foundation Trust (CNWL). Although the service provision is for Hillingdon residents, the team will deal with visiting child emergency referrals.
95. Whilst the majority of CFACS' funding comes from CNWL, a small amount is provided by the Council. Contact is usually first made over the telephone and this is subsequently followed up with a referral form being completed and submitted. It is important that this form includes as much information as possible.
96. The CFACS team, which comprises 15 members, has delivered a significant amount of training to staff in schools over the last 12 years. This training is available to all services that deal with children and has recently been delivered to staff at a Children's Centre. More work needs to be undertaken in schools so that CFACS is not seen as a last resort and instead is involved with self harming children at an earlier stage. In addition

to the service it provides, CFACS can also refer children to other specialist services provided by CNWL (or other providers).

97. Approximately one third of the work undertaken by CFACS is in relation to children's self harm. The team receives approximately 1,200 referrals per year (20-30 each week), about 100 of which are serious acts of deliberate self harm that have been referred by A&E. In total, CFACS receives approximately 300 self harm referrals per year. Every referral received by the team is screened on the day that it arrives and is awarded a level of clinical need/priority. Immediate action is taken on the urgent cases and the remainder are considered at one of two referral meetings held every Monday. If self harm has not been the reason for the referral but is later identified, the team will talk to the young person/their family about the issue. Risk assessment forms are also regularly completed for each child every time their risk levels change.

### **Recommendation 6**

**That Cabinet agrees that the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services be asked to ensure that all junior and secondary schools within the Borough are advised of the training that is provided by CFACS/CAMHS with regard to self harm.**

### **Hillingdon Mind**

98. Mind works with a wide range of parents of children. The organisation collects a lot of information about children through the counselling service that it provides. A lot of single mothers ask for help with their children. The service deals with children and young people aged 13 to 25 years old and there is a long waiting list for help. It should be noted that the counselling service is losing money.
99. Workers in the Hayes area speak various Asian languages which is very helpful when communicating within the community. There is some stigma attached in some communities with regard to self harm.
100. Some staff are trained in mental health and first aid. Funding for this two day course is provided by NHS Hillingdon and there has been positive feedback from those that have attended. It is important to make people realise that mental health and wellbeing is as important as physical health. Mind is increasingly being asked to go to schools and colleges.

### **Selfharm.co.uk**

101. The Project Director of selfharm.co.uk explained that selfharm.co.uk was a very young organisation. It started from a local project and is now a national project. The Luton Therapeutic Programme (LTP) proved to be a very successful programme locally so they wanted to make it available nationally.



102. The staff team consists of the Project director and a part time worker who works 1 day a week. The website, which is designed for those aged 13 to 19 years old, has a moderator who works on voluntary basis. However, the site is not specific to age and there are no restrictions on the age of those that are permitted to access the site. As well as providing a service for those that self harm, the organisation is passionate about supporting the parents and siblings, etc, of those that harm themselves.
103. Selfharm.co.uk provides training packages to schools to equip teachers to deal with the issue of self harm. The teaching role has changed vastly over the years, so that it is not just about teaching any more. The training provided by the organisation helps teachers by de-stigmatising the issue of self harm. The organisation also helps teachers to support the siblings of self harmers.
104. Services offered for self harmers are scarce and it even scarcer for the parent, carers, etc, of self harmers. Selfharm.co.uk will be focussing its efforts over the next twelve months on de-stigmatising self harm. With regard to the meaning and timing of recovery, there are many different interpretations. Overall, one of the most important factors is to help young people understand the reasons behind why they self harm.
105. The Project Director at selfharm.co.uk was interviewed about self harm on the ITV programme, This Morning, on Tuesday 1 March 2011 which was National Self Injury Awareness Day. Since the programme aired, the website received more than 2,000 hits in one day and received 350 emails. The message the organisation received from the public was that self harm was not talked about enough and that people need to acknowledge that self harm exists. Empowerment is needed so that people are better equipped to support themselves. It is important to acknowledge that a lot of young people use the Internet and this is often the first place that they will turn to when they want help.

## **YouthNet.UK**

106. YouthNet UK works specifically with 16-25 year olds. The website was developed because it was recognised that the Internet is often the first place young people will go to for guidance on any issue. Specific self harm Internet pages were set up by the organisation as there was a demand for this information.
107. Figures on self harm are very varied. Some sources suggest that 1 in 10 young people have self harmed, whilst others state as many as 1 in 5. There are some researchers that state that 40% of their service users have indicated self harm.
108. 144,000 users contact YouthNet every month and approximately 10,000 users access the self harm pages on the website every month. There are ongoing discussions on the online discussion board regarding self harm – the discussion board was created as a safe place that was moderated. There are still people who do not know about self harm or recognise it as a condition. The website provides support, advice and next steps for people including parents and carers and youth workers who also go to the organisation for support.
109. There are limitations to what the website can provide as it was originally developed as the first step for a young person and face to face care is not provided. The services that

YouthNet provides are 24/7 so can be accessed anytime they are needed. The organisation also assists users by telling them where they can get further help. In terms of costs, YouthNet estimates that every £10 it spends helps 5 young people to get advice on the first steps to getting help.

- 110. A safe environment needs to be established for young people that self harm so that they feel safe and respected. It is important that the issue of self harm is not seen in isolation, as often there are other issues involved in self harm. Perceptions of self harm need to change amongst practitioners.
- 111. YouthNet provides training for all its staff with regard to child protection and safeguarding. Training regarding how to write web content is also provided for the organisation's many volunteers and support staff. These people provide an online counselling service as well as a text service.

### **Action for Children**

- 112. Action for Children has 400-450 projects across the country in a range of settings including residential care, children's centres, homeless centres, etc. Action for Children has a presence in Hillingdon through the Borough's children's centres.
- 113. In 2009-2010, Action for Children had 62 notifications, of which 7 were regarding suicide. The organisation has a varied staff group who come from different professional backgrounds. Training opportunities are provided for all of the staff.
- 114. Not all people who self harm actually go on to commit suicide. For some young people, self harm is a coping mechanism, and they have another type of vulnerability. The team have a consistent approach but need to work on reducing the risk areas.
- 115. There are national strategies in place to deal with self harm and suicide in Scotland and Wales: 'Talk to me' in Wales; and 'Choose Life' in Scotland.
- 116. There needs to be clear preventative measures. The issue of self harm needs to stop being a taboo subject – there is a need for a culture where self harm is talked about openly. Clear signposting to where individuals can get help is needed and the effects on the self harmers, their carers and other young people also needs to be considered. Access to good and appropriate mental health for young people and workers is key.

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## PERSONAL EXPERIENCE

### Situation 1 – Kirstie<sup>1</sup>

117. The Chairman of the Working Group met with Kirstie about her experiences of growing up as a self harmer. This lady started self harming when she was bullied at school. She decided that she could hurt herself much harder than anyone else so felt untouched by the bullies.
118. Kirstie went on to alcohol and violent attachments. She only really got help after her boyfriend tried to cut her throat.
119. Kirstie had very little self esteem and self worth, and felt like she lived on the outside of life.

### Situation 2 – Janine<sup>1</sup>

120. The Chairman of the Working Group met with Janine who started self harming as a young girl. She was sexually abused but didn't tell anyone.
121. Janine continued her self harm with bulimia, alcohol, drugs and sleeping around. She never got too close to anyone and pushed people away with her behaviour. She felt that if there was more information on self harm and how to access help, she might have tried.

### Situation 3 – In her own words Amanda<sup>1</sup>

122. Amanda wrote about her experiences growing up as a self harmer.
123. My self harm started when I was around 12-13 - it started from hitting my door out of frustration and it escalated from there.
124. When I first started, I would punch things such as doors, mirrors, picture frames and walls. As I got older, I would sometimes take things such as paracetamol, aspirin and even vitamin tablets to make myself feel ill or induce being sick.
125. I would self harm whenever I felt low or an incident occurred. I would probably say that I self harmed on average two to three times a week.
126. I often used to feel very angry and upset by events that happened at the time. I would feel angry to the point where I wanted to explode and just destroy anything in my path. I couldn't take my frustration out the people causing me the pain so I would explode on

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<sup>1</sup> These names are not the real names

materialistic things that couldn't respond back. I felt in control hitting things as I could do this without anyone knowing.

127. I did not tell anyone.
128. When I got older (16), my mum made me go to the doctors over the fact that she thought I had depression. I remember having one appointment with my doctor and I remember thinking beforehand I can maybe explain the other stuff that is going on in my head. When I had my appointment, the doctor asked me what seemed to be the problem? I told him what I felt and within 15 seconds of me talking I could see he wasn't listening and was writing a prescription, he then cut me off and told me that the best course of action was medication. Not once did he probe me for any information or elaborate on what I said. It was like he made his decision before I had even opened my mouth. I myself, at 16, probed him for other alternatives but he kept on insisting medication was the best route. Personally, my doctor put me off telling anyone else about what was going on as he made me feel like I was wasting his time and he also infuriated me even more as he didn't want to listen.
129. It impacted my teenage years as for me it just reiterated the fact that no one actually gave a damn and that I was just a problem that needed to be treated with meds.
130. It has impacted me in the sense that I find it very difficult to trust people in my day to day life I also don't think very much of the medical profession and I would never want to approach a doctor with problems of this nature.
131. My self harming did lead me to attempt suicide on 3 occasions and I constantly thought about committing suicide also.
132. To help me when I was growing up, it would have helped by having teachers that could notice the signs, having a more sympathetic doctor, having people come into schools and giving advice and workshops.
133. People did notice marks and scars but it wasn't at all hard to lie about. I covered up marks and scars with make up, long sleeve tops, sweat bands and tubi-grip bandages.
134. Before self harming, I felt anger and I felt upset and a need to get rid of the tension that I had built up in me. During the process, I would not think or feel anything: I had a sort of blind of rage and I couldn't see, feel or hear anything. Afterwards I would feel a sense of relief and look at the damage that I had caused both on what I hit and on myself. If I was bleeding or had caused bruising or swelling, I felt a sense of accomplishment.
135. When I got into my later teens (17-19), I would drink alcohol knowing that whilst drunk it would take a lot more to hurt myself and it would make me push myself further to reach my desired outcome. I would also drink on top of medication to make myself sick.
136. I don't know what would have made me stop. I honestly could not answer that as me dealing with things in this way seems like the only option. I have no faith in the medical profession what so ever.
137. I didn't receive any counselling. I did not have contact with other people that I knew self harmed.

138. **Situation 4 – Questions answered by Kay<sup>1</sup>**

- How did your self harm start?

After I developed an eating disorder, I started to self-harm.

- What did you used to do to harm yourself?

Razor blades

- How often did you self harm?

Varied, sometimes a few times a week at the hardest times.

- Why do you think you self harmed?

It was a stress release in some sense, but also was a cry for a help as I hated myself so much.

- Did you tell anyone?

Family members

- What support did you get from family members?

They gave me a lot of support and were really upset whenever I self-harmed.

- Did you get any other support? (e.g., school, doctors, friends)

Was in a private eating disorder hospital so was given individual counselling and family therapy, but this was geared more towards me eating disorder and not self-harming.

- How did this impact your childhood?

Isolated, very lonely and missed a lot of schooling.

- What effect does it have on you now, if any, and are you getting any support for this?

I have learnt to live with my scars but still feel vulnerable when I meet new people or start a new job.

- Did you know where/who to go to for help?

I was in hospital so help was there if I needed it.

- Did your family receive any support?

Yes, we had family therapy but again this was for my eating disorder and not self harming.

- Did your self harming ever lead you to attempt or think about suicide?

Yes, I attempted suicide once by taking an overdose on anti-depressants.

- How did other people react if/when they found out and how did this make you feel?

They made fun of me and joked about doing it to themselves. This made me feel very stupid, crazy and isolated.

- What do you think would have helped you when you were growing up?

Talking to others who had self-harmed and had managed to stop.

- Do you think you, and your family, received enough support?

Yes for my eating disorder but not really for my self harming.

- Can you explain the process you went through when you sought medical help?

Once when I self-harmed very badly I was taken to a general hospital where the staff were awful, not very supportive and threatened that they would stitch my wound without an anaesthetic.

- Did anyone ever notice your marks/scars while you were self-harming?

Yes most people

- Did you make an effort to cover up any marks/scars?

Yes, I would not wear short sleeves even in the summer and wore long sleeved tops all the time.

- How did you feel before/during/after self harming?

Upset and ashamed.

- Were you ever under the influence of anything whilst self-harming (e.g., alcohol)?

No

- What made you stop?

My Mum

- What do you think would make you stop?

Nothing

- Did you receive any counselling?

Not specifically for my self harming.

- Did you have any contact with others that self harmed?

Yes other girls in the hospital where I was staying self harmed. One of the girls even gave me razor blades to use.

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## FUTURE WORK

139. Having researched work done in other boroughs, there are very limited solutions or experiences that we found that Hillingdon could follow. We hope that our work at Hillingdon can help raise the awareness of the importance of the issue of Children's Self Harm within Hillingdon and beyond the Borough.
  140. The issue of self harm is a problem and has always been a problem but is talked about more now. In the future, how self harming could be prevented needs to be looked at so that signs are spotted before it becomes regular behaviour.
  141. Further work also needs to be undertaken regarding what action the Council can take to improve the services it offers. How the Council can link in with other organisations to meet the needs of those who self harm and their families, and to look at early intervention strategies so that potential self harmers be given the appropriate support they require.
  142. It is stressed that sign-posting and multi agency working is crucial. It is understood that Internet bullying is increasing and that cultural issues can be a problem when dealing with self harm. The Council needs to look at ways that sign-posting and multi agency work can improve to ensure a much better service is provided.
  143. There are children and young people who are not getting the treatment they require for self harm as the injuries they arrive with at A & E are not recorded correctly. Data collection and the use of clinical coding in hospitals is important to ensure that accurate information is recorded and, therefore, appropriate treatment is provided.
  144. All organisations are under pressure to perform with fewer resources and they have to be innovative with what they have available. Other avenues have to be considered if resources are not available including coordination, communication and multi agency working.
  145. It was noted at the witness sessions that front line staff may not always be able to recognise the mental health signs that are related to self harm. Training for staff so that they can recognise the signs of self harm is key in improving the services offered.
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# Closing word

146. Clearly, the effect of children's self harm is a complex issue. Children's self harm has always been an issue and greater awareness is required to assist those children and young people in need. The Working Group believes strongly that more information needs to be put into the public domain to assist children and families to get the support they need.
147. From the several witness sessions held, a key point that came out from each was communication. It is hoped that the recommendations in this report have highlighted the need for a more joined up approach when dealing with issues of self harm. Signposting and knowing where to go for help is crucial in providing the help that is required.
148. Parents play a key role in the development of their children and the relationship between them is vital in getting services across to children who self harm. Support provided to parents, siblings and carers of those children that self harm is also an important issue and needs to be considered.
149. The Well Being Project , which was part funded by the Council, was in operation for 5 years before coming to an end in October 2010. This project offered a range of mental health services and collected information regarding the children it offered the service to. The project also provided training and enabled early intervention to identify children's mental health problems. It is vital for the Council to use the learning from the Project and continue to provide best practice to its residents.
150. Training key front line staff to deal with the issues regarding children's self harm is important. This resultant early intervention will ensure that staff feel confident in recognising and acknowledging the signs of self harm and know where to get additional information and advice.
151. Although it is difficult to measure the number of children and young people that self harm, the Working Group feel that this an area that could improve. Better data collection should help to show the scale of the issue and highlight the need for better services in this area.
152. The Working Group would like to highlight the excellent work that has been done by organisations such as selfharm.co.uk, YouthNet, Action for Children and National Self Harm Network. These organisations, along with many others, have showed that young people do want to be helped, but do not necessarily know where to access help or have the emotional stability that is required to ask directly for help.
153. It is appreciated that the implementation of the recommendations contained within this report will not be something that can be completed overnight. The approach to implementing change is likely to be slow to ensure that we get it right first time and to manage the expectations of those affected by children's self harm.

\*\*\*\*\*



# Comments of the External Services Scrutiny Committee

154. The External Services Scrutiny Committee established this Working Group to examine the issue of children’s self harm in the Borough. We, the Committee, have considered the Working Group’s findings outlined in this report and are delighted to present these to Cabinet and the Council’s partners. The report clearly outlines the seriousness of the situation in Hillingdon and the importance of providing a coordinated response to the needs of children that self harm and support to their families and friends. We fully endorse the recommendations.
- .....

# Appendix 1: glossary, references & further reading

## Glossary

<b>A &amp; E</b>	Accident and Emergency
<b>CAF</b>	Common Assessment Framework
<b>CAMHS</b>	Child and Adolescent Mental Health Services
<b>CFACS</b>	Child Family & Adolescent Consultation Service
<b>CNWL</b>	Central North West London NHS Foundation Trust
<b>DoH</b>	Department of Health
<b>DV</b>	Domestic Violence
<b>EPS</b>	Educational Psychology Service
<b>GP</b>	General Practitioner
<b>HASH</b>	Hillingdon Association of Secondary Headteachers
<b>HCH</b>	Hillingdon Community Health
<b>HDAS</b>	Hillingdon Drug and Alcohol Service
<b>NEET</b>	Not in Education, Employment or Training
<b>PCT</b>	Primary Care Trust
<b>POC</b>	Policy Overview Committee
<b>UASC</b>	Unaccompanied Asylum Seeking Children
<b>UHS</b>	Uxbridge High School
<b>WBP</b>	Well-Being Project

## Further reading

- Draft Suicide Prevention Action Plan; **Suicide Prevention Group**; December 2010
- Working Towards a Better Understanding of Self-Harm; **Dr Stephen Gregson**; British Journal of School Nursing, December 2010/January 2011, Vol 5 No 10, Pages 428-429
- Calls to ChildLine about depression and mental health; **ChildLine Casenotes**; 2007
- Children talking to ChildLine about suicide; **ChildLine Casenotes**; March 2009
- Suicide in London 2005-2007: An update; **Geoff Mole and Allan Baker**; London Health Observatory; May 2009
- National Suicide Prevention Strategy for England; **Department of Health**; September 2002
- Young people who self-harm: Implications for public health practitioners; Child protection research briefing; **NSPCC**; March 2009
- Young people who self-harm: Implications for practitioners; **Reconstruct Research Service**
- **Suicide Prevention Group** meeting notes; 16 November 2010
- Welsh youth consultation on suicide and help seeking behaviours; **Mind Crmyu Positive Choices Project**; 2010
- Choose Life; **A national strategy and action plan to prevent suicide in Scotland**
- Talk to Me; **The national action plan to reduce suicide and self harm in Wales**
- Self-Harm: Recovery, Advice and Support; Exploratory and evaluative research; **YouthNet, 42<sup>nd</sup> Street, Depaul UK**, June 2009
- Promoting the emotional wellbeing and mental health of unaccompanied young people seeking asylum in the UK; **Thomas Caram Summary Research Unit**

## References

- <http://www.thesite.org/healthandwellbeing/mentalhealth/selfharm>
- <http://www.samaritans.org/?gclid=CO7krMqo56YCFQ4f4Qod2E9l0Q>
- [http://www.mind.org.uk/help/diagnoses\\_and\\_conditions/self-harm](http://www.mind.org.uk/help/diagnoses_and_conditions/self-harm)
- [http://www.bbc.co.uk/health/emotional\\_health/mental\\_health/emotion\\_selfharm.shtml](http://www.bbc.co.uk/health/emotional_health/mental_health/emotion_selfharm.shtml)
- [www.selfharm.co.uk](http://www.selfharm.co.uk)
- <http://www.youthnet.org/>
- <http://www.mind.org.uk/>
- <http://www.relate.org.uk/home/index.html>
- <http://www.fortysecondstreet.org.uk/>
- [www.actionforchildren.org.uk](http://www.actionforchildren.org.uk)
- [www.harmless.org.uk](http://www.harmless.org.uk)
- <http://www.barnardos.org.uk/index.htm>
- <http://www.rcpsych.ac.uk/mentalhealthinfo/mentalhealthandgrowingup/self-harmyoungpeople.aspx>
- <http://www.lincolnshire.gov.uk/parents/family-support/help-and-advice/self-harm/57044.article>
- [http://www.merton.gov.uk/community/safeguardingchildren/lscbprofessionals/lscbtraining/matp-specialist\\_courses/matp-c7.htm](http://www.merton.gov.uk/community/safeguardingchildren/lscbprofessionals/lscbtraining/matp-specialist_courses/matp-c7.htm)
- <http://www.sutton.gov.uk/index.aspx?articleid=3217&contactid=4119>
- <http://www.smhft.nhs.uk/services/for-children-and-young-people/39-deliberate-self-harm-service>
- [http://www.devon.gov.uk/index/childrenfamilies/fostering/foster\\_carer-2/fostering-trainingprogramme/fostrain09-selfharm.htm](http://www.devon.gov.uk/index/childrenfamilies/fostering/foster_carer-2/fostering-trainingprogramme/fostrain09-selfharm.htm)
- <http://www.gloucestershire.gov.uk/cypp>
- <http://www.sheffield.gov.uk/your-city-council/council-meetings/scrutiny/archive/education-/agenda-17-november-2004/report-missing-children>
- <http://www.rcpsych.ac.uk/mentalhealthinfo/mentalhealthandgrowingup/self-harmyoungpeople.aspx>

# Appendix 2:

## National Self Harm Network Response

Please find below the written submission from NSHN, Dr. Stephen Gregson NSHN Chair, to the London Borough of Hillingdon's Scrutiny Review of Children's Self Harm:

### **1. What are the levels of children's self-harm across the country/London? How is self-harm currently measured and reported?**

NSHN is a peer support organisation for those who self harm and those family, friends and professionals involved in their care. We do not, nor are we in a position to, keep statistical information about levels of self harm at a regional/national level.

That said, nationally available data shows that two thirds of those who self harm are under 35, which compares with an NSHN internal membership audit (2007) showing that:

- 9.5% were under 16
- 50% were 17-25
- Just over 20% were 26-34

A NSHN membership poll conducted in 2009 found that:

- 19% started to self harm between 11-15
- 13% started when they were younger than 10

### **2. What procedures are currently in place within your organisation to identify those children/young people who are at risk of self harming?**

The NSHN website carries information on the support services and online resources the charity offers not only to those who self-harm, but also to family, friends and professionals involved in their care. The charity also offers an online forum, which currently has around 3 500 members offering peer to peer support. Fully checked, trained and experienced administrators and moderators ensure that the forum is a safe and secure place in which to be supported, signposted and/or distracted from impulses to self-harm.

NSHN also offers a confidential, freephone helpline for individuals who self-harm (including those under 16 years of age) and family, family and professionals involved in their care. All those working on the helpline are required to undergo a training programme and supervised at all times by an experienced supervisor. The helpline also operates a child protection policy if a call is taken from a child indicating their life is in danger from another; a copy is available on request.

All those working directly on any of the charity's services—including Board members—have been checked with the Criminal Records Bureau.

### **3. What support and guidance does your service currently provide to those children/young people who self harm?**

As 2.

**4. How do you work with other organisations to provide a more joined up approach to helping children that self-harm?**

NSHN has, in the past, offered awareness training for organisations working with vulnerable children. However, the charity is entirely volunteer run (except for one part time helpline supervisor) and does not receive any funding to deliver awareness training to meet demand. Awareness training has now been suspended until a time when there are adequate resources available for this purpose.

**5. What support and guidance does your service currently provide to parents/carers of those children/young people that self harm?**

As 2.

**6. Do these measures adequately address children's needs in a timely, effective and cost efficient way?**

Advice and support are delivered via online or telephone interventions. There have been occasions when parents have requested in person support for their children. However we do not have the resources or range of expertise to provide such a service. In line with data protection we do not keep records that allow us to follow through on the impact of our services upon those who contact us for advice and support.

**7. What additional measures could be put in place to help these children/young people and their parents/carers?**

While NSHN would hope to offer a complete range of services – including face to face – what we currently offer is at the peak of our capability.

**8. What external training of staff or awareness activities, if any, has your organisation undertaken with regard to children who self harm?**

NSHN is currently unable to fund external training for volunteers that is specific to children who self harm, as opposed to the general population. However, the paid helpline supervisor has the autonomy to arrange her own training in this field, within budgetary limits, with a view to disseminating new information to volunteers. Board members are also encouraged to focus on a specific area of awareness raising, which may involve children who self harm.

**9. Do you know of any cross-borough initiatives that are in place regarding self harm?**

Not applicable.

# Appendix 3: Hillingdon's draft suicide prevention action plan

Background and context: The average regional suicide rate is going down. Hillingdon's rate is fairly static, but lower than in the neighbouring boroughs of Hounslow and Ealing. High risk groups include those with a history of depression or self-harm, substance misusers, homeless individuals and those suffering a sudden economic change. Following a multi-agency meeting in November 2010, it was agreed to draft and populate an action plan setting out a borough-wide response to suicide prevention, which would combine some whole population initiatives with targeted interventions.

## 1. Universal interventions:

NOS	OBJECTIVES	KEY ACTIONS	START DATE	END DATE	LEADS
1	Enable universal services, including GPs, hospital staff and schools, to identify and refer individuals at risk.	<ul style="list-style-type: none"> <li>• Develop a third party referral system with GP practices in the borough, including training if necessary.</li> <li>• Train schools staff to increase their awareness and capacity to identify and respond to risks.</li> <li>• Ensure that all schools have up-to-date bullying policies.</li> <li>• Train hospital staff to improve their management of risks and enable them to make appropriate referrals.</li> <li>• Circulate leaflets on mental health first aid and brief partner agencies on how to identify clients potentially at risk.</li> <li>• Promote emotional wellbeing via mental health events in the spring and</li> </ul>			GP contracting team, Primary Care Advisers, GPs, PBC, Samaritans, Hillingdon Hospital staff, CNWL

NOS	OBJECTIVES	KEY ACTIONS	START DATE	END DATE	LEADS
		autumn of 2011.			
2	Raise public awareness through the borough's stations and transport hubs.	<ul style="list-style-type: none"> <li>Undertake training for British Transport Police and relevant Transport For London staff to raise awareness of suicide prevention issues and increase their capacity to manage risks.</li> <li>Display posters, leaflets and the Samaritans helpline number at stations in the borough.</li> </ul>			Samaritans, British Transport Police, Transport for London
3	Plan interventions in response to the ongoing changes in economic circumstances	<ul style="list-style-type: none"> <li>Train debt counsellors, Job Centre staff, benefits advisers, Human Resources and Occupational Therapy staff.</li> <li>Display leaflets, posters and helpline numbers in Citizens' Advice Bureau offices and via local voluntary and community organisations.</li> </ul>			

## 2. Targeted interventions for high risk groups:

NOS.	KEY ACTION	ACTIVITIES FOR KEY ACTION	START DATE	END DATE	RESPONSIBLE PERSON
1	Profile the suicides in the borough over the last ten years in order to identify high risk indicators, trends, and cohorts to be targeted.	<ul style="list-style-type: none"> <li>Produce a summary of identified needs and the supporting evidence that can directly inform the strategies, workplans, policies and practices of</li> </ul>			Public Health and PCT Information Team



NOS.	KEY ACTION	ACTIVITIES FOR KEY ACTION	START DATE	END DATE	RESPONSIBLE PERSON
		local partner agencies. <ul style="list-style-type: none"> <li>• Develop recommendations in response to any gaps and trends identified, highlighting areas for improvement.</li> </ul>			
2	Undertake joint planning, information-sharing and joint working with partner agencies.	<ul style="list-style-type: none"> <li>• Develop an information-sharing protocol between mental health and housing services enabling the sharing of information about high risk clients and, where appropriate, joint care-planning.</li> <li>• Where appropriate, support and train schools using the Samaritans DEAL package.</li> <li>• Train A&amp;E staff to raise awareness of risky behaviour and self-harm as indicators of risk.</li> <li>• Develop protocols with local hotels, particularly around Heathrow Airport.</li> <li>• Share learning points and findings of sudden untoward incidents in the borough and agree multi-agency responses.</li> <li>•</li> </ul>			Hillingdon Housing Services, Mental Health Services, schools, Samaritans, Hillingdon Hospital, CNWL, bereavement services, Safer Hillingdon Partnership, Community Safety team
3	Specify interventions with known high risk cohorts, including young men, older people, substance misusers and mental health service users.	<ul style="list-style-type: none"> <li>• Use social networking sites and work via local schools, colleges and universities to promote key preventative messages to young people.</li> </ul>			Public Health, Children and Families Services, Brunel University, Uxbridge College

# Appendix 4: Children's Self Harm Statistics

Statistics provided by Hillingdon A & E Year 2010/11

Count of Category		FYear	FQuarter				2010/2011 Total	Grand Total
Category	Status	2010/2011						
		Q1	Q2	Q3	Q4			
AlcoholIntoxication	Admitted	5	16	7	3	31	31	
	NonAdmitted	20	19	22	0	61	61	
<b>AlcoholIntoxication Total</b>		<b>25</b>	<b>35</b>	<b>29</b>	<b>3</b>	<b>92</b>	<b>92</b>	
Assault	Admitted	0	0	0	0	0	0	
	NonAdmitted	3	1	2	0	6	6	
<b>Assault Total</b>		<b>3</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>6</b>	<b>6</b>	
MentalHealth	Admitted	7	13	7	0	27	27	
	NonAdmitted	6	11	7	3	27	27	
<b>MentalHealth Total</b>		<b>13</b>	<b>24</b>	<b>14</b>	<b>3</b>	<b>54</b>	<b>54</b>	
Overdose	Admitted	17	20	10	0	47	47	
	NonAdmitted	25	20	32	2	79	79	
<b>Overdose Total</b>		<b>42</b>	<b>40</b>	<b>42</b>	<b>2</b>	<b>126</b>	<b>126</b>	
SelfHarm	Admitted	7	5	2	0	14	14	
	NonAdmitted	2	2	2	0	6	6	
<b>SelfHarm Total</b>		<b>9</b>	<b>7</b>	<b>4</b>	<b>0</b>	<b>20</b>	<b>20</b>	
SexualAbuse	Admitted	0	0	0	0	0	0	
	NonAdmitted	0	1	0	0	1	1	
<b>SexualAbuse Total</b>		<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>	
SubstanceMisuse	Admitted	0	1	3	0	4	4	
	NonAdmitted	2	1	2	0	5	5	
<b>SubstanceMisuse Total</b>		<b>2</b>	<b>2</b>	<b>5</b>	<b>0</b>	<b>9</b>	<b>9</b>	
<b>Grand Total</b>		<b>94</b>	<b>110</b>	<b>96</b>	<b>8</b>	<b>308</b>	<b>308</b>	

(ASS,65.1,65.2,65.3,65.4) Assault  
 (AEAE,AEAI,AEAP,AEAW) AlcoholIntoxication  
 (PSAGT,PSBP,PSCON,PSDEP,PSMAN,PSOMHP,PSPD,PSSCH,PSSI) MentalHealth  
 (AESH,AESHB,AESH) SelfHarm  
 (MDSA) SexualAbuse  
 (SUDI,SUDR) SubstanceMisuse  
 (AEODA,AEODI) Overdose

# Appendix 5: Children's Self Harm Statistics

**STATISTICS PROVIDED FEBRUARY 2011**  
**UXBRIDGE HIGH SCHOOL - ACADEMIC YEAR 2010/11**

Cutting	Banging	Anorexia	Swallowing	Poisoning	Sexual	Suicidal
						Y7 M
				Y7 M		
Y9 F						
						Y9 F
Y9 F						
						Y9 F
					Y9 F	
					Y9 F	
	Y9 M					
Y10 M						
Y10 F						
		Y10 M				
						Y10 F
Y10 F						
			Y10 F			
			Y10 F	Y10 F		
						Y12 M
		Y13 M				
Y11 F						
			Y11 F	Y11 F		

## **KEY**

Y7 = 11-12 years old  
 Y9 = 13-14 years old  
 Y10 = 14-15 years old  
 Y11 = 15-16 years old  
 Y12 = 16-17 years old  
 Y13 = 17-18 years old  
 F = Female  
 M = Male

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## THE GOVERNMENT'S CONSULTATION ON HIGH SPEED RAIL

<b>Cabinet Member</b>	Councillor Keith Burrows
<b>Cabinet Portfolio</b>	Planning, Transportation and Recycling
<b>Officer Contact</b>	Jales Tippell Planning, Environment, Education and Community Services
<b>Papers with report</b>	Appendix 1- List of Consultation Questions. Appendix 2- Plans detailing Proposed Route ( <i>colour maps circulated separately for Cabinet and Executive Scrutiny Committee Members. Available to view on the night and satellite imagery of the route is online at the link below</i> ) <a href="http://www.hillingdon.gov.uk/index.jsp?articleid=22812">http://www.hillingdon.gov.uk/index.jsp?articleid=22812</a> Appendix 3- The Government's proposed timetable for HS2

## HEADLINE INFORMATION

<b>Purpose of report</b>	<p>The High Speed 2 consultation proposing a new high speed rail network linking London to Birmingham and eventually Manchester and Leeds was published by Government on 28<sup>th</sup> February 2011. The route of the proposed high speed railway line will pass through the Borough.</p> <p>There are wide ranging environmental and community impacts that greatly exceed the comparative benefits of the new network, particularly in respect of noise, community/property losses and heritage impacts.</p> <p>Cabinet's endorsement is sought for the principle of opposition to the published preferred route, the proposed working arrangements/timetable for events and the financial implications.</p>
<b>Contribution to our plans and strategies</b>	<p>Hillingdon's emerging Core Strategy Hillingdon's Unitary Development Plan Saved Policies 2007 Hillingdon Partners Sustainable Community Strategy</p>
<b>Financial Cost</b>	<p>The Council's 2011/12 Development and Risk contingency includes £100,000 that was earmarked for any potential challenge against the High Speed 2 rail link. An operational budget of £30,000 has been identified for 2011/12.</p>
<b>Relevant Policy Overview Committee</b>	<p>Residents' and Environmental Services Policy Overview Committee</p>
<b>Ward(s) affected</b>	All

## **RECOMMENDATION**

**That the Cabinet:**

- 1. Notes the contents of the report.**
- 2. Endorses the position statement of opposition as set out in paragraph 27 below.**
- 3. Agrees that the Council should join a consortium of local authorities led by Buckinghamshire County Council (the '51m' group) to oppose the Government's proposals for High Speed 2.**
- 4. Agrees to allocate expenditure for a sum not exceeding £100,000, as a contribution towards the joint fund held by the consortium of local authorities, to assist in the legal challenge and where appropriate in assessing and responding to the consultation.**
- 5. Agrees that the Council will jointly instruct leading Counsel with the consortium to formulate a legal strategy to oppose the Government's proposals for High Speed 2, and to delegate authority to the Borough Solicitor to act on this.**
- 6. Agrees to allocate expenditure for a sum not exceeding £30,000 towards the operational costs of holding public meetings, producing local publicity material, and any specialist work required in identifying the local impacts of HS2.**
- 7. Agrees to grant delegated authority to the Leader of the Council and the Cabinet Member for Planning, Transportation and Recycling in consultation with the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, to make any necessary decisions needed regarding the associated work priorities and use of the agreed funds, including commissioning of expert advice.**
- 8. Instructs officers to report back to Cabinet on the draft response to Government on the High Speed Rail consultation before the deadline of 29<sup>th</sup> July 2011.**

## **INFORMATION**

### **Reasons for recommendation**

The proposed High Speed 2 Rail Line is likely to be the most significant development proposal in Hillingdon since the 3<sup>rd</sup> Runway. Its adverse impacts are considered to be far in excess of the benefits that will ensue from the proposal.

The Government's decision on whether to proceed with the proposal will be largely based on the responses to the consultation documents.

If the Council is to effectively influence the Government's decision, it needs to complete a thorough evaluation of the proposals and submit an effective response.

With limited time and staff resources, the use of specialist consultant's would be required to facilitate an informed response.

By joining a consortium, the Council will benefit from pooled resources, funds and expertise.

### **Alternative Options Considered.**

The Cabinet may decide not to respond. This is not considered to be an appropriate option due to the adverse impact that this proposal will have upon residents of the Borough.

The alternative options of whether or not to oppose the proposal or to not allocate additional resources/funding are available but are not recommended.

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

None at this stage.

### **Supporting information**

#### The Consultation.

1. In 2009 the previous Government set up a company called HS2 Ltd who were commissioned to investigate the case for high speed rail and key strategic options. Its report was published in March 2010. On the basis of HS2 Ltd's analysis, the Government announced that it favours a Y shaped core high speed rail network, and in December 2010 it published its 'Preferred Route' between London and Birmingham.
  2. On 28th February 2011, the Government launched a public consultation on 'High Speed Rail: Investing in Britain's Future', which it believes that a national high speed rail network will be a transformational investment in Britain's future and will help to bridge the north-south divide. The consultation documents set out the basis on which the Government has reached this view.
  3. The consultation is requesting public views on two aspects. Firstly it seeks views on the wider strategy for a Y shaped network to run from London to Birmingham and then further north to Manchester and Leeds, with a spur to Heathrow, which is to be completed by 2033. Secondly it seeks views on the proposed route from London to the West Midlands, which is to be the first phase of the high speed rail network and operational by 2026. The proposal is known as HS2.
  4. The consultation document sets out the Government's proposed high speed rail strategy and describes:
    - the wider context in which high speed rail has been considered;
    - why additional rail capacity is needed;
    - the options for providing additional capacity and the case for high speed rail;
    - the Government's strategy for delivering a national high speed rail network including links to Heathrow and the Channel Tunnel (known as HS1);
    - how the Government's recommended route for an initial high speed line from London to the West Midlands has been identified;
-

- the core principles underpinning this work and sets out the proposed route in detail, including its sustainability impacts.

5. The consultation documents include details of alternative routes considered by Government, which do not form part of the consultation, together with brief reasons why these options were rejected.

6. Members of the public/interested parties who wish to respond to the consultation must do so by answering 7 heavily loaded questions detailed in the consultation document itself. The document does not invite more general views. Appendix 1 of this report provides a list of the 7 questions.

7. To accompany the consultation document is an Executive Summary, maps of the proposed route, the Economic Case for HS2, the Appraisal for Sustainability (which includes 6 annexes and a summary), the Route Engineering report and a Strategic Alternatives Study.

8. As detailed above, if following consultation, the Government decides to proceed with HS2, it will secure the powers to deliver the scheme by means of a Hybrid Bill (estimated to be laid in Parliament in 2015). This vehicle was used to secure the Cross Tunnel Rail Link and Crossrail. The procedure is more restrictive than a private bill and includes an additional Select Committee stage, after its second reading in the House of Commons. This allows objectors whose interests are directly affected by the Bill to be heard. If the matter reaches the Select Committee stage, members of parliament will be unable to reject the Bill in its entirety and objectors (including the Council and residents) will need to petition to secure a change to the Bill or a concession from the promoters.

#### The High Speed Rail proposals

9. HS2 is designed to carry trains that will travel at up to 250 mph. The route will initially provide 14 new train paths every hour each way for long-distance services, with up to 18 trains an hour on a wider network. The infrastructure will be designed to accommodate large and longer trains of up to 400 metres, carrying up to 1,100 passengers each.

10. The Proposed Route will initially link London to Birmingham in 49 minutes (currently 1 hour and 24 minutes). In 2033, the route will link London to Leeds in 73 minutes and London to Manchester in 80 minutes (currently more than 2 hours).

11. The Government estimates that the construction of the Y shaped network will cost £32 billion. In order to justify this cost the Government has estimated that the development will generate benefits of around £44 billion, as well as revenues totalling a further £27 billion.

12. The construction of the Y shaped network will be delivered in two phases. The first phase will comprise an initial line from London to the West Midlands (including a link to the existing West Coast Main Line) and it will incorporate a connection to the High Speed 1 line to the Channel Tunnel. The second phase will comprise two lines from the West Midlands to Manchester and Leeds, including stations in South Yorkshire and East Midlands and a direct link to Heathrow Airport.

13. Broadly, the Government is promoting this scheme on the assumption that it may produce the following benefits:



- increase in rail capacity to meet rising demand for long-distance rail travel;
- ease overcrowding on existing railways;
- slash in journey times between cities, bringing London within 49 minutes of Birmingham and within 80 minutes or less of both Manchester and Leeds;
- links to existing East Coast and West Coast Main Lines, bringing Scotland within three and a half hours of London;
- reduction in demand for internal UK flights;
- creation of around 40,000 jobs; and
- contribution to major regeneration programmes.

### Impact on Hillingdon

14. The Preferred Route will directly impact the residents of this Borough. In particular, Members should not that the Preferred Route proceeds directly through parts of Ruislip and Ickenham. Appendix 2 of this report contains a series of plans showing the Government's Proposed Route.

15. The main potential adverse impacts for residents would be noise, visual intrusion and possibly vibration. Some noise and visual impacts would also be experienced by communities further from the route, particularly where the alignment is on an embankment. The 'noise maps with mitigation' produced by Government as part of the consultation documents, are inaccurate and do not include sufficient information to enable officers to properly consider the impact that the Proposed Route will have upon residents. This omission will be addressed in the Council's consultation response.

16. The construction of the Proposed Route will obviously require the permanent acquisition of land. The plans produced to accompany the consultation document do not provide sufficient detail to enable officers to identify all of the land and properties that will require permanent acquisition. However, HS2 Ltd officers have stated that there will be 10 demolitions of residential properties in Hillingdon, (3 in Bridgewater; 6 in Blenheim Crescent; and the Lodge at Shering Plough Animal Health).

17. In addition to the impact on residents, there will also be some loss of employment sites. These include the industrial units near the Days Hotel and some at Braintree Industrial Estate. There may be some loss of land at the Victoria Road Waste Transfer Station and the Waste Transfer Station at West Ruislip.

18. The HS2 proposals is likely to impact on some community facilities such as the Hillingdon Outdoor Activity Centre (HOAC) and Ruislip Gardens Recreational Grounds. It will result in loss of land and facilities at the Ruislip Public Golf Course. The Blenheim Care Centre is also at risk.

19. The proposed viaduct will result in visual intrusion within the green belt and the piers associated with the viaduct will impact on the lakes at HOAC, affecting wildlife and leisure activities. The proposed cutting through New Years Green Covert is likely to result in the loss of 3 hectares of woodland and up to 3,000 trees, again impacting on nature conservation.

20. No details have been provided with regard to construction, such as the temporary access roads required and where the site depots will be. It is therefore unclear what the construction impacts will be. However given that approximately 60% the Proposed

Route in Hillingdon runs through built up areas, there will undoubtedly be significant impacts on residents. Given that HS2 will pass over 4 roads, under 2 roads and over the London Underground Lines, it is likely that there will be significant disruption to traffic flows and public transport services.

21. If a decision is made to proceed with HS2, the Government will direct local authorities to safeguard land to enable the development of the Proposed Route to take place. The Government has indicated that, in early 2012, a formal consultation will commence on the areas of land to be safeguarded. For some owners this will be the first indication they will receive that their land is likely to be compulsorily purchased. At this point statutory blight provisions will take effect which enable people with a 'qualifying interest' to serve a notice on the Government requiring them to consider buying the property if particular criteria have been satisfied. However, the current proposals are likely to impact on property values in the period before statutory protection is available.

22. As a result, in August 2010, the Government launched an Exceptional Hardship Scheme for householders most severely affected by the announcement of the Preferred Route. The scheme has strict eligibility criteria, making it unduly restrictive for residents to utilise.

23. The Government accept that the effect of blight is strongest at the point of most uncertainty and as a result, the consultation document sets out a number of discretionary compensation measures for comment. The options include the continuation of an exceptional hardship scheme, the introduction of a bond based scheme (previously used by Central Railway Ltd for the proposed rail freight line from Liverpool to Lille and BAA at Heathrow) or a compensation bond scheme (a completely new approach).

24. The Government propose to collate responses to this consultation question and determine which discretionary measures should be carried forward for formal consultation in early 2012. Any decision, on which discretionary compensation measures is considered to be the best, depends very much on the individual's personal circumstances and aspirations.

### The Consortium

25. At this early stage, officers are assessing the detailed implications of the HS2 consultation proposals for the reasons detailed in this report.

26. Officers have also been pursuing options for joint working with a consortium of other Councils affected by the Proposed Route where this will be beneficial to Hillingdon's interests and would avoid obvious duplication of work. Buckinghamshire County Council is taking the lead in co-ordinating the Consortium which currently consists of 13 local authorities ('the 51m group'). The consortium includes:

- Buckinghamshire County Council
- London Borough of Hillingdon
- Aylesbury Vale District Council
- Chiltern District Council
- South Bucks District Council
- Wycombe District Council
- Cherwell District Council
- Lichfield District Council

- South Northants District Council
- Warwick District Council
- North Warwickshire Borough Council
- Warwickshire County Council
- Stratford-on-Avon District Council

27. The Consortium of Local Authorities has agreed a joint position statement as follows:

‘The authorities along the route have come together to oppose the proposals for High Speed Rail as they are currently proposed.

We do not believe that the business case stacks up and therefore cannot support the route suggested by Government and are actively working on a plan to strongly object to the proposals.

We are opposed to the current High Speed rail proposals as they are presently outlined and do not believe that they are in the best interests of the UK as a whole in terms of the benefits claimed in the business case

We are not opposed to the need for higher speed rail per se and fully acknowledge the need for strategic improvement to the national rail infrastructure but cannot agree with the current proposals as the economic and environmental benefits are not at all credible.

We do not believe that all the other alternatives to achieve the transport capacity, regeneration and environmental benefits have been fully explored by the Government and with in excess of £30billion proposed to be invested, we owe it to the nation to ensure these are fully explored.’

28. Officers consider that there is merit in commissioning legal advice from leading Counsel in order to establish the various options and opportunities available to the group to oppose HS2 or to influence the proposals. The consortium will seek legal advice to ensure that all reasonable and appropriate opportunities for challenge are taken throughout the process.

29. In addition to securing legal advice, the consortium is to manage a number of work streams where specialist consultancy work needs to be commissioned in order to evaluate the specific impacts of this scheme. This cost of this work is to be shared by the consortium and a ‘joint fund’ is to be set up for this purpose. At this stage it is difficult to quantify the resources that will be needed in order to assess and respond effectively to the consultation but a sum of £100,000 is considered adequate and could be reduced by complimentary contributions from the Consortium authorities.

30. The Council’s formal response to the consultation will be endorsed by a future Cabinet meeting.

### **Financial Implications**

31. The Council’s 2011/12 Development and Risk contingency includes £100,000 that was earmarked to meet the costs of any potential challenge against the High Speed 2 rail link. As outlined in the report, this level of resource is considered sufficient in the short-term to fund Hillingdon’s contribution to the joint action. A sum of £30,000 has been identified as an operational budget during 2011/12, to meet the costs of setting up meetings and purchasing materials such as maps. The maximum financial impact for 2011/12 is therefore £130,000.

32. The actual and future resourcing requirements of the Council's challenge will be tracked through the monthly budget monitoring and Medium Term Financial Forecast (MTFF) processes during 2011/12. This will inform the requirement for any contingency provision in 2012/13 and beyond.

33. The proposal to undertake coordinated action as a consortium should ensure that best value is achieved from the funds available.

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

The proposed High Speed 2 Rail Line is likely to be the most significant development proposal in Hillingdon since the 3rd Runway. The HS2 route runs straight through the borough. About 60% of the route is through built up areas and 40% goes through the open green belt. None of it is in tunnel. The effects on residents, service users and communities will therefore be significant. The key effects of HS2 are summarised in paragraphs 14 -21 above. Officers are considering the impacts of the proposed route in more detail, and will address any issues arising in the Council's formal response to the consultation, which will be endorsed by a future Cabinet meeting.

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

This is a Government proposal and consultations are being out by HS2 Ltd on behalf of its behalf from 28<sup>th</sup> February until 29<sup>th</sup> July 2011. Hillingdon Council held a residents meeting in December 2010 and March 2011.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

The maximum financial impact to meet the costs of any challenge against the High Speed 2 rail link for 2011/12 is estimated at £130,000. Corporate Finance has reviewed this report and is satisfied that £100,000 has been included in the 2011/12 Development and risk contingency to meet the cost of this. Monitoring of this contingency , will be done through the monthly budgetary monitoring process and resourcing needs for future years will be identified through the Medium Term Financial Forecast (MTFF). In addition, during 2011/12 £30,000 has been identified as an operational budget to meet the costs of setting up meetings and purchasing materials.

### **Legal**

Section 2 (1) of the Local Government Act 2000 gives the local authority the power to do anything which it considers is likely to promote the economic, social and environmental well being of its area.

Section 2(4)(b) provides that the power under subsection (1) includes power for a local authority to give financial assistance to any person. The term 'person' includes individuals and particular groups of people.

Section 3 (1) of the 2000 Act provides that 'the power under section 2 (1) does not enable a local authority to do anything which they are unable to do by virtue of any prohibition, restriction or limitation on their powers which is contained in any enactment.

Legal Services has checked to see if there would be any prohibition in any legislation which would prevent the well being power from being invoked in these circumstances but cannot find any such prohibition.

The legislation does not define the level of financial assistance that a local authority may provide under the well being power. It is a matter for members to determine what would constitute a reasonable level of assistance and in this respect should have regard to the Corporate Finance comments.

### Corporate Landlord

A number of council-owned properties will be affected by the proposed route as follows:

Property name	Occupier	Type of lease	Period of lease	Comments
Hillingdon Outdoor Activity Centre	Trustees of HOAC	Voluntary Sector Lease	Until 30th June 2028	Viaduct to go straight through the site and across lake also in ownership of council. Effectively means the centre will have to close. Council may need to find alternative site within the Borough
Park Lodge Farm	JR and SM Howie	Farm Business Tenancy	Until 31 March 2035	Will cut across fields potentially leaving one field in accessible without turning from fast road. Dangerous with a tractor. Suggest a tunnel access under the viaduct
Pit 2, Denham Quarry	Harrow Angling	Fishing licence	Until April 2012. likely to renew	Make fishing impossible during the build works.
Denham Quarry	Various angling clubs and permit holders	Fishing licences	Until April 2012. Likely to renew	Make fishing impossible during the build works. Access track to Pit 3 & 4 will be blocked by works and will require access underneath after build. Rights of Way officer will need to be consulted.
Ruislip Golf course	Mack Trading	Business Lease excl '54 Act	Until July 2053	Affect operations on the southern part of the site.
Land south of the railway by the River Pinn	Green Spaces	None	None	Possible interruption during build works. Access may be required across the land.
Park beside Herlwyn Avenue	Green Spaces	None	None	School & playing fields will need to be protected from noise and disruption during and after works.
Recreation Ground near Ruislip Manor School	Green Spaces	None	None	School & playing fields will need to be protected from noise and disruption during and after works.

The council as freeholder will receive compensation and payment for the land taken as part of the overall compensation scheme. However, the scheme clearly affects different occupiers, who in turn provide valuable services to residents within the borough.

## **BACKGROUND PAPERS**

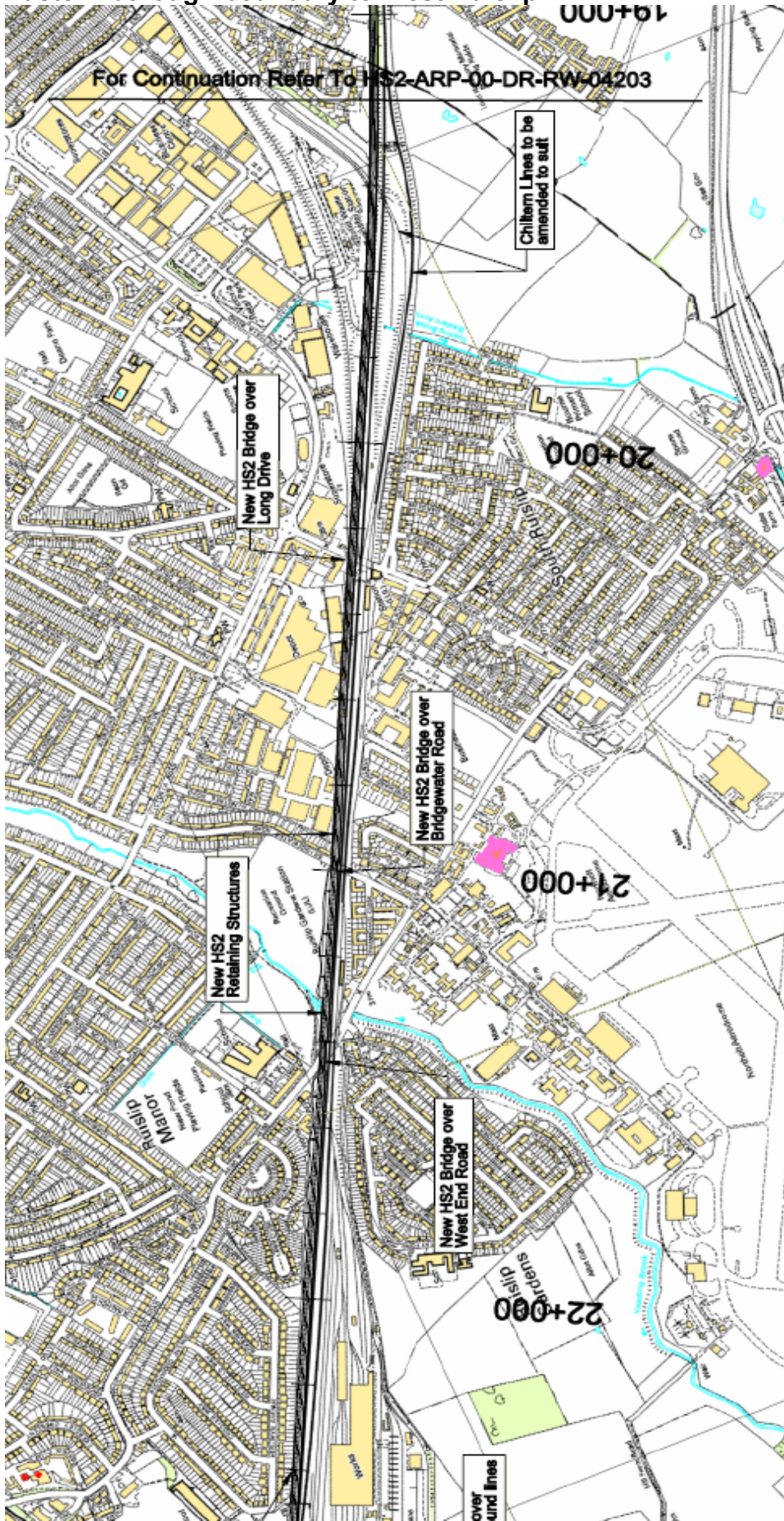
The DfT's Consultation Documents regarding 'High Speed Rail: Investing in Britain's Future' dated February 2011

## **Appendix 1: List of HS2 Ltd's Consultation Questions.**

1. Do you agree that there is a strong case for enhancing the capacity and performance of Britain's inter-city rail network to support economic growth over the coming decades?
2. Do you agree that the national high speed rail network from London to Birmingham, Leeds and Manchester (The Y Network) would provide the best value for money solution (best balance of cost benefits) for enhancing rail capacity and performance?
3. Do you agree with the Government's proposals for a phased roll-out of a national high speed network and for links to Heathrow and the High Speed 1 line to the Channel Tunnel?
4. Do you agree with the principles and specification used by HS2 Ltd to underpin its proposals for high speed rail lines and the route selection process HS2 Ltd undertook?
5. Do you agree that the Government's proposed route, including the approach proposed for mitigating its impacts, is the best option for a new high speed rail line between London and the West Midlands?
6. Do you wish to comment on the Appraisal of Sustainability of the Government's proposed route between London and the West Midlands that has been published to inform this consultation?
7. Do you agree with the options set out to assist those whose properties lose a significant amount of value as a result of any new high speed line.

Appendix 2: HS2 Ltd's plans of the Proposed Route

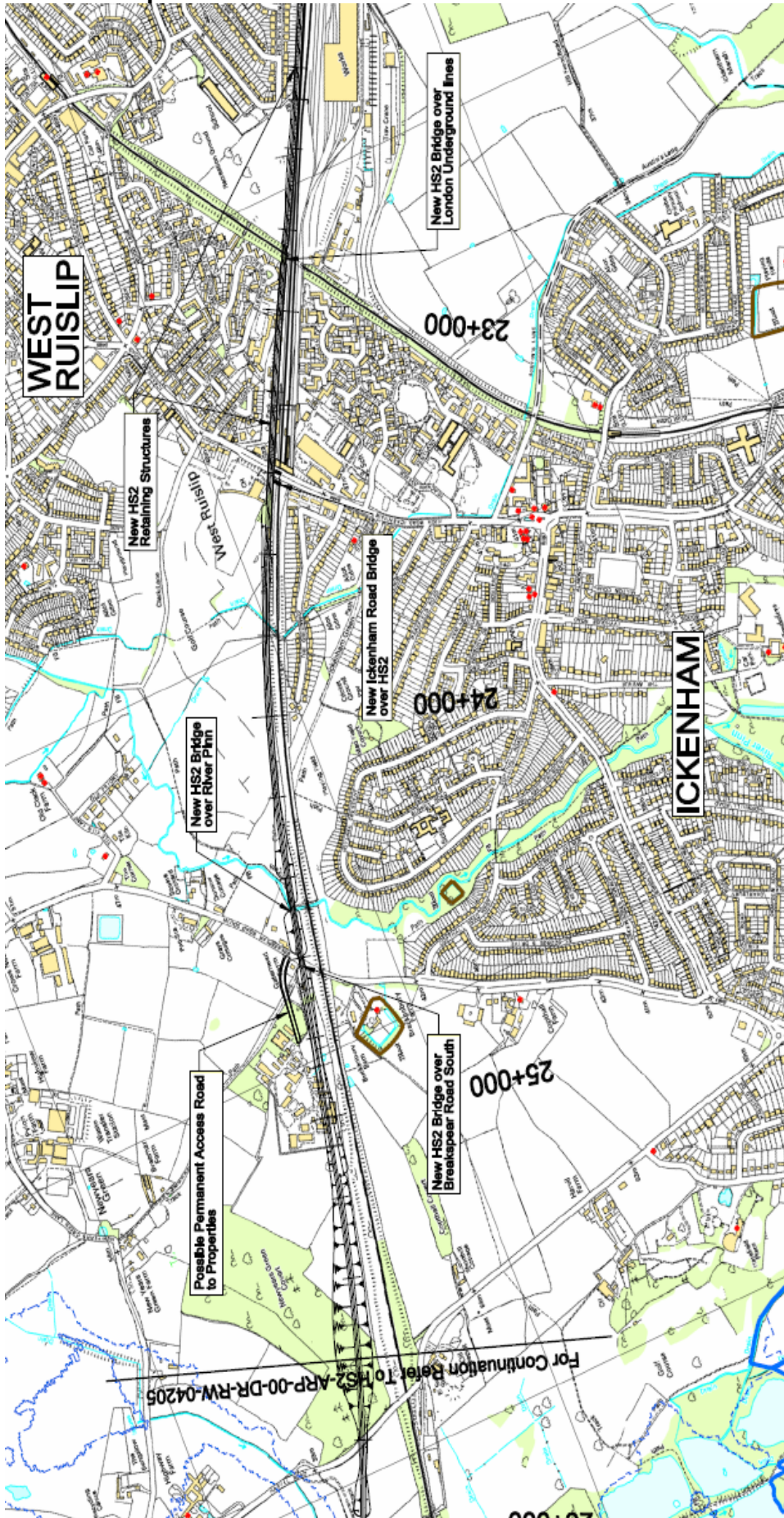
Eastern borough boundary to West Ruislip





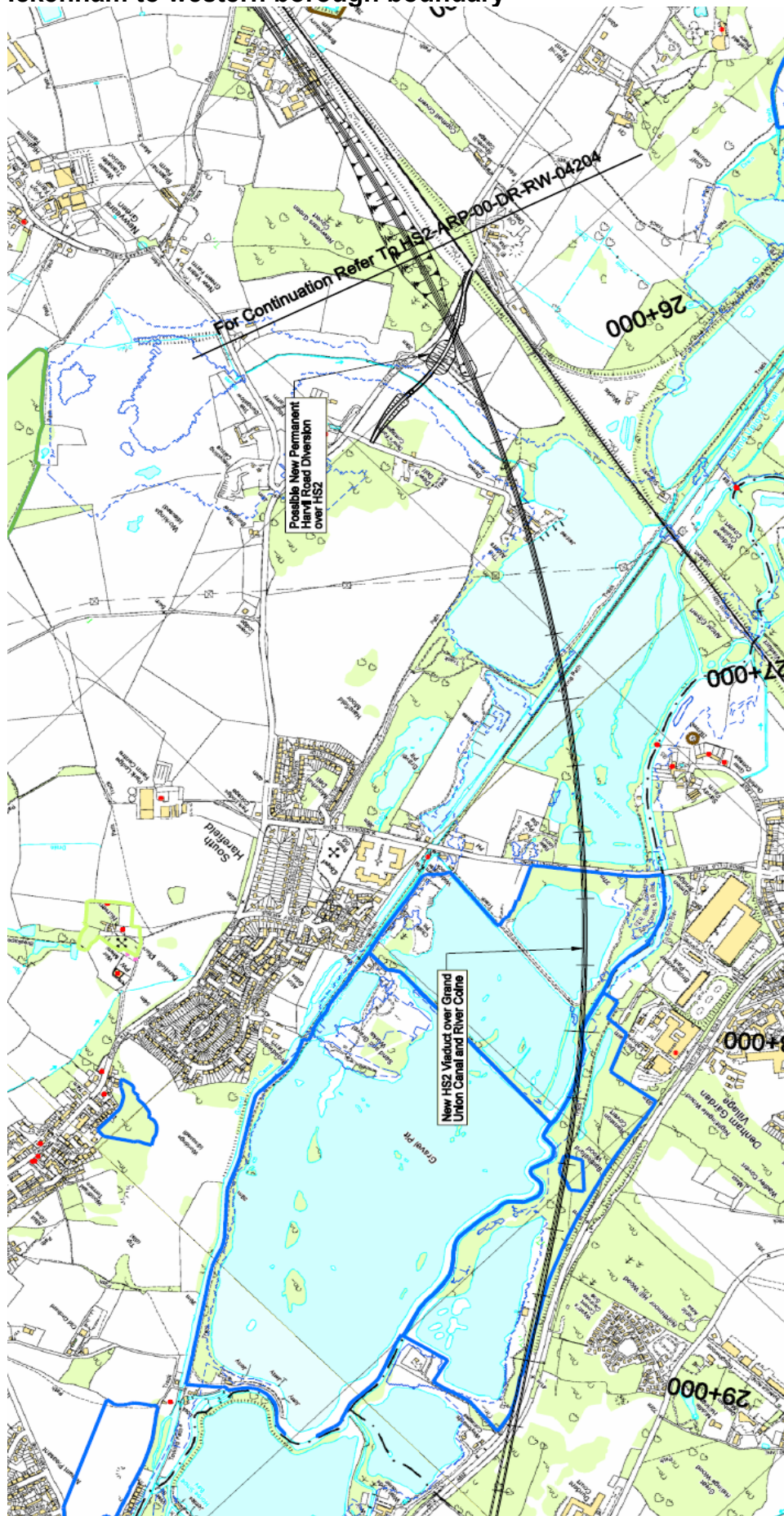
Appendix 2: HS2 Ltd's plans of the Proposed Route continued

West Ruislip to Ickenham



# Appendix 2: HS2 Ltd's plans of the Proposed Route continued

## Ickenham to western borough boundary



### Appendix 3: The Government's proposed timetable for HS2

28 February 2011	Formal public consultation commenced on preferred route.
29 July 2011	Consultation closes.
December 2011	Government's formal decision on HS2 expected.
Early 2012	Formal consultation commences on areas of land to be safeguarded and discretionary compensation schemes.
Summer 2012	Safeguarding direction ordered and statutory blight provisions bite.  Discretionary compensation schemes commence and exceptional hardship scheme ceases.
2011-2013	Further assessment and detailed design expected.
2015	Hybrid Bill is expected to be laid in Parliament. First Compulsory Purchase Orders will be made.
2017	Start of construction.
2026	New line from London to Birmingham may become operational.
2027	Statutory compensation measures for physical impacts begin to bite.
2033	New line to Manchester and Leeds may become operational.

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## TOWARDS A COMMUNITY INFRASTRUCTURE LEVY FOR HILLINGDON

<b>Cabinet Member</b>	Councillor Keith Burrows
<b>Cabinet Portfolio</b>	Planning, Transportation and Recycling
<b>Officer Contact</b>	James Gleave/Jales Tippell Planning, Environment, Education and Community Services
<b>Papers with report</b>	None

### HEADLINE INFORMATION

<b>Purpose of report</b>	This report seeks Cabinet approval for officers to prepare draft proposals for a Community Infrastructure Levy for Hillingdon; and to agree delegated authority be granted to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, in consultation with the Cabinet Member for Planning, Transportation and Recycling to appoint a consultant(s) to a value of £80,000 to undertake the relevant technical work to inform and progress matters.
<b>Contribution to our plans and strategies</b>	Hillingdon's emerging Core Strategy Hillingdon's Unitary Development Plan Saved Policies 2007 Hillingdon Partners Sustainable Community Strategy
<b>Financial Cost</b>	The initial estimated cost to produce the CIL charging schedule and supporting economic viability study is up to £80,000. This cost is not currently budgeted, so would be a call on the general contingency.
<b>Relevant Policy Overview Committee</b>	Residents' and Environmental Services Policy Overview Committee
<b>Ward(s) affected</b>	All

## **RECOMMENDATION**

**That Cabinet:**

- 1. instructs officers to prepare draft proposals for a Community Infrastructure Levy for Hillingdon as the principal means by which developer contributions towards infrastructure should be collected;**
- 2. agrees to grant delegated authority to the Deputy Chief Executive and Director of Planning, Environment, Education and Community Services, in consultation with the Cabinet Member for Planning, Transportation and Recycling to appoint a consultant(s) to a value of £80,000 to undertake the relevant technical work, including the preparation of a Preliminary Draft Charging Schedule and the accompanying economic viability assessment to inform and progress matters;**
- 3. instructs officers to report back to Cabinet on the findings of the work as appropriate, to agree a Preliminary Draft Charging Schedule for consultation and an appropriate means of collecting, spending and monitoring the proposed CIL.**

## **SUPPORTING INFORMATION**

### **Reasons for Recommendation**

On the 18<sup>th</sup> November 2010, the Government confirmed that the Community Infrastructure Levy (CIL), introduced by the previous Government, would be continued with some changes. It allows local authorities in England and Wales to obtain contributions from developers towards infrastructure in a fair and transparent manner. The levy can be used to fund a wide range of infrastructure in support of new development and growth, including transport schemes, flood defences, schools, hospitals and other health and social care facilities, parks, green spaces and leisure centres.

The Cabinet will be aware that the Mayor has recently consulted on a proposed CIL as part of the funding package for Crossrail. In addition, reforms have been introduced to restrict the use of planning obligations; of which some have already been introduced and others will come into effect from April 2014.

For these reasons, it is important that Hillingdon progresses its own CIL as a source of funding for future infrastructure provision and to support growth in the borough.

### **Alternative Options Considered**

The Cabinet may choose not to progress work towards the implementation of CIL.

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

None at this stage.

### **Supporting information**

#### Background

1. On the 18<sup>th</sup> November 2010, the Government confirmed that CIL, introduced by the previous Government, would be continued with some changes. The Government considers that CIL is a fairer and transparent way of funding new infrastructure than the current use of obligations under Section 106 of the Planning Act 1990. This is because it ensures that the majority of developments contribute to the cumulative impacts of development on infrastructure. Unlike Section 106 agreements, which are negotiated individually on a case by case basis and therefore tend to be used only on the larger developments, CIL can be applied to all new buildings that involve the creation of a new dwelling or 100 square metres of new build for other land use. For the time being, the use of CIL is at the discretion of local authorities.

2. The Council currently secures developer contributions towards infrastructure by way of planning obligations, with the support of Hillingdon's adopted Planning Obligations Supplementary Planning Document. This provides supplementary guidance to both Hillingdon's Unitary Development Plan Saved Policies 2007 and the emerging Core Strategy.

3. It is an opportune time for the Council to consider the scope for introducing CIL for Hillingdon because:

a) the Core Strategy, which identifies growth in the borough over the plan period is nearing adoption stage

b) the Mayor is introducing a CIL to fund Crossrail, which will impact on the ability of boroughs to raise funding for local infrastructure. The Mayor's consultation document in January 2011 explains that boroughs have been put into charging bands of £20, £35 and £50 per sq metre of new development, based on an assessment of development viability. Hillingdon is in the £35 per sqm band. The Council has submitted a response to the consultation stating that the proposals are likely to prejudice growth in Hillingdon's town centres and will restrict the ability of individual boroughs to raise infrastructure funding through their own CIL. Furthermore, evidence for the borough's inclusion in the 'middle' charging band is marginal and there is a case that development should be subject to the lower rate of £20 per sqm.

c) the Government is introducing changes to the S106 Regulations, which will restrict the use of S106 funds. From the 6 April 2014 (or upon local adoption of the levy) the pooling of contributions towards an item of infrastructure will effectively be limited to that arising from a maximum of five obligations. This will significantly prejudice the delivery of some infrastructure items, which would depend upon contributions from numerous developments.

#### The potential benefits of a Hillingdon CIL

4. The potential benefits of introducing a CIL in Hillingdon include the following:

a) It could deliver additional funding to carry out a wide range of infrastructure projects that support growth and benefit the local community. This is because it would apply to most new developments that involve a net increase in floorspace and charges are based on the size and type of development, with the levy being expressed as a rate of pounds per square metre.

b) The levy can be used to increase the capacity of existing infrastructure or to repair failing existing infrastructure, if that is necessary to support development. The government has recently confirmed through the Localism Bill that CIL can also be used to fund on-going costs associated with infrastructure provision.

c) It would provide more flexibility and freedom to set the Council's own priorities for what money should be spent on; as well as a predictable funding stream to plan ahead more effectively. However an up to date development plan is required to progress CIL proposals.

d) It would provide developers with more certainty 'up front' about how much money they will be expected to contribute which, in turn, will encourage greater confidence and higher levels of inward investment. Unlike planning obligations, once introduced, CIL payments are fixed and there is no scope for developers to negotiate an exemption on the basis of the economic viability of a particular scheme. However, charging authorities are able to include an 'exceptional circumstances' clause in the charging schedule, where a reduced levy would apply.

5. It should be noted that planning obligations will still remain the method for securing affordable housing.

6. The government requires charging authorities to allocate a 'meaningful proportion' of levy revenues to the neighbourhoods in which they have been raised. Authorities are asked to work closely with neighbourhoods to assess local needs in addition to the wider infrastructure required to support growth. Charging authorities will be able to use revenue from the levy to recover administration costs and the costs associated with setting up the levy regime. Up to 5% of total revenues can be used for this purpose.



## The process for introducing a Hillingdon CIL

7. The process for introducing a CIL requires the preparation of a Preliminary Draft Charging Schedule, which would set out Hillingdon's levy for different types and locations of uses. The ability to charge differential levy rates means that Councils are able to tailor the levy to reflect the economics of any low demand areas they have, setting a lower charge so as not to generally frustrate development in those areas, while maintaining higher charges in those parts where demand is stronger. The viability assessment would show whether such an approach is justified.

8. The charging schedule should be underpinned by an evidence base on infrastructure needs. Officers have already undertaken a considerable amount of work to prepare a draft Strategic Infrastructure Plan (SIP), setting out the infrastructure required to underpin growth in Hillingdon's Core Strategy. Officers are currently consulting with the Department for Communities and Local Government (DCLG) to determine if this document contains sufficient detail to form the basis of the charging schedule and if this can be twin tracked with the production of the Core Strategy.

9. In setting the levy, the Council must aim to strike what appears to it to be an 'appropriate balance' between the desirability of funding infrastructure from the levy and the potential effects, taken as a whole of the imposition of the levy, on the economic viability of development across its area. The preparation of a charging schedule should be informed by appropriate evidence regarding the infrastructure funding gap and general development viability. This will entail an accompanying economic viability assessment to inform and justify the scale of the levy. Officers are recommending that the preparation of the Preliminary Draft Charging Schedule and the economic viability assessment be carried out by specialist consultants.

10. The Council would have to produce and consult on a Preliminary Draft Charging Schedule and then on its final Draft Charging Schedule. The Draft Charging Schedule should not be published until the Council's Core Strategy has been adopted. The Government expects the appropriate evidence base to include an up-to-date development strategy, which should normally be set out in an adopted Core Strategy. The possibility does exist for an authority to advance a Draft Charging Schedule, alongside a proposed Core Strategy.

11. The formal process leading to adoption of the levy involves public consultation and consideration, by an independent examiner, by way of an Examination in Public (EIP). Following the EIP, the independent examiner will recommend that the Draft Charging Schedule should be approved, rejected, or approved with specified modifications. The examiner's recommendations will be binding, however, charging authorities have the option of submitting a revised charging schedule for fresh examination.

12. On adoption of the levy, the regulations restrict the use of obligations to ensure that individual developments are not charged for the same infrastructure items through both obligations and levy. A charging authority should set out a list of the infrastructure items it intends to fund from levy revenue, based on the infrastructure planning work undertaken as part of the SIP. The authority cannot then seek a contribution towards those same items by way of obligations. If the authority does not publish such a list, then this would be taken to mean that the authority was intending to use levy revenue for any type of infrastructure (that could be funded by the levy) and thus could not seek an obligation contribution towards any such infrastructure.

13. The levy is intended to provide infrastructure to support the development of an area, rather than to make individual planning applications acceptable in all respects. As a result, there may still be some site specific mitigation measures, without which a development should not be granted planning permission. There would still be limited scope for obligations to address these mitigation requirements.

### Collecting the CIL

14. Hillingdon will need to put in place a system to collect and monitor CIL payments, including the Mayoral CIL. This is a key consideration and the Government recommends that charging authorities should consider the use of existing revenue collection mechanisms for this purpose, such as those related to the collection of business rates or Council tax. A further option would be to adapt existing mechanisms for collecting planning obligations. DCLG recommends that charging authorities set up internal working groups to resolve this issue.

### Next Steps

15. On the basis that the Cabinet accepts the recommendation to prepare draft proposals for a CIL for Hillingdon, the next steps are as follows:

- to appoint a consultant(s) to a value of £80,000 to undertake the relevant technical work, including the preparation of the Preliminary Draft Charging Schedule, the accompanying economic viability assessment and to update the SIP as appropriate.
- Twin track the production of the LDF and charging schedule.
- Set up a Council working group to agree the implementation of CIL, including the mechanism collect, monitor and spend borough wide and Mayoral levies; and

### **Financial implications**

16. As noted above, the Preliminary Draft Charging Schedule sets a rate for contributions in £/sqm of development. Until the assessment of viability is complete it is difficult to estimate what this rate will be. The London Borough of Redbridge's consultation on its Preliminary Draft Charging Schedule, which ended on 18<sup>th</sup> March 2011, included a flat rate for all development of £70 per

sqm and this provides a useful benchmark to assess CIL contributions in Hillingdon.

17. The following table estimates annual CIL revenues using floorspace completions for 2009/10 as set out in Hillingdon's Annual Monitoring Report and levies of £80, £70 and £63 per sqm. These figures provide an indication of potential revenues, but should be treated with caution.

**TABLE 1: Estimated CIL revenue based on 2009/10 completions**

<b>CIL revenue</b>				
CIL rate	£/ sqm	£63	£70	£80
2009/10 completed area	sqm	80104	80104	80104
<b>Total</b>	<b>£ 000s</b>	<b>5,046</b>	<b>5,607</b>	<b>6,408</b>

2010/09. Table assumes an average property area of 80 sqm.

18. Table 1 does not take account of the substantial completions in leisure floorspace during 2009/10, as the scale of this development is unlikely to be repeated over the period of the Core Strategy. As the developer, the Council would be liable to pay the levy associated with this development.

19. In comparison, the income that has been generated by the existing planning obligations system has averaged £3.1 million over the last 3 years.

20. The initial estimated cost of producing the charging schedule and supporting technical studies is £80,000, and this would be done by use of external consultants. Currently the planning LDF budget has a recurrent consultancy budget of £70,000. However this is already needed for the production of 3 other studies required as part of the Core Strategy in 2011/12, and would therefore not have the capacity to support this additional work. A provision for £80,000 would therefore be required to be made from the general contingency, to fund these costs of the Hillingdon CIL.

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

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

The introduction of a CIL in Hillingdon has the potential to deliver increased funding for the provision of necessary infrastructure will have a positive impact on the community.

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

Once a draft CIL report has been prepared, this will be presented to Cabinet for its approval for consultation purposes.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

The initial estimated cost of producing the CIL charging schedule and viability study is £80,000. The recommendations in this report propose that external consultants are appointed to do this. Although there is a recurrent consultancy budget of £70,000 within the planning LDF budget, this is already committed for 2011/12 for core strategy work. The £80,000 is not currently budgeted for and would therefore be a call on the general contingency.

## **Legal**

A Local Authority's power to charge CIL is contained within Part 11 (Section 205-225) of the Planning Act 2008 ("the Act") and the Community Infrastructure Levy Regulations 2010 ("the Regulation"). The CIL is defined as an imposition of a charge; the purpose of which is to ensure costs incurred in providing infrastructure to support development of the area can be funded (wholly or partly) by owners or developers of land (Section 205(1) and (2) of the Act).

As mentioned above, a charging authority cannot adopt CIL unless it has first produced a charging schedule and must only implement CIL in reliance on an up to date development plan. The fact that Hillingdon are close to adopting the Core Strategy is useful in this regard. A charging authority must approve the charging schedule at a meeting of the authority and by a majority of votes of members present.

The current Coalition Government have stated that certain elements of the CIL will be reformed; one of the reforms that has been proposed includes allowing neighbourhoods to receive a proportion of funds raised by Councils from developers. The idea behind this reform is to enable money to be spent on local facilities. Careful monitoring of any such reform should be maintained by the Council.

The CIL regime contains provisions allowing appeals relating to how CIL is applied and how it is enforced. Hillingdon is required by the legal framework surrounding CIL to take the steps suggested in the recommendations section of this report.

## **Corporate Landlord**

Whilst the proposed CIL will enable the council to raise much needed finance, it represents an additional cost to developers and would be paid at the time development commences. Whilst it does not have a direct impact on land and property values, the CIL would affect residual land values and the viability of residential development schemes. In the current economic climate, developers may seek to pass on this cost to landowners in the form of a reduced purchase price for the development sites. In these circumstances, the Council could achieve comparatively lower receipts for the sale of its land and property assets. An exceptional circumstances clause in the CIL policy may assist if it enables council owned sites to pay only a minimal contribution, on the basis that the council already makes significant contributions to social infrastructure.

**BACKGROUND PAPERS**

Community Infrastructure Levy Regulations 2010

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## STREET TRADING LICENSING DELEGATIONS AND POLICY

<b>Cabinet Member</b>	Councillor Jonathan Bianco
<b>Cabinet Portfolio</b>	Finance, Property & Business Services
<b>Officer Contact</b>	Beejal Soni, Central Services Stephanie Waterford, Planning, Environment, Education and Community Services
<b>Papers with report</b>	Appendix 1 – Table of Delegations

### HEADLINE INFORMATION

<b>Summary</b>	Cabinet is asked to consider initial proposals arising from the wider improvement review of licensing to provide a clearer policy framework for those involved in the process, including residents, businesses and the voluntary sector.
<b>Contribution to our plans and strategies</b>	Part of the Council's Business Improvement Delivery programme.
<b>Financial Cost</b>	Some savings are anticipated as a result of streamlined licensing processing.
<b>Relevant Policy Overview Committee</b>	Residents' & Environmental Service Policy Overview Committee
<b>Ward(s) affected</b>	All

### RECOMMENDATIONS

That Cabinet:

- 1) Recommends that the Licensing Committee consider re-delegating its licensing functions as set out in the attached Appendix 1 and;
- 2) Instructs officers to prepare a Street Trading Licensing Policy.

### INFORMATION

#### Reasons for recommendation

To consider the above two proposals arising from the licensing review being undertaken to improve the process and issue of street trading licences by the Council.

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

If the proposals are not implemented and the existing system of determining applications continues, there will be different procedures for different licences. Not to introduce a policy will create a vacuum with regard to information and expectations of those involved.

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

None at this stage.

## **Background**

### **Licensing Sub-Committee Delegations**

At its meeting on 14<sup>th</sup> January 2010, Council resolved:

*"That Council grant the necessary powers to the Licensing Committee to determine street trading applications and authorises the Head of Democratic Services, in consultation with the Leader of the Council, to agree any protocols or procedures or further constitutional changes required to effect this."*

The Licensing Committee subsequently met and resolved that all street trading applications would be determined by Licensing Sub-Committees. This decision included both contested and un-contested applications.

Since then, the Licensing Sub-Committees have determined over 428 street trading applications (at the time of writing this report) ranging from table and chair licences, shop front licences, individual market stalls and temporary pitches etc. The Licensing Sub-Committee also has an urgency procedure, where it can meet quickly to approve licences at short notice, e.g. for events in the Borough.

This report to Cabinet now proposes that street trading licence applications are brought in line with all the other licensing functions carried out by the Licensing Service and Licensing Sub-Committees. For example, un-contested alcohol and entertainment premises applications and unopposed gambling applications are currently determined using delegated officer powers.

Under this proposal, all contested street trading applications would continue to be determined by the Licensing Sub-Committees. However, all un-contested applications would be determined under delegated powers to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services. Any revocation of a street trading licence, as this would likely affect the livelihood of an individual(s), would still be determined by a Licensing Sub-Committee.

Under these proposed new arrangements, objections / representations to street trading applications would be considered in the light of the proposed Street Trading Licensing Policy (recommendation 2). Consultees, consultation arrangements and the circumstances for defining when an application is "contested" and thus due for Licensing Sub Committee referral would be clarified in this policy. It is proposed that this policy be put forward to the May Cabinet for consideration.

This proposal has been identified as one of the early improvements which will assist the Council's Rapid Improvement Event review of licensing functions, which is part of the Business Improvement Delivery programme. If implemented, it could potentially reduce the cost of



processing such licence applications and licence processing turn around times would greatly improve.

London Boroughs, including Westminster, Greenwich, Hammersmith & Fulham, Lambeth, Southwark and Waltham Forest have adopted the approach of delegating decisions on uncontested Street Trading applications to officers.

The proposed delegations are set out in **Appendix 1**.

Whilst Cabinet is being asked to recommend this change, regulations require that the Licensing Committee must meet to agree this revision to the operation of the Licensing Sub-Committees.

The Licensing Sub-Committees would continue to meet regularly to determine licence applications under the following legislation:

- Licensing Act 2003 – for alcohol, entertainment, late night refreshment etc.
- Gambling Act 2005 – for bingo, adult gaming, betting, gaming machines, lotteries etc.
- Local Government (Miscellaneous Provisions) Act 1982 – for sex establishments (as currently proposed by Cabinet and subject to Council approval in July 2011)

Licensing of leaflet or hand bill distributors and busking is carried out under delegated officer powers. It is not proposed to amend this arrangement.

### **Street Trading Licensing Policy**

It is proposed to prepare a Street Trading Licensing Policy, which will ensure consistency, accountability and transparency and bring street trading in line with the other licensing functions. Policies are a statutory requirement under the Licensing Act 2003 and Gambling Act 2005 and although such a policy is not statutory for street trading, the European Union Services Directive recommends the introduction of policies for regulatory functions.

### **Financial Implications**

If implemented this change is expected to generate some minor savings which will arise from a reduction in printing and advertising costs, application processing costs and general licence administration. There would be a small reduction in paperwork and support from Legal and Democratic Services to the Licensing Sub-Committees.

A wider review of applications and licensing is being undertaken as part of the Business Improvement Delivery (BID) programme and any cashable savings will be identified as part of this review for inclusion in the Medium-Term Financial Forecast (MTFF) and budget process.

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

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

Residents and stakeholders will continue to be consulted on street trading applications in the usual way. Proposed changes to the Licensing delegations will reduce the burdens and delays for those applying. A new policy will provide clear guidance for those involved.

Public consultation will be required if the Council is to create a Street Trading Licensing Policy. This public consultation would last 28 days and include meetings with various stakeholders and residents in order to ensure that their concerns are addressed.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and is satisfied that the financial implications reflect the direct resource implications for the Council. Any cashable savings resulting from the wider review will be included in the Medium-Term Financial Forecast (MTFF) and budget setting process.

### **Legal**

Legal comments have been incorporated into this report. It is confirmed that the proposed scheme of delegations does not contravene any legislative requirements related to that particular licensing function.

## **BACKGROUND PAPERS**

NIL.

**Proposed Street Trading licensing delegations  
(subject to approval by the Licensing Committee)**

<b>MATTER TO BE DEALT WITH</b>	<b>FULL COUNCIL/ CABINET</b>	<b>LICENSING COMMITTEE</b>	<b>SUB-COMMITTEE</b>	<b>OFFICERS</b>
Approval of Street Trading Terms & Conditions/ Licensing Policy	X (Cabinet)			
Designation of 'Licence Streets' (S24)		X		
Fee Setting - when appropriate	X			
Application for new Street Trading Licence			Contested	Un-contested
Application for a Temporary Street Trading Licence			Contested	Un-contested
Application for a variation to a Street Trading Licence			Contested	Un-contested
Application for a renewal of a Street Trading Licence			Contested	Un-contested
Revocation of a Street Trading Licence			All instances	

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## ANTI-FRAUD AND CORRUPTION POLICY AND STRATEGY

<b>Cabinet Member</b>	Councillor Jonathan Bianco
<b>Cabinet Portfolio</b>	Finance, Property and Business Services
<b>Officer Contact</b>	Helen Taylor, Central Services
<b>Papers with report</b>	Anti-Fraud and Corruption Policy Anti-Fraud and Corruption Strategy Whistleblowing Policy

### HEADLINE INFORMATION

<b>Summary</b>	The report contains the revised Anti-fraud Strategy and a new Anti-Fraud Policy to be approved by Cabinet. These documents are necessary to reinforce our Anti-Fraud measures and ensure that we have processes in place to fully defend any possible corporate offences introduced by the Bribery Act 2010.
<b>Contribution to our plans and strategies</b>	This policy contributes to the Council's overall aim of 'putting residents first' by setting a strategy for reducing fraud and corruption to a minimum and thereby protecting the resources of the Council for those who really need them.
<b>Financial Cost</b>	There are no costs to implementing this policy.
<b>Relevant Policy Overview Committee</b>	Corporate Services and Partnerships
<b>Ward(s) affected</b>	All.

### RECOMMENDATION

**That Cabinet approve the Anti-Fraud and corruption Policy and the Anti-Fraud and Corruption strategy.**

### INFORMATION

#### Reasons for recommendation

The Council currently has an Anti-Fraud and Corruption Strategy but not a formal policy. The strategy needed to be updated to accommodate the requirements of the Bribery Act 2010, which was expected to be implemented on 1 April 2011. Though implementation of that Act has now been delayed pending a wider consultation by the current government, the opportunity has been taken to formalise a policy. The Bribery Act creates a corporate offence of failing to prevent bribery. In approving the Anti-Fraud Policy and Strategy Cabinet will be demonstrating

its commitment to preventing all types of fraud, including bribery, which will mitigate the risk of any legal action.

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

The alternative was not to have a policy and not to review the strategy which would leave the council exposed to prosecution when the bribery act comes into force.

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

None at this stage but the policy and strategy will be brought to the attention of the Audit Committee at the next available opportunity.

### **Supporting Information**

1. The Council currently has an Anti-Fraud and Corruption Strategy but no formal policy. The Bribery Act 2010, which was expected to be enacted on 1 April 2011, creates a corporate offence of failing to prevent bribery. The Council needs to ensure it protects itself against the possibility of any such prosecution. Although the implementation of the Act has been delayed, putting in place an appropriate policy and strategy will ensure that the Council is protected when the act is eventually implemented.
2. The opportunity has been taken to separate out the policy from the strategy and to completely revise the wording and format. The policy also clearly documents high level officer and Member responsibilities.
3. A further document, the Fraud Response Plan details how incidences of fraud and corruption will be managed at officer level. This plan will be approved by Corporate Management Team to underline their commitment to ensuring an anti-fraud culture.
4. The Whistleblowing Policy, referred to in the above Plan/Strategy is attached for information.

### **Financial Implications**

There are no direct financial cost implications of approving this policy.

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

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

Although incidences of fraud and corruption are rare, residents need to feel sure that when they do occur the council has a robust policy and strategy for dealing with them. Putting residents first means protecting resources for the benefit of those who genuinely need them, whether this is financial resources, officer time or privileges such as blue badge parking.

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

No consultation was carried out because the Policy and Strategy do not fundamentally change the Council's approach to fraud and corruption but formalise processes and procedures which are largely in place.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

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

### **Legal**

The Cabinet Member has before them a recommendation seeking authority to:

- (a) Revise the existing Anti-fraud strategy ;
- (b) Authorise a new Anti-fraud policy.

Under Article 7.08 (d) of the Council's Constitution Cabinet Members have a general delegation to agree service specific strategies and action plans and to agree proposals for enhancements and alterations to service provision within their portfolio area subject to being in-line with the Council's policy framework and costs being contained within agreed budgets (where such strategies, plans and service changes cover more than one-portfolio, to also be agreed with the relevant cabinet member and the Leader of the Council)

The Recommendation (a) above falls within the Cabinet Member's delegation.

Under Article 7.08 (e) of the Council's Constitution it is within the Cabinet Member's delegation, in consultation with the appropriate portfolio holder, to monitor the implementation of changes made as a result of recommendations from Internal Audit.

Under Article 7.08(c) of the Council Constitution, Cabinet as a whole has overall responsibility for proposing policy development, changes and new policy.

Recommendation (b) above must be authorised by Cabinet or the Leader of the Council.

### **Corporate Landlord**

Not relevant.

### **Relevant Service Groups**

Where reports span across other service areas relevant service Groups should be consulted.

## **BACKGROUND PAPERS**

Fraud Act 2006

Bribery Act 2010

All council policies and procedures related to conduct of both officers and members.

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## **LONDON BOROUGH OF HILLINGDON ANTI-FRAUD AND CORRUPTION POLICY**

### **1. Scope**

1.1. This policy applies to all employees, Members, contractors, suppliers, partners and service users.

1.2. Aspects of this policy may change in line with changes in legislation, best practice, or data protection and security issues.

### **2. Purpose**

The purpose of this policy statement is to set out the Council's commitment to the highest standards of propriety in the delivery of its services and management of its resources and assets. The Council does not and will not tolerate fraud and corruption in the administration of its responsibilities whether internal or external to it.

2.1. The policy has full Members and executive support for work to counter fraud and corruption.

2.2. The policy is supported by two further documents;

- The Anti-Fraud and Corruption Strategy; and,
- The Anti-Fraud and Corruption Response Plan

### **3. Policy**

3.1. The London Borough of Hillingdon has a zero tolerance attitude to fraud and corruption in all its forms. This applies equally to employees, Members, contractors, suppliers, residents, service users, partners or any other external organisation with which the Council conducts business.

3.2. All suspected fraud or irregularity, including improper use or misappropriation of the Council's property or resources, should be brought to the immediate attention of the Head of Audit and Enforcement or, depending on circumstances to the other officers named in the Whistleblowing policy, who will discuss the case with the Head of Audit and Enforcement.

3.3. Where fraud or corruption is identified the Council will

- Fully investigate,
- Prosecute where it is in the public interest, and
- Seek civil recovery, including those actions available under the Proceeds of Crime Act.
- Advertise successful prosecutions in internal and external media.

## **4. Procedure**

### **4.1. Identification of the Risk of Fraud and Corruption**

4.1.1. Directors and Heads of Service should ensure that as part of the strategic risk management within the authority they seek to accurately identify the risk of fraud within their service delivery areas.

### **4.2. Taking Action to Counter Fraud and Corruption**

#### **Culture**

4.2.1. Special responsibility rests with the Members, Chief Officers, Directors and Heads of Service, the Monitoring Officer and all senior managers to lead by example and set 'the tone from the top'. They should set an example by their own behaviour, in accordance with Nolan's Seven Principles of Public Life:

- Selflessness
- Integrity
- Objectivity
- Accountability
- Openness
- Honesty
- Leadership.

4.2.2. Members and Council employees must act with integrity at all times and comply with Codes of Conduct, legal requirements, rules, procedures and good practice.

4.2.3. All individuals and organisations (e.g. suppliers, contractors, service providers, agencies and partner councils) with whom the Council deals are expected to act with integrity in all transactions with the Council.

4.2.4. The Head of Audit and Enforcement and the Borough Solicitor should regularly review the corporate framework designed to promote an over-riding anti-fraud culture. They should ensure that a system to monitor and evaluate arrangements is in place.

### **4.3. Developing and Maintaining a Strong Framework**

4.3.1. Those charged with governance are responsible for ensuring that officers engaged in countering fraud and corruption have the appropriate authority. They should ensure that the necessary framework is in place to facilitate working with other organisations.

4.3.2. They should ensure that those engaged in working to counter fraud and corruption are professionally trained and accredited.

4.3.3. The Head of Human Resources is responsible for ensuring that an effective propriety checking system (i.e. safe employment checks) is in place.

4.3.4. A more detailed summary of roles and responsibilities are outlined in the Anti-Fraud and Corruption Response Plan.

### **Deterrence**

4.3.5. The Head of Audit and Enforcement is responsible for a clear programme of work with the aim of creating a strong deterrent effect with regard to fraud. This should include publicising the following:

- The hostility of the honest majority to fraud and corruption
- Successful prosecution of those committing fraud against the council
- Effectiveness of preventative arrangements which include the robust corporate framework and the strong internal controls in place
- The sophisticated arrangements to detect fraud and corruption
- Professionalism of those who investigate fraud and corruption
- The policy on applying proportionate sanctions and recovery of losses
- The extension of National Fraud Initiative (NFI) to new areas with fair processing notification on forms
- The Council's Whistle Blowing Procedures.

The publicity should be targeted at the areas of greatest fraud losses.

### **Prevention**

4.3.6. Corporate Directors and Heads of Service are responsible for reviewing fraud and corruption risks within new policies and systems; likewise they should regularly revise their existing policies and systems to remove potential weaknesses.

4.3.7. Corporate Directors and Heads of Service must ensure that adequate levels of internal check are included in operational procedures. It is important that duties are organised in such a way that no one person can carry out a complete transaction without some form of checking or intervention process being built into the system.

4.3.8. Management are responsible for the appraisal of internal control systems assisted as appropriate by the Internal Audit Team.

### **Detection**

4.3.9. The Council's Whistle Blowing Procedure is intended to encourage and enable staff to raise serious concerns. Employees reporting concerns this way are afforded certain rights and protection under the Public Interest Disclosure Act 1998.

4.3.10. In addition the Council takes part in data matching exercises and other analytical intelligence techniques are used to identify potential fraud and corruption. The Council is committed to working with other organisations to prevent and detect organised fraud and corruption. Wherever possible the Council will assist and lawfully exchange information with other appropriate bodies to facilitate the investigation and the combating of fraud. The Internal Audit and Enforcement Team will co-ordinate the exchange of information and the assistance to other bodies.

4.3.11. Where fraud or corruption is found or suspected, the procedures within the Fraud Response Plan will apply.

4.3.12. Members, staff and external stakeholders are expected to report suspected fraud, corruption or other irregularity to their line manager, the Head of Audit and Enforcement; Monitoring Officer, Chief Executive, Head of Democratic Services, S151 Officer or Head of Democratic Services as appropriate in accordance with Financial Regulations, Whistle Blowing Procedure and the Fraud Response Plan.

### **Investigation**

4.3.13. The Internal Audit and Enforcement Team is responsible for investigating irregularities, including the investigation of alleged fraud and corruption. Heads of Service must report all cases of suspected fraud or irregularity to the Head of Audit and Enforcement and must fully co-operate with any investigations in line with the Fraud Response Plan.

### **Sanctions**

4.3.14. Sanctions will be applied in accordance with the Fraud Response Plan. Sanctions in these circumstances are actions taken against individuals or organisations that have committed or attempted to commit acts of fraud or corruption.

### **Redress**

4.3.15. Redress will be applied in accordance with the Fraud Response Plan. Redress in these circumstances is repayment or compensation made to the Council equivalent to any loss incurred and any further sums recovered under the Proceeds of Crime Act.

**Policy Owner**

4.3.16. Head of Audit and Enforcement

## ANTI – FRAUD AND CORRUPTION: RESPONSIBILITIES

	<b>ACTION</b>	<b>RESPONSIBILITY</b>
	<b>MEASUREMENT OF FRAUD AND CORRUPTION LOSSES</b>	
<b>1</b>	Ensure that as part of the risk management process the Council attempts to identify accurately the nature and scale of losses to fraud and corruption and also takes into account fraud and corruption risks in relation to significant partnerships.	Heads of Service
	<b>AUTHORITY AND SUPPORT</b>	
<b>2</b>	Ensure that there is strong political and executive support for work to counter fraud and corruption.	Leader and Chief Executive
<b>3</b>	Ensure that there is a level of financial investment in counter fraud and corruption work that is proportionate to the risk that has been identified.	Deputy Chief Executive (Corporate Director of Central Services)
	<b>TRAINING</b>	
<b>4</b>	Ensure that those working to counter fraud and corruption are professionally trained and accredited for their role and attend regular refresher courses to ensure they are up to date with new developments and legislation.	Head of Audit and Enforcement
<b>5</b>	Ensure that those working to counter fraud and corruption are undertaking this work in accordance with a clear ethical framework and standards of personal conduct.	Head of Audit and Enforcement

	<b>PROPRIETY CHECKS</b>	
<b>6</b>	Ensure that there is an effective propriety checking system (i.e. safe recruitment) implemented by appropriately trained staff in place. This should include appropriate action where individuals fail the check.	Head of Human Resources
	<b>DEVELOPMENT OF EFFECTIVE RELATIONSHIPS WITH OTHER ORGANISATIONS</b>	
<b>7</b>	Ensure that there are processes in place to facilitate working with other organisations and agencies.	Head of Audit and Enforcement
	<b>FULL RANGE OF ACTION TOGETHER WITH INTEGRATION</b>	
<b>8</b>	Ensure that the organisation is undertaking the full range of action required to ensure that the outcomes in the Anti-Fraud and Corruption Strategy are achieved (i.e. strategy implementation and responsibilities are fulfilled).	Head of Audit and Enforcement and Borough Solicitor
	<b>CULTURE</b>	
<b>9</b>	Produce a programme of work which is risk-based and aims to create an anti-fraud and corruption and zero tolerance culture including robust arrangements to facilitate whistle blowing.	Head of Audit and Enforcement and Head of Human Resources
<b>10</b>	Ensure that the programme of work to review the corporate framework which is designed to promote an anti-fraud and corruption culture is being effectively implemented.	Head of Audit and Enforcement
<b>11</b>	Ensure that arrangements are in place to monitor and evaluate that a real anti-fraud	Head of Audit and Enforcement

	and corruption culture exists or is developing within the organisation.	
<b>12</b>	<p>Ensure agreements are in place with stakeholder representatives:</p> <ul style="list-style-type: none"> <li>• to work together to counter fraud and corruption; and</li> <li>• stakeholder representatives benefit from successful counter fraud and corruption work.</li> </ul>	Head of Audit and Enforcement
	<b>DETERRENCE</b>	
<b>13</b>	Produce a programme of work designed to provide a strong deterrent to fraud and corruption.	Head of Audit and Enforcement
<b>14</b>	<p>Ensure that a programme of work exists for members to</p> <ul style="list-style-type: none"> <li>• publicise expected standards of ethical conduct;</li> <li>• include ethics training, guidance and information;</li> <li>• Ensure that the progress in raising standards will be communicated to stakeholders.</li> </ul>	Borough Solicitor (Monitoring Officer)
	<b>PREVENTION</b>	
<b>15</b>	Ensure that the Council considers fraud and corruption risks within all new policies and systems and to revise existing ones to remove possible weaknesses.	Corporate Directors & Heads of Service
<b>16</b>	Ensure that reports on investigations include a section on identified policy and system weaknesses that allowed the fraud/corruption to take place where appropriate.	Head of Audit and Enforcement



	<b>DETECTION</b>	
17	Ensure that effective Whistle Blowing arrangements have been established.	Head of Human Resources
18	<ul style="list-style-type: none"> <li>• Ensure that a programme of analytical intelligence techniques has been established in order to identify potential fraud and corruption.</li> <li>• Ensure also that there are effective arrangements for collating, sharing and analysing intelligence.</li> </ul>	Head of Audit and Enforcement
19	Ensure that arrangements have been established to ensure that suspected cases of fraud and corruption are reported promptly to the appropriate person for further investigation.	Head of Audit and Enforcement Corporate Directors
20	Ensure that arrangements have been established to ensure that identified potential cases are promptly and appropriately investigated.	Head of Audit and Enforcement Corporate Directors
21	Ensure that proactive exercises are undertaken in key areas of fraud risk or known systems weaknesses.	Head of Audit and Enforcement
	<b>INVESTIGATION</b>	
22	Ensure that there are arrangements in place to review investigation work in order to evaluate outputs in comparison with inputs in terms of effectiveness.	Head of Audit and Enforcement
23	<p>Ensure that investigation work is carried out</p> <ul style="list-style-type: none"> <li>• in accordance with clear guidance</li> <li>• by investigators with the necessary powers, both in law where necessary</li> </ul>	Head of Audit and Enforcement

	<p>and within the organisation</p> <ul style="list-style-type: none"> <li>• referrals are handled and investigations undertaken in a timely manner.</li> </ul>	
	<b>SANCTIONS</b>	
<b>24</b>	<p>Ensure that all possible sanctions are considered:</p> <ul style="list-style-type: none"> <li>• disciplinary and/or regulatory</li> <li>• civil and criminal.</li> </ul>	Head of Audit and Enforcement
<b>25</b>	<p>Ensure that consideration of appropriate sanctions takes place at the end of the investigation when all the evidence is available and monitors the extent to which the application of sanctions is successful.</p>	Head of Audit and Enforcement
	<b>REDRESS</b>	
<b>26</b>	<p>Ensure that the organisation:</p> <ul style="list-style-type: none"> <li>• is effective in recovering any losses incurred to fraud and corruption</li> <li>• uses the criminal and civil law to the full in recovering losses</li> <li>• monitors proceeds from the recovery of losses.</li> </ul>	Head of Audit and Enforcement
<b>27</b>	<p>Ensure that the procedures for redress include provision for the analysis and recording of the Council's successful recovery rate.</p>	Head of Audit and Enforcement
	<b>FOCUS ON OUTCOMES</b>	
<b>28</b>	<p>Ensure that a track record of achievement against the outcomes specified in the Anti-Fraud and Corruption Strategy can be demonstrated i.e. the achievement of a real reduction of losses to the authority.</p>	Head of Audit and Enforcement



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## **LONDON BOROUGH OF HILLINGDON ANTI-FRAUD AND CORRUPTION STRATEGY**

### **1.Objectives**

1.1. Fraud and corruption are rare and not tolerated by the honest majority. The objective of this document is to provide an Anti-Fraud and Corruption Strategy for the London Borough of Hillingdon. The Strategy supports the Council's Anti-Fraud and Corruption Policy and is underpinned by the Council's Fraud Response Plan. This strategy has been agreed by the elected members of the Council and is designed to integrate with and reinforce the Council's key objective of Putting Residents First.

1.2. In order to deliver the Council's aims, it needs to maximise the available financial and non-financial resources. Therefore this strategy is designed to:

- Reduce fraud and corruption losses to an absolute minimum
- Include all areas of the organisation and external stakeholders in its approach to anti-fraud and corruption.
- Support the Council in defending itself against any prosecutions under the Bribery Act

1.3. As part of its strategic risk management process, the Council ensures that there is robust framework in place to mitigate the risk of fraud and corruption. Its aim is to:

- Maintain a 'zero-tolerance' approach to fraud and corruption
- Provide a strong deterrent effect
- Prevent fraud and corruption through proper design of systems and policies
- Continue to undertake the detection and investigation of fraud and corruption including applying sanctions and recovery procedures where fraud is identified.

1.4. The Council is committed to an outcomes based strategy i.e. the achievement of a real reduction of losses to the authority.

### **2. Definitions of Fraud and Corruption**

2.1. There are a number of Acts which can be considered when charging someone under this broad heading. However, the best definitions are encompassed in the Fraud Act 2006 and the Bribery Act 2010

2.2. Fraud Act 2006 provides for a general offence of fraud and three ways of committing it:

- By false representation
- By failing to disclose information; and
- By abuse of position.

In each case there is an offence if the person intends to;

- Make a gain for himself or another
- Cause loss to another or expose another to a risk of loss

2.3. The 2010 Act defines bribery as

A person (“P”) is guilty of an offence if either of the following cases applies. *P offers, promises or gives a financial or other advantage to another person, and*

- *Intends the advantage to induce a person to perform improperly a relevant function or activity, or to reward a person for the improper performance of such a function or activity. Or*
- *P knows or believes that the acceptance of the advantage would itself constitute the improper performance of a relevant function or activity*

A person (“R”) is guilty of an offence if any of the following cases applies.

- *Where R requests, agrees to receive or accepts a financial or other advantage intending that, in consequence, a relevant function or activity should be performed improperly (whether by R or another person); or where*
- *The request, agreement or acceptance itself constitutes the improper performance by R of a relevant function or activity.*

2.4. Under the Bribery Act and organisation can be prosecuted if it has failed to prevent bribery. This strategy as well as the Codes of Conduct for Officers and Members, Financial Regulations and other internal policies detailed at paragraph 5 below should ensure that the Council is never subject to such a prosecution.

### **3. Scope**

3.1. The Anti-Fraud and Corruption Strategy applies to

- Members
- Employees at all levels
- All organisations, contractors and partners associated with the Council
  - Service users; and

- Other stakeholders.

#### **4. Risk Management**

4.1. The risks of fraud and corruption are considered as part of the Council's strategic risk management arrangements. This includes fraud and corruption risks in relation to significant partnerships.

#### **5. The Corporate Framework**

5.1. The corporate framework which underpins this strategy includes the following:

- Members and Officers who set the tone from the top by setting an example and also by complying with the Codes of Conduct
- The Constitution including the Financial Regulations, Contract Standing Orders and the Scheme of Delegation
- Code of conduct for employees
- Disciplinary policy and procedures
- Code of conduct for members
- Gifts and Hospitality Policy
- Register of interests
- The Council's policies and procedures
- Recruitment Procedures
- The Anti-Fraud and Corruption Policy
- The Fraud response Plan
- Monitoring of and testing of the ethical framework
- The Whistle Blowing procedure
- The Complaints procedure
- The Money Laundering procedure
- The work of the Internal Audit and Enforcement Team and Trading Standards
- Participation in National Fraud Initiatives (NFI) data matching and targeted in-house data matching.
- Links with the National Anti-Fraud Network (NAFN), London Boroughs Fraud Investigation Group (LBFIG), Local Authority Investigation Officers Group (LAIOG), Department of work and Pensions (DWP), the Borders Agency and the Metropolitan Police and the National Fraud Authority

## **6. The Council's Approach**

6.1. The Council's approach is to utilise the above framework by designing and regularly reviewing policies, procedures and systems in order to create a strong deterrent, preventative and detective effect.

6.2. It is further supported by the Council's proactive work to detect both internal and external fraud and corruption and by its commitment to investigate, discipline, prosecute, publicise successes, apply sanctions and recover losses where fraud is found.

6.3. The strategy centres on a very strong corporate anti-fraud culture and robust corporate framework which includes:

- deterrence
- prevention
- detection
- investigation
- sanctions; and
- redress
- within the very strong corporate anti-fraud culture and robust corporate framework.

6.4. Responsibilities in each area are outlined in the Anti-Fraud and Corruption Response Plan.

6.5. Details of the Council's approach are included within the Anti-Fraud and Corruption Policy.





# HILLINGDON

LONDON

## Confidential Reporting Policy

### - Whistleblowing

#### Contents

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[How the Council will respond](#)

[Responsible officer](#)

[External contacts](#)

***Human Resources Management***

Authorised by: Chief Executive

Effective date: June 2008



INVESTOR IN PEOPLE

## 1. Scope

The policy applies to employees and also contractors working for the Council on Council premises. It also covers suppliers and those providing services under a contract with the Council in their own premises.

## 2. Purpose

The purpose of this policy is to encourage employees and others to feel confident in raising serious concerns by providing clear avenues through which those concerns can be raised and reassuring those who raise concerns that they will not be victimised if they have a reasonable belief and the disclosure was made in good faith.

The policy will ensure that staff and others who raise concerns receive a response and are informed about how their concerns are being dealt with.

## 3. Policy

All employees at one time or another may have concerns about what is happening at work. Usually these concerns are easily resolved. However, when they are about unlawful conduct, financial malpractice, health and safety risks to the public or to other employees, damage to the environment, possible fraud or corruption, sexual or physical abuse of clients, or any other unethical conduct, it can be difficult to know what to do.

Employees may be worried about raising such issues or may want to keep the concerns to themselves, perhaps feeling it's none of their business or that it's only a suspicion. They may feel that raising the matter would be disloyal to colleagues, managers or to the Council. They may decide to say something but find that they have spoken to the wrong person or raised the issue in the wrong way and are not sure what to do next. They may also fear harassment or victimisation.

The Council is committed to the highest possible standards of openness, probity and accountability. It expects its employees who have serious concerns about anything that is happening in the Council, to come forward and raise those concerns. The Council, however, recognises that employees need to be supported and have confidence that any concerns will be treated appropriately. The purpose of this Policy is to enable employees to raise concerns about such malpractice at an early stage and in the right way. The Council would rather matters were raised when just a concern rather than wait for proof.

This Policy is primarily for concerns where the interests of others or of the organisation itself are at risk.

Employees with concerns about their employment with the Council should raise these through the [Grievance Procedure](#).

**The message for employees is 'If in doubt - raise it!'**

## **4. Procedure**

### **Safeguards**

1. The Council is committed to good practice and high standards and wants to be supportive of employees. The Council recognises that the decision to report a concern can be a difficult one to make. If you raise a genuine concern under this policy, you should have nothing to fear because you will be doing your duty to your employer and those for whom you are providing a service.
2. The Council will not tolerate any harassment or victimisation (including informal pressures) and will take appropriate action to protect you when you raise a concern in good faith.
3. Any investigation into allegations of potential malpractice will not influence or be influenced by any disciplinary or redundancy procedures that already affect you.
4. All concerns will be treated in confidence and every effort will be made not to reveal your identity if you so wish. At the appropriate time, however, you may need to come forward as a witness.
5. You should, whenever possible, put your name to your allegation as concerns expressed anonymously are much less powerful. The Council will exercise discretion in considering anonymous allegations if the issue raised is sufficiently serious, e.g. involving individual or public safety or corruption, waste or other impropriety, and credible and there is a likelihood of confirming the allegation from other sources.
6. If you make an allegation in good faith but it is not confirmed by the investigation, no action will be taken against you. If, however, you make an allegation frivolously, maliciously or for personal gain, disciplinary action may be taken against you.

### **How to raise a concern**

7. It is normally expected that concerns will be raised in the first instance with the immediate line manager or Head of Service. However if the matter is of an extremely sensitive or serious nature or management is believed to be involved it can be raised with the following: -
  - Head of Internal Audit and Corporate Governance. 01895 556132 (Ext: 6132)
  - Monitoring Officer, 01895 250617 (Ext: 0617)
  - Director of Finance and Resources, 01895 556071 (Ext: 6071)
  - Chief Executive, 01895 250569 (Ext: 0569)
  - Head of Democratic Services, 01895 250636 (Ext: 0636)
  - External Audit, 01895 250571 (Ext: 0571)

Concerns can also be addressed to the confidential hotline number on 0800 389 8313 or e-mailed to: [fraudandcorruptionhotline@hillingdon.gov.uk](mailto:fraudandcorruptionhotline@hillingdon.gov.uk)

8. The above will also be able to provide advice/guidance on how to pursue matters of concern.
9. Concerns may be raised verbally or in writing. To make a written report it is suggested that the background and history of the concern with relevant dates is included and the reason for the particular concerns about the situation.
10. Reasonable grounds for concern will need to be demonstrated.
11. Employees may be accompanied at any meetings or interviews in connection with concerns raised by a trade union or other representative or a friend.

### **How the Council will respond**

12. Once you have raised your concern, it will be looked into to assess initially what action should be taken.
13. As appropriate, matters raised may:
  - be investigated by management, the Monitoring Officer, internal audit, through the disciplinary process or referred for investigation through the Council's Standards Committee where the complaint is about the misconduct of Councillors.
  - be referred to the police
  - be referred to the external auditor
  - form the subject of an independent investigation.
14. In deciding how to deal with the concern raised, the overriding principle the Council will have in mind is the public interest. Concerns or allegations that fall within the scope of specific procedures e.g. child protection, will normally be referred for consideration under those procedures. Some concerns may be resolved by agreed action without the need for investigation. If urgent action is required this will be taken before any investigation is conducted.
15. Within ten working days of a concern being raised, the person to whom the concern has been raised will acknowledging receipt in writing and indicate how the Council proposes to deal with the matter. If there is an ongoing investigation the person responsible for that investigation will provide updates on how the matter is progressing and inform the outcome of the investigation subject to any legal constraints.
16. The Council will take steps to minimise any difficulties that may be experienced as a result of raising a concern. For instance, if required to give evidence in criminal or disciplinary proceedings, the Council will arrange for advice about the procedure and any support and counselling required.

## **The Responsible Officer**

The Monitoring Officer has overall responsibility for the maintenance and operation of this policy. That officer maintains a record of concerns raised and the outcomes, in a form, which does not endanger confidentiality, and will report as necessary to the Council.

## **External contacts**

While the Council hopes this policy gives the reassurance needed to raise such matters internally, it recognises that there may be circumstances where matters can properly be reported outside bodies, such as the District Auditor or the police. The Union or Citizens Advice Bureau will be able to advise on such an option and on the circumstances in which to contact an outside body safely.

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## BIDDING FOR THE HOMES AND COMMUNITIES AGENCY’S (HCA) AFFORDABLE HOUSING PROGRAMME FRAMEWORK 2011 - 2015

<b>Cabinet Member</b>	Councillor Philip Corthorne
<b>Cabinet Portfolio</b>	Social Services, Health and Housing
<b>Officer Contact</b>	Paul Feven , Social Care, Health and Housing
<b>Papers with report</b>	None.

### HEADLINE INFORMATION

<b>Purpose of report</b>	To seek the Cabinet’s approval to submit an offer to the Homes and Communities Agency for the 3 <sup>rd</sup> May 20112 deadline to join the Affordable Housing Programme Framework 2011 – 2015 to deliver 225 units of affordable, mostly supported housing over the period, 2012/13 to 2014/15
<b>Contribution to our plans and strategies</b>	<p>This project will directly contribute to the corporate objectives of:</p> <ul style="list-style-type: none"> <li>• Maximising opportunities to help people live in settled and affordable homes.</li> <li>• Achieving £3.4m of MTFF savings on the cost of providing supported housing by moving people out of expensive residential care.</li> <li>• Making better use of property assets by redevelopment</li> <li>• Achieving value for money – providing financial benefit to the Council by providing inward investment.</li> <li>• Helping to meet housing targets within the Local Development Framework (LDF)</li> </ul> <p>It will also contribute to the Social Care Health &amp; Housing strategy to provide older people and people with physical learning disabilities or mental health with a range of housing options and alternatives to institutional forms of living.</p>
<b>Financial Cost</b>	The recommendations in this report do not directly commit the Council to additional expenditure but will enable the delivery of very significant MTFF Adult Social Care savings. However if the bid were successful then officers would seek further Cabinet approval to deliver the programme of new housing for which the Council would need to borrow funds to be paid back through rents charged on the new homes and also use HRA disposal receipts. As such this can be considered to be an invest to save proposal.
<b>Relevant Policy Overview Committee</b>	Social Services, Health and Housing
<b>Ward(s) affected</b>	All Wards

## **RECOMMENDATIONS**

**This report recommends that Cabinet:**

- 1. Approve that officers prepare and submit an offer to the Homes and Communities Agency (HCA) to join their Affordable Housing Programme Framework 2011-15, to supply affordable homes in line with Option 1 at paragraph 5 (below).**
- 2. Delegate authority to the Leader of the Council and Cabinet Member for Finance, Property and Business Services to approve any particular identified sites to be included in the bid to the HCA on the basis of an individual business case.**

## **INFORMATION**

### **Reasons for recommendation**

1. To take advantage of a window of opportunity to harness council land resources and combined with external funding to create much needed new affordable and supported housing which cannot be delivered within the timescale required by reliance on the market alone.
2. To reduce the dependence on residential care by increasing supported housing options, which is a key Social Care Health & Housing strategic objective and an essential contributor to the achievement of £3.4m of MTFF savings by 2015.
3. To meet the needs of older residents and younger people with physical learning disabilities or mental health issues and address the challenges of an ageing population.
4. To make better use of redundant or underused Council land including sites on existing estates or general fund sites agreed to be used for housing.

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

5. Option 1 (recommended) – To bid for:
  - a) approximately £3.4m of grant to deliver 75 units per year of affordable and supported housing in 2012/13, 2013/14 and 2014/15 (225 units in total) see further details the bid in paragraph 15;
  - b) Empty homes funding of £6m on behalf of the West London sub-region, including Hillingdon.
6. Option 2 (not recommended) – To bid for funding for a different amount of units. This option is not recommended because the amount of funding required and which the Council is likely to be successful in getting has been assessed and the amount in Option 1 is seen as the most viable.
7. Option 3 (not recommended) – To not submit a bid. This option is not recommended because it will mean a serious shortfall in the units of housing required. The Council would deliver fewer homes and would be completely reliant on external partners and the market with the result that the required MTFF Adult Social Care budget savings would not be able to be delivered.

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

8. None at this stage.



## Supporting Information

9. The Government is aiming to deliver a national target of 150,000 affordable homes in the 4 year period between the financial years 2011/12 and 2014/15 and has allocated a budget of £2.2bn for funding new supply. For delivery, they are setting up a framework of providers for which they have published a prospectus seeking offers to join and contribute to delivery. The prospectus also invites bids and expressions of interest to bid for Empty Homes grant.

10. To compete for a place on the framework providers are being asked to not only make offers of the number of homes they will provide over the four year period but to also make offers regarding the resources they are prepared to contribute in return for the funding they are seeking. It should be noted that the funding available is a quarter of the amount that has been available in previous years. The government expects to pay out approximately £20k of grant per unit over the national programme instead of £80 -100k per unit as in the last funding round. This is the reason for providers being required to maximise contributions from their own resources. These contributions may include:

- a) Additional borrowing capacity from the higher affordable rent levels for new developments and or conversion to relets or other tenures.
- b) Existing sources of cross subsidy, including surpluses or disposal proceeds.
- c) Other sources of funding to reduce costs such as free or discounted public land or New Homes Bonus.
- d) HCA funding where required to make the developments viable. We can only expect grant where there is a gap between rental income and costs and no other form of subsidy as in a, b, and c above is available bridge this gap. This reduced level of funding for new builds that is available from government takes into account the economical necessity to reduce overall government spending.

11. The HCA has recently advised the Corporate Director and Deputy Director of Social Care Health & Housing that Hillingdon is in a strong position to bid given the Council's previous success with bidding for funding from the HCA and a positive assessment of the recent Borough Investment Plan. This programme represents an opportunity to:

- a) Generate the funding to create much needed supported housing.
- b) Further strategic objectives such as reducing dependence on expensive institutional supported housing.
- c) Support the Social Care Health & Housing Strategy to deliver over £3.4m of savings associated with shifting the balance away from residential care expenditure; the business case of which is integrated in the MTFP plan.

12. The Council qualified for HCA Investment Partner Status in September 2009, and therefore are qualified to bid for funding under the 2011-15 programme subject to meeting criteria in a series of annual reviews. The Council successfully bid for funding under the HCA's Local Authority New Build Programme for Phases 1 and 2 of our HRA pipeline programme as well as Triscott House extra care scheme. Phase 1 is due to be completed shortly. Triscott House will be completed in September 2011 and Phase 2 of the HRA pipeline programme will start on site shortly. This has helped to demonstrate that the Council is a reliable delivery partner.

13. The timeframe for working up proposals and entering into delivery contracts is as follows:

- 3rd May 2011 – Deadline for submission of offers
- Week starting 4th July 2011 - HCA and ministers to sign off national programme
- July 2011 – Initial contracts to be signed

14. The proposed bid consists of the following elements:

- A total of 225 homes supported housing including extra care housing to be delivered between 2012/13 to 2014/15.
- £28m of Housing Revenue Account borrowing to fund development costs which will be paid back over 40 years from the rents to be charged. This figure includes £25.2m for build costs and £2.8m for on-costs (project fees e.g. legal, planning and design fees not included in the works cost).
- The Council's contribution of land value as the homes will be delivered on Council owned sites.
- A focus on supported housing to contribute to the 400 plus supported homes needed over the next 4 financial years and in turn the £3.4m of MTFF savings already built into budgets. 20 low cost home ownership homes, aimed at older people will be included.
- A grant requirement of approximately £3.4m
- A sub-regional Empty Homes bid for West London for a fund of £6m based on a target of 400 units between 2011-2015 brought back into use. Each borough will be expected to meet the target of 57 properties over the period initially starting with 10 in the first year and the rest in the in the following years. This funding will be targeted at those properties that are causing a nuisance and are an eyesore to the local community and this is reflected in the unit cost of £15,000. There are no costs contributions from the council for the Empty Homes bid, apart from existing service revenue resources. The advantage of working sub-regionally is the possibility of taking up grant unspent by other local authority partners.

15. The bid, if successful and Cabinet agrees to proceed with development, has implications under the headings below:

**a) Adoption of the new affordable rent tenure**

It is a condition of taking part in the framework that providers adopt a new form of tenure for new supply alongside existing ones. This new tenure provides the flexibility to charge rents up to 80% of market levels. The reason for this is to generate funding to make up for grant reductions. The offer that is proposed for this programme is that rents are pitched a little above target rents because of the supported housing and well within affordability levels within Hillingdon. The HCA has advised that there would have to be a strong case for not charging affordable rents at near 80% of market levels to justify any grant that may be needed to make schemes viable. The Government accept that those people with insufficient income to fully pay their rents will receive housing benefit.

**b) HRA borrowing to be paid back by rents charged**

The HCA funding would make the new housing viable but needs to be accompanied by borrowing which will be paid back by the rental income generated by each new homes over 40 years. This is possible as the Council's borrowing capacity will be increased as a result of reforms to the Housing Revenue Account (HRA) which will come into place in 2012. Initial indications are that this will allow around £40m of borrowing and the plan is to make use of £28m of this for this programme. Unlike the present HRA financing regime the future intention is to pay back the principle over a 40 year period. This will result in a replenishment of borrowing capacity of around £10m by 2014/15.

**c) Contract to deliver**

If successful, providers will be required to enter into a contract with the HCA to deliver their offers. The contract will be transferred to the Mayor of London when he takes over housing responsibilities in April 2012. Submitting a bid will not in itself commit the Council to anything.

In accordance with Standing Orders, if the bid is successful officers must then seek Cabinet approval to accept any grant funding and to proceed with developments.

**d) Capacity to deliver within the Corporate Landlord department**

Staffing resources will be required to project manage the construction works and meet the contractual milestones set by the HCA.

**e) Development of Council owned sites**

Delivery of the required supported housing within two to three years is predicated on a number of Council own sites being released for the development programme. Financial appraisals are being carried out to support the business case for these sites to be included if approved by Strategic Property Governance. Given the deadline of May 3<sup>rd</sup> 2011 for a bid to be submitted, it is proposed that a bid is made without naming particular sites, so that there is no pre-emption of individual sites being included whilst the appraisal and approval process is progressed. The HCA are not expecting a full list of named sites at this time. Recommendation 2 of this report asks that Strategic Property Group Governance, Councillor Bianco and the Leader be delegated authority to approve particular sites to be included in the bid to the HCA where identified.

16. The case for the Council to retain ownership of its own sites where possible has been strengthened by proposed HRA reforms coming into force in April 2012. This will provide some borrowing capacity to allow new development as well as improvement of existing stock. However, this capacity will be limited as are Council owned sites. Consequently, some direct development to deliver supported housing over the next few years represents a window of opportunity to reduce dependence on care and to make up for market failure to deliver the affordable housing needed for all client groups - a failure which has become more evident as a result of the recession.

17. Government figures show that at the end of December 2010 there was the lowest number of completed homes nationally since 1923, at a time when the population is growing. The consequence is increasing use of bed and breakfast accommodation, whilst the Council still has 1000 households in temporary accommodation. The contribution of Council owned sites is therefore critical, in these unprecedented times, in contributing to the supply of over 400 supported homes needed by 2014.

**Financial Implications**

18. At this stage the proposals in this report do not directly commit the Council to additional expenditure. If the Council were successful in joining the Affordable Housing Programme Framework 2011-15 then it would be able to access additional funding for increasing the supply of supported housing.

19. Supported housing provides the best strategic option for reducing current and future pressures within the adult social care area of the General Fund. The 2011/12 MTF programme assumes that £1.24m savings will be delivered. This will at least in part be achieved by the Extra Care development at Triscott House. The MTF programme approved by February 2011 Cabinet in addition also assumes that a further £2.17m of savings will be achieved during 2012/13 to 2014/15 an overall total of £3.41m. The success and value of these MTF savings would be enhanced by the delivery of an additional supply of supported housing units as proposed in this report.

20. Although the properties will have a significant financial benefit for the General Fund within the adult social care area, the development proposals included in this report will be carried out within the HRA. The proposed schemes will be mainly financed from borrowing which will be paid from rental streams over a 40 year period. The costs will break even if the new affordable rents are adopted and supplemented by additional HRA capital receipts resources. Subject to a more detailed financial appraisal, any residual costs could be absorbed within the HRA. The HCA grant that is being bid for as recommended in this report will help the financing equation.

21. The proposals also depend upon the availability of land for the new build. This will need to be taken into account in detailed financial appraisals. Any HRA land will have minimal impact on current capital plans. However, any General Fund sites will need to be rigorously assessed for the impact on the General Fund. In this case individual business cases will need to be made to ensure that any financial benefit arising from savings within the adult social care budget outweigh those included in the current plans so that the general Fund as a whole is better off.

22. The proposals are likely to provide best value as the availability of these units will provide alternative accommodation instead of more expensive residential care within the social care area. This will have a significant impact in delivering MTF savings as well as helping to reduce future pressures on the General Fund. This will meet both preventative objectives and, as stated above meet current savings objectives too. Further detailed appraisals will quantify the savings, however as an illustration net savings are likely to be around £13k per annum per placement for older people and £19k per annum per placement for people with learning disability. So for example a 20 flat extra care housing development for people with learning disabilities would yield circa £380k savings per annum with an improved quality of life for each individual supported in their own flat rather than being in a care home placement.

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

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

There will be an improvement in the provision of affordable and supported housing which will promote choice, independence and quality for service users who have a need for this type of accommodation.

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

Local residents and ward Councillors will be consulted on all new proposed developments.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

Corporate Finance has reviewed this report and supports the recommendation to prepare an offer to the HCA to join their Affordable Housing Programme.

However, there are clearly a number of corporate implications that would need to be carefully considered in undertaking such a large development programme that requires significant borrowing and use of Council owned sites. These include:-

- The Capital Programme agreed by Council is dependent on £40m of receipts over the next two years and many surplus GF sites are currently included within this budget to finance the current programme. Some sites are already earmarked as part of other council strategies, for example Hayes Pool forms part of the original leisure development strategy. Clearly, if such sites are withdrawn, the existing programme and particularly

'programmes of work' type schemes would need to be scaled down or alternatively significant additional revenue resources will be required to service capital financing costs. This could be acceptable if sufficient savings are generated from social care budgets from a supported housing strategy that diverts people from expensive residential care placements. The use of HRA sites would have a neutral impact on the financing of the capital programme.

- The draft settlement on the introduction of Self-Financing within the HRA will see the Council take on an additional £177m of national housing debt in return for the abolition of the subsidy regime. At this point Central Government intend to impose borrowing limits on the HRA which will equal the sum of the settlement plus the old assumed Subsidy Capital Financing Requirement. This will give Hillingdon's HRA approximately £40m of borrowing capacity should it choose to take up (this figure may rise slightly by any borrowing undertaken for new builds before settlement date of 1 April 2012). The proposals contained within this report to borrow £28m, coupled with existing pipeline sites developments, would take up 70% of the potential borrowing available. Plans to pay off the debt would replenish £10m by March 2015 leaving capacity for other developments.
- The report highlights that HCA funding is significantly reduced from previous years and is likely to reach a maximum of £15k per unit. The proposal to bid for £3.3m for 225 units averages £15k per unit. Once £28m of Council resources plus site values are considered, the contribution from HCA is probably less than 5% of total costs. Hence, such a major investment programme would be running parallel to other priority programmes, namely Provision for Primary School places. Hence, consideration would need to be given to non-financial matters such as availability of resources to deliver such programmes.

Any development would need to be appraised on a site by site basis within the Corporate Landlord team to determine the most economically advantageous use of assets. Where sheltered housing can provide revenue savings by reducing residential care costs, such schemes are to be welcomed. If such savings are sufficient to cover direct investment costs plus capital financing costs to allow borrowing up to the value of any lost receipt, then such a proposition would indeed fulfil all prudential 'invest to save' criteria and in addition, assets remain with the Council.

## **Legal**

There are no specific legal implications arising at this stage. As stated in Paragraph 15 of the Report, if the Council's bid for funding is successful, officers will then seek Cabinet approval to accept any grant funding and to enter into a contract with the Homes and Communities Agency. That report will include further legal advice as necessary.

## **Corporate Landlord**

The Corporate Landlord is in support of the recommendations in this report.

## **SPG Governance**

The report has been considered and officers have been advised that the Cabinet Member for Social Services and Housing is being consulted.

## **BACKGROUND PAPERS**

"2011-15 Affordable Homes Programme – Framework", Homes and Communities Agency

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## COUNCIL BUDGET - MONTH 11 2010/11 REVENUE AND CAPITAL MONITORING

<b>Cabinet Member</b>	Councillor Jonathan Bianco
<b>Cabinet Portfolio</b>	Finance and Business Services
<b>Report Author</b>	Paul Whaymand, Central Services
<b>Papers with report</b>	None

### HEADLINE INFORMATION

<b>Purpose of report</b>	<p>The report sets out the council's overall 2010/11 revenue &amp; capital position, as forecast at the end of Month 11 (February). The in year revenue position is currently forecast as being £3,422k less net expenditure than budgeted on normal activities and a £3,593k pressure on exceptional items, an improvement of £80k on Month 10.</p> <p>Total forecast capital expenditure for the year is estimated to be £63,897k (Month 10, £67,079k), £12,370k below the revised 2010/11 budget.</p>
<b>Contribution to our plans and strategies</b>	Achieving value for money is an important element of the Council Plan for 2010/11.
<b>Financial Cost</b>	N/A
<b>Relevant Policy Overview Committee</b>	Corporate Services and Partnerships
<b>Ward(s) affected</b>	All

### RECOMMENDATIONS

That Cabinet:

1. Note the current forecast budget position for revenue and capital as at Month 11.
2. Note the treasury update at Appendix B.
3. Approves the retaining of agency staff as detailed in Appendix C.
4. Approves the concessionary fees and charges for Pest Control for the 2011/12 financial year as detailed in Appendix D.
5. Accepts the proposed contribution towards the costs associated with planning and associated environmental functions associated with Heathrow Airport for 2010/11 set out in paragraph 3.
6. Agrees the Schedule of Fees in Appendix E and that the negotiation of any further adjustment to these fees for the 2011/12 financial year, as well as the negotiation of any additional payments and associated planning agreements, be delegated to the Leader of the Council in consultation with the Deputy Chief Executive and Corporate Director for Planning, Environment, Education and Community Services.

## INFORMATION

### Reasons for Recommendations

1. The reason for the monitoring recommendation is to ensure the Council achieves its budgetary objectives. The report informs Cabinet of the latest forecast revenue and capital position for the current year 2010/11.
2. Recommendation 4 is required to agree fees and charges for Pest Control which were not in the main fees and charges schedule that was agreed by Cabinet in February.
3. Recommendations 5 and 6 are required to agree gift funding from BAA. The Council has negotiated gift funding contributions from BAA in relation to work associated with Heathrow Airport since 2002. A contribution of £260k for the 2009/10 financial year was accepted by Cabinet at a meeting held on 24 September 2009. Since the 2009/10 gift funding was agreed, Officers from BAA and the Council have held discussions on the options for future gift funding and changes to the planning system. It is proposed that the gift funding be more closely tied to specific activities for which there is currently no fee income but generate additional planning related work for the Council associated with Heathrow Airport. A draft Schedule of fees for the last quarter of 2010/11 and 2011/12 is attached (Appendix E). In addition, it is proposed that:
  - Where there are large scale applications proposed consideration will be given to the use of planning performance agreements with an agreed straight forward format including provision for the negotiation of additional charges associated with work generated
  - Additional charges may also be agreed for other related activities, such as the ending of the Cranford agreement.
4. These fees are consistent with Section 93 of the Local Government Act 2003, which enables a local planning authority to charge for the provision discretionary services on a cost recovery basis. The following payments have been made for 2010/11:

<b>Activity</b>	<b>Cost</b>
Planning Work for which there is no fee income received	£49,290
Work associated with the Cranford Agreement	£15,000
<b>Total:</b>	<b>£64,290</b>

### Alternative options considered

5. There are no other options proposed for consideration.

## SUMMARY

### A) Revenue

6. The in year revenue monitoring position as at Month 11 (February) shows that current forecast net expenditure for the year 2010/11 is £171k more than the budget (an underspend of £3,422k on normal activities and a £3,593k overspend on exceptional items), an improvement of £80k on Month 10. The underspend on normal activities has now effectively mitigated the majority of the in-year overspend caused by the government grant cuts. The moratorium on new discretionary expenditure has continued to the year end.



7. The remaining balances at the year end on both unallocated growth (£935k) and HIP contingency (£148k) have now been built into the projected year end balances. The £935k unallocated growth has been carried forward and made up to £1m for 2011/12 and a further £500k for HIP projects is included in the 2011/12 budget.
8. The demographic pressure on Older People's Services (£1,444k) is still the most significant pressure contributing to the net overspend although there was a £172k improvement from Month 10 in this service, as a result of a further net reduction in residential care placements in this service.
9. The main reason for the £3,593k pressure on exceptional items is the impact of the Government's announcement on local government in-year grant reductions for 2010/11 (£2.9m) and the required impairment of Icelandic Investments (£2.5m). The impairment has been referred to in the previous monitoring reports and is now factored into the year end figures. The cuts notified are in Area Based Grant (£1.8m), Housing and Planning Delivery Grant (£0.1m), LAA Reward Grant (£0.6m) and LABGI (£0.4m). The LAA reward grant position has improved by £700k in the last month due to the government agreeing to a revised split between the revenue (70%) and capital (30%) elements of the grant following lobbying from the Council. The previous plans were for the grant to be split 50:50 between revenue and capital. The government has turned down the Councils outstanding capitalisation applications in the last month so the potential improvements noted in previous months reports will not now happen.
10. In addition pressures due to the economic downturn are now being highlighted as exceptional items, Commercial property rental (£166k), Stockley Park Golf Course (£91k) and Development Control (£111k). The amount for Development Control is in addition to the amount being provided for in contingency (£310k).
11. An in-year recovery plan has been developed to recover the £2.9m grant reduction through permanently reducing expenditure in areas previously funded by the grants being reduced or through accelerating BID efficiency proposals. £2m has been identified through reviewing ABG funded activities and the remaining £900k has been achieved through the projected underspend on normal activities.
12. The budget position on contingency shows an improvement of £501k in the last month. This is primarily due to an improved asylum funding offer from UKBA for 2009/10 (£510k) following negotiations with Council officers. An offer from UKBA for the first half of 2010/11 is not yet factored in and will be finalised as part of outturn. There was also a small adverse movement in the building control income position (£9k).
13. Capital financing costs are projected to underspend by £2,079k, no change from Month 10. The overall underspend is due to budgets set aside in advance for schools capital financing and other priority projects which will not be needed in this financial year (£1m) and through a revised projection for the Minimum Revenue Provision (MRP) required to be set aside this year and the impact of recent debt restructuring which will produce a saving of £550k in the current year. The favourable variance due to reapportioning capital financing costs between the HRA and the General Fund is £569k no change on Month 10.
14. The balances brought forward at 31st March 2010 were £17,745k. £1,500k of this sum was applied in support of the 2010/11 budget as part of the budget strategy agreed at Council Tax setting. The forecast balances as at 31st March 2011 are £16,793k as a result of the budgeted drawdown from balances (-£1,500k), the current forecast in-year overspend (-£171k) and after the transfer from earmarked reserves (+£719k).

## **B) Capital**

15. Total forecast capital expenditure for the year is estimated to be £63,879k (Month 10, £67,079k), £12,370k below the revised 2010/11 budget. This variance represents the rephasing of projects into 2011/12 and will result in corresponding savings in revenue financing costs for 2011/12.
16. Although this rephasing will result in reduced financing costs in 2012/13, £2,545k pressures within the 2011/12 capital programme will be funded from Council Resources and result in on-going MRP and interest costs in the region of £230k per annum in future years.

## A) Revenue

17. Table 1 indicates the overall impact of the expenditure forecasts now reported on the approved budget and the resulting balances position.

**Table 1**

2010/11 Original Budget	Budget Changes		2010/11 (As at Month 11)		% Var of budget	Variances (+ adv/- fav)		
			Current Budget	Forecast		Variance (As at Month 11)	Variance (As at Month 10)	Change from Month 10
£'000	£'000		£'000	£'000		£'000	£'000	£'000
223,425	9,795	Directorates Budgets on normal activities	233,220	231,877	-1%	-1,343	+617	-1,960
-27,731	-9,795	Corporate Budgets on normal activities	-37,526	-39,605	6%	-2,079	-2,079	0
<b>195,694</b>	<b>0</b>	<b>Sub-total Normal Activities</b>	<b>195,694</b>	<b>192,272</b>	<b>-2%</b>	<b>-3,422</b>	<b>-1,462</b>	<b>-1,960</b>
		<b>Exceptional items:</b>						
		Central govt grant cuts		2,900		+2,900	+3,600	-700
		In-year recovery savings		-2,000		-2,000	-2,000	0
		Icelandic Impairment		2,500		+2,500	0	+2,500
		Team bonus underspend		-175		-175	-175	0
		Development Control		111		+111	+31	+80
		Commercial property rental		166		+166	+166	0
		Golf Stockley Park		91		+91	+91	0
<b>0</b>	<b>0</b>	<b>Sub-Total</b>	<b>0</b>	<b>3,593</b>		<b>+3,593</b>	<b>+1,713</b>	<b>+1,880</b>
<b>195,694</b>	<b>0</b>	<b>Total net expenditure</b>	<b>195,694</b>	<b>195,895</b>	<b>0%</b>	<b>171</b>	<b>251</b>	<b>-80</b>
-			-					
<b>194,194</b>	<b>0</b>	<b>Budget Requirement</b>	<b>194,194</b>	<b>-194,194</b>		<b>0</b>	<b>0</b>	<b>0</b>
<b>1,500</b>	<b>0</b>	<b>Net total</b>	<b>1,500</b>	<b>1,671</b>		<b>171</b>	<b>251</b>	<b>-80</b>
-17,745		Balances b/f 1/4/010	-17,745	-17,745		0	0	0
		Transfer from earmarked reserves		-719		-719	-719	0
-16,245	<b>0</b>	<b>Balances c/f 31/3/11</b>	<b>-16,245</b>	<b>-16,793</b>		<b>-548</b>	<b>-468</b>	<b>-80</b>

## Directorates' Forecast Expenditure Month 11

18. Table 2 shows further details on the budget, forecast and variance at Directorate level now reported. Further detail on each directorate is shown in Appendix A.

**Table 2**

2010/11 Original Budget	Budget changes	2010/11 Current Budget (as at Month 11)	Directorate		2010/11 Forecast (as at Month 11)	% Var of budget	Variances (+ adv/- fav)		
							Variance (As at Month 11)	Variance (As at Month 10)	Change from Month 10
£'000	£'000	£'000			£'000		£'000	£'000	£'000
279,115	14,257	293,372	Adult Social Care, Health & Housing	<i>Exp</i>	297,982	2%	+4,610	+4,674	-64
-185,595	-17,250	202,845		<i>Inc</i>	-205,408	1%	-2,563	-2,431	-132
<b>93,521</b>	<b>-2,994</b>	<b>90,527</b>		<b>Total</b>	<b>92,574</b>	<b>2%</b>	<b>+2,047</b>	<b>+2,243</b>	<b>-196</b>
98,326	-4,295	94,032	Planning, Environment & Community Services	<i>Exp</i>	93,842	0%	-190	-240	+50
-49,523	5,240	-44,283		<i>Inc</i>	-43,903	-1%	+380	+450	-70
<b>48,804</b>	<b>945</b>	<b>49,749</b>		<b>Total</b>	<b>49,939</b>	<b>0%</b>	<b>+190</b>	<b>+210</b>	<b>-20</b>
313,819	12,581	326,400	Education & Children's Services	<i>Exp</i>	325,687	0%	-713	-553	-160
-261,246	-4,328	265,573		<i>Inc</i>	-265,308	0%	+265	+265	0
<b>52,573</b>	<b>8,253</b>	<b>60,827</b>		<b>Total</b>	<b>60,379</b>	<b>-1%</b>	<b>-448</b>	<b>-288</b>	<b>-160</b>
28,759	11,097	39,856	Central Services	<i>Exp</i>	39,406	-1%	-450	-514	+64
-12,792	-6,930	-19,722		<i>Inc</i>	-20,001	1%	-279	-215	-64
<b>15,967</b>	<b>4,166</b>	<b>20,133</b>		<b>Total</b>	<b>19,404</b>	<b>-4%</b>	<b>-729</b>	<b>-729</b>	<b>0</b>
10,760	0	10,760	Developments Contingency Growth to be allocated		9,440	-11%	-1,320	-819	-501
1,800	-576	1,224			141	-88%	-1,083	0	-1,083
<b>223,425</b>	<b>9,795</b>	<b>233,220</b>	<b>Sub-Total Normal Activities</b>		<b>231,877</b>	<b>-1%</b>	<b>-1,343</b>	<b>+617</b>	<b>-1,960</b>

19. **Adult Social Care, Health & Housing** are projecting a **pressure of £2,047k (£196k improvement)** as at Month 11. The improvement from Month 10 is primarily as a result of a continued net reduction in residential care placements in Older People's Services which has again improved projections in this service by £172k. There has been no change in the projections for Learning disabilities (£748k) and for Physical disabilities (£543k), but there has been a slight improvement of £16k in Mental Health services (£653k) as a result of a revised client based income forecast. The management team are continuing to apply the measures in their recovery plan to mitigate these pressures. These forecasts exclude sums provided for in contingency for Transitional Children (£2,300k), Mental Health Services (£450k), Homelessness (£800k) and Older People's Services (£800k).

20. **Planning, Environment & Community Services** are projecting a **pressure of £190k (£20k improvement)** as at Month 11. The most significant ongoing pressure of £595k relates to the corporate landlord service, no change from Month 10. Within the service the main pressures are on Fleet Management (£195k), Corporate Facilities and property (£340k) and Leisure (£60k). Public Safety & environment are showing a favourable variance of £405k, an improvement of £20k on Month 10 within Waste Services. There is also a pressure due to the economic downturn at Stockley Park Golf Course (£91k) which is highlighted as an exceptional item. The pressure on Development Control which is also highlighted as an exceptional item has increased to £111k over and above the contingency provision. This is due to two expected major application fees dropping out of the forecast for 2010/11. Other pressures are on Development Control Income (£310k), Golf (£262k), Waste Disposal Levy (£1,528k), Recycling services (£150k), Highways Maintenance (£500k) and Vehicle Fuel costs (£150k) and are all provided for within contingency.
21. **Education & Children's Services** are forecasting a **£448k underspend (£160k improvement)** as at Month 11. This excludes the pressure on Asylum and Exhausted All Appeal cases, which are being treated as contingency items. The improvement is mainly in Resources, Policy and Performance (£137k) due to efficiency savings from non staffing budgets, savings from staffing budgets, delays in recruiting to a vacant post and commissioning surveys put on hold until the next financial year. There is an adverse movement of £138k in Access and Inclusion and an improvement of £138k in Children and families due to a switch in the reallocation of Surestart grant to a budget that falls within the Children and Families area. There is no net change as a result of this adjustment. As at Month 11 the pressure on Asylum is £941k an improvement of £510k on Month 10. This is primarily due to an improved asylum funding offer from UKBA for 2009/10 following negotiations with Council officers. An offer from UKBA for the first half of 2010/11 is currently being calculated and will be factored into the outturn position.
22. **Central Services** are forecasting a **£729k underspend (no change)** as at Month 11. This comprises of a projected underspend of £450k on expenditure budgets an adverse movement of £64k on Month 10, due mainly to an increase in the costs of redundancy that have been accounted for following the reorganisation of the Council in March 2011. There is also a £279k surplus of income, an improvement of £64k on Month 10, due in the main to a further review of Insurance costs and provisions. There are also pressures on Building Control income (£41k), Land Charges (£715k) income and the Self Insurance fund (£420k) which are all provided for within contingency.

**Development & Risk Contingency: £1,320k underspend (£501k improvement)**

23. £10,760k of potential calls on the Development & Risk Contingency were identified as part of the budget setting process for 2010/11 held in the base budget. Table 3 shows the amounts that have been allocated or earmarked as at Month 11.

Table 3

Development and Risk Contingency	2010/11 Budget	Agreed	Forecast as needed	Variance (+adv / - fav)
<i>2010/11 allocations:</i>	£'000	£'000	£'000	£'000
<b>Total net contingency at start of the year</b>	<b>10,760</b>			
<b>Commitments:</b>				
General Contingency	1,000		73	-927
Increase in Transitional Children due to Demographic Changes	2,300		2,300	0
Social Care Pressures (Adults & Children's)	800		800	0
Homelessness Budget - Reduction in DWP Funding	800		800	0
Increase in Mental Health Packages due to Demographic Changes	450		450	0
Waste Disposal Levy	1,528		1,528	0
Highways Maintenance (Recovery from Snow and Ice)	500		500	0
Cost Pressures on Recycling Service	150		150	0
Vehicle Fuel Monitoring Pressure	80		150	+70
Asylum non-EAA monitoring pressure	850		101	-749
Asylum Exhausted All Appeals	360		840	+480
Self insurance fund	420		420	0
Local Development Framework (LDF) legal & consultancy fees	100		0	-100
Local Land Charges Income (volume pressures)	715		715	0
Development Control Income	310		310	0
Building Control Income	135		41	-94
Golf Courses Income	262		262	0
<b>Total net contingency</b>	<b>10,760</b>		<b>+9,440</b>	<b>-1,320</b>

24. A large proportion of the total contingency is expected to be required in full, however the assumption that £927k of the £1m general contingency will not be drawn down has resulted in an overall underspend of £1,320k on the contingency budget.

25. The budget position on contingency shows an improvement of £501k in the last month due to an improvement in contingency of £510k on Asylum and an adverse movement on building control income of £9k.

26. The forecast asylum spend is £941k an improvement of £510k on Month 10. This is due to an improved asylum funding offer from UKBA for 2009/10 (£510k) following negotiations with Council officers. The Impact of a similar improved offer for the first 6 months of 2010/11 is still being assessed.

27. Within ASCH&H the contingency items in relation to Transitional Children, Mental Health and homelessness are forecast to be needed in full at this stage of the year.
28. Development control income is forecast as a gross pressure of £421k (an adverse movement of £81k on Month 10). This adverse movement is due to two expected major application fees dropping out of the forecast for 2010/11. The £111k over and above the contingency provision of £310k is now being highlighted as an exceptional item. Land charge income is still in line with the contingency provision with a gross pressure of £715k. The forecast for building control income is a gross pressure of £41k (an adverse movement of £9k on Month 10) and £94k less than provided for within contingency.
29. At Month 11 the fuel pressure is £150k, no change on the Month 10 forecast.
30. In addition there is a forecast pressure of £420k for the self insurance fund, £150k for the Recycling service, £500k for Highways winter maintenance, and £262k on Golf income, all of which are expected to be required in full at this stage.

**Priority Growth: Nil variance (no change)**

31. £1m was included in the 2010/11 budget for priority growth and £800k for HIP Initiatives (including £300k for waste & recycling projects).
32. In addition to the new budgeted amounts there was £205k of unspent priority growth from 2009/10 carried forward in earmarked balances to potentially fund one-off priority growth in 2010/11. £14k of this sum was allocated against a playground at Hillingdon hospital and the remaining balance (£191k) was transferred back to general reserves.
33. Table 4 summarises the position with regards to each element of priority growth.

**Table 4**

<b>Priority Growth</b>	<b>2010/11 Budget</b>	<b>Agreed draw downs</b>	<b>Commitments</b>	<b>Unallocated</b>
<i>2010/11 Unallocated Priority Growth at start of the year</i>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>HIP Initiatives New budget:</b>	800			
<b>Agreed:</b>				
Recycling initiatives		300		
Heritage		199		
Environmental projects		153		
Transferred to Balances		148		
<b>HIP Initiatives unallocated balance</b>	<b>800</b>	<b>800</b>	<b>0</b>	<b>0</b>
<b>Unallocated non specific growth</b>	<b>1,000</b>			
Library refurbishment		65		
Transferred to Balances		935		
<b>Balance of unallocated growth</b>	<b>1,000</b>	<b>1,000</b>	<b>0</b>	<b>0</b>
<b>Total</b>	<b>1,800</b>	<b>1,800</b>	<b>0</b>	<b>0</b>

34. HIP Steering group have approved £348k of allocations from the HIP revenue contingency. Some approved projects are now being deemed as capital in nature, Ruislip Lido rain shelters (£33.5k), Little Britain Lakes toilet facilities (£56.3k), Little Britain Lakes CCTV & lighting (£44.1k), Eastcote House Dovecote (£150k) and Ruislip Lido toilet block (£222k) are being funded from the Environmental Assets capital budget. A further review of HIP spend is being undertaken to see if there is any further spend that could be capitalised. Any decision to capitalise will be taken at the year end and will be influenced by the capital and revenue outturn positions.
35. The sum of £300k allocated to Waste and recycling will now be drawn down in 2010/11. The budget will remain going forward into 2011/12 and will be broadened to become an environmental initiatives budget.
36. January cabinet agreed the £65k to be allocated from priority growth to fund the cost of extended opening hours for refurbished libraries. This has reduced the priority growth budget from £1m to £935k.
37. The £148k remaining from the HIP initiatives budget and £935k of unallocated non-specific priority growth budget have now been built into the projected year end balances.

**Corporate Budgets' Forecasts: £2,079k underspend (no change)**

38. Table 5 shows budget, forecast and variance now reported on corporate budgets as at Month 11.

**Table 5**

2010/11 Original Budget	Budget Changes	2010/11 Current Budget (as at Month 11)	Corporate Budgets	2010/11 Forecast Outturn (as at Month 11)	Variances (+ adv/- fav)		
					Variance (As at Month 11)	Variance (As at Month 10)	Change from Month 10
£'000	£'000	£'000		£'000	£'000	£'000	
-2,564	2,164	-400	Unallocated savings	-400	0	0	0
10,109	-42	10,067	Financing Costs	7,988	-2,079	-2,079	0
			FRS 17 Pension				
9,161	0	9,161	Adjustment	9,161	0	0	0
-23,535	-11,634	-35,169	Asset Management A/c	-35,169	0	0	0
-20,901	-283	-21,184	Corporate Govt Grants	-21,184	0	0	0
<b>-27,731</b>	<b>-9,795</b>	<b>-37,526</b>	<b>Corporate Budgets</b>	<b>-39,605</b>	<b>-2,079</b>	<b>-2,079</b>	<b>0</b>

39. Financing costs show a forecast underspend of £2,079k at Month 11, no change on the Month 10 projection. There is a favourable variance on the element of capital financing costs that will be picked up by the HRA (£529k). In addition there is a favourable variance of £550k arising from debt restructuring and an updated projection for Minimum Revenue Provision (MRP) required to be set aside this year and also the £1,000k being set aside for capital financing for schools or other priority projects which is not likely to be needed in 2010/11.
40. A summary of treasury management activity is attached at Appendix B.



## B) Capital

### Current Year Expenditure

41. Table 6 shows actual spend to date and projected outturn for 2010/11.

**Table 6**

Groups	Original Budget	Revised Budget	Capital Spend Month 11	Actual Spend % of Revised Budget	Forecast outturn	Variance (Forecast)
	£'000	£'000	£'000	%	£'000	£'000
Adult Social Care, Health & Housing	4,960	4,387	3,265	74%	4,200	-187
Education & Children's Services*	27,241	15,394	12,014	78%	14,403	-991
Planning, Environment and Community Services	14,031	12,867	4,691	36%	10,827	-2,040
Finance & Business Services	1,378	1,317	702	53%	855	-462
Deputy Chief Executive	300	300	139	46%	300	0
Major Construction Projects	26,576	21,636	11,071	51%	16,135	-5,501
Partners – LAA Reward Grant	670	749	0	0%	749	0
<b>Group Total</b>	<b>75,156</b>	<b>56,650</b>	<b>31,882</b>	<b>56%</b>	<b>47,469</b>	<b>-9,181</b>
Recovery from Contingency					0	0
Programme Contingency	1,500	1,500	0	0%	0	-1,500
Contingency	500	445	0	0%	0	-445
<b>Contingency Total</b>	<b>2,000</b>	<b>1,945</b>	<b>0</b>	<b>0%</b>	<b>0</b>	<b>-1,945</b>
HRA	22,568	17,672	12,304	70%	16,428	-1,244
<b>Total</b>	<b>99,724</b>	<b>76,267</b>	<b>44,186</b>	<b>58%</b>	<b>63,897</b>	<b>-12,370</b>

\* Actual spend of £11,969k shown above includes schools' returns for the first three quarters.

42. The forecast Capital outturn shows a variance of £12,370k against revised budgets as at Month 11 (Month 10, £9,148k) as detailed in Table 6 above. Further adjustments to forecast phasing of Major Construction Projects account for the majority of this change, with forecast expenditure in 2011/12 increasing accordingly.

43. Capital expenditure incurred as at Month 11 accounts for 70% of forecast expenditure, with the £19,711k outstanding expenditure attributable to works completed but not yet invoiced and works due to be completed by 31 March 2011.

44. The forecast outturn contains £2,545k pressures (Month 10, £2,530k) detailed in Table 7, along with the current funding strategy for each item.

**Table 7**

Scheme	Funding Strategy	Revised Budget £'000	Actual Spend (incl Accruals) £'000	Forecast Outturn (Month 11) £'000	Variance 2010/11 £'000	Total Project Variance £'000
Botwell Green Leisure Development	Council Resources	627	1,995	2,934	+2,307	+2,593
Breakspear Crematorium	Council Resources	0	13	29	+29	+29
Disabled Facilities Grants	Council Resources	2,577	2,131	2,710	+133	+133
Property Enhancements Programme Contingency	Council Resources	0	5	5	+5	+5
Purchase of Vehicles	Invest-to-save efficiencies	471	482	482	+11	+11
Schools Access Programme	Supported Borrowing	150	152	210	+60	+116
<b>Total 2010/11 Pressures</b>		<b>3,825</b>	<b>4,778</b>	<b>6,370</b>	<b>+2,545</b>	<b>+2,887</b>
Hillingdon Cemetery & Chapel	Council Resources	264	60	192	-72	+20
Hillingdon Sport & Leisure Centre	Council Resources	1,266	490	516	-750	0
<b>Total Project Pressures</b>		<b>8,553</b>	<b>8,098</b>	<b>10,485</b>	<b>+1,932</b>	<b>+3,172</b>

45. Current year pressures are expected to result in additional financing costs from 2011/12 in the region of £230k per annum, however these will be mitigated in the short term by significant rephasing of Council Resourced expenditure on most major projects.

46. The forecast previously overspend on Children's Centres Phase 2 has been reduced as the level of remaining liabilities is confirmed, allowing additional grant to be applied to Phase 3 and reducing the potential call on supported borrowing.

47. An additional increase of £50k in the Disabled Facilities Grant outturn is to be funded from Council Resources, which had been included in the agreed budget for 2010/11 prior to the rephasing exercise.

### Current Year Financing

48. Table 8 shows the proposed financing of the budget and expected outturn.

**Table 8**

2010/11	Unsupported £'000	Capital Receipts £'000	HRA Capital Receipts £'000	Supported £'000	Grants £'000	HRA (inc MRA) £'000	Section 106 and other contributions £'000	Total Capital Programme £'000
Revised budget 2010/11	18,272	1,500	0	2,578	39,698	10,043	4,176	76,267
Outturn 2010/11	12,997	1,500	1,394	2,257	34,445	8,653	2,651	63,897
<b>Variance</b>	<b>-5,275</b>	<b>0</b>	<b>1,394</b>	<b>-321</b>	<b>-5,253</b>	<b>-1,390</b>	<b>-1,525</b>	<b>-12,370</b>

49. Forecast levels of unsupported borrowing required for 2010/11 are £12,997k (Month 10 - £15,111k), with the majority of the £5,275k variance against revised budget falling into 2011/12. This will result in total unsupported borrowing at 31 March 2011 reaching £47,683k.
50. Deferral of Council Resourced capital expenditure into 2011/12 is expected to allow for the deferral of both MRP and interest charges, with £30m borrowing previously scheduled for 2010/11 now due to take place in 2011/12.
51. Both General Fund and HRA capital receipts are available for financing as set out above, however the deferral of significant capital receipts will substantially offset savings generated from rephasing of capital expenditure.

## **CORPORATE CONSULTATIONS CARRIED OUT**

### **Financial Implications**

52. The financial implications are contained in the body of the report.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

53. This is a Corporate Finance report.

### **Legal**

54. There are no legal implications arising from this report.

## **BACKGROUND PAPERS**

55. Monitoring report submissions from Groups.

## APPENDIX A – Detailed Group Forecasts

### Adult Social Care, Health & Housing

Revenue: **£2,047k Pressure** (£196k improvement)

- The continued improvement from the start of this calendar year continues to be in Older People's services and results from a continued net reduction in residential care placements. The introduction of the enhanced out of hours Careline service which includes a homecare out of hours response service has assisted in maintaining this improvement and the launch this month of the new enhanced TeleCareLine service is also significant in this respect. Other action taken to date has included bringing forward achievable savings from the new WLA Homecare framework agreement and, recruitment and use of agency staff continues to be reviewed along with other decisions to further reduce expenditure.
- In summary the department is reporting an adverse position of £2,047k on a £279m gross budget.

Services		2010/11 (As at Month 10)		% Var of budget	Variances (+ adv /- fav)		
		Current Budget	Forecast		Variance (As at Month 11)	Variance (As at Month 10)	Change from Month 10
		£'000	£'000		£'000	£'000	£'000
Older Peoples Services	<i>Exp</i>	+39,408	+42,864	9%	+3,456	+3,622	-166
	<i>Inc</i>	-8,185	-10,197	25%	-2,012	-2,006	-6
	<b>Total</b>	<b>+31,223</b>	<b>+32,667</b>	<b>5%</b>	<b>+1,444</b>	<b>+1,616</b>	<b>-172</b>
Physical & Sensory Disability Services	<i>Exp</i>	+9,248	+10,127	10%	+879	+867	+12
	<i>Inc</i>	-881	-1,215	38%	-335	-323	-12
	<b>Total</b>	<b>+8,368</b>	<b>+8,912</b>	<b>7%</b>	<b>+544</b>	<b>+544</b>	<b>0</b>
Learning Disability Services	<i>Exp</i>	+31,340	+31,809	1%	+469	+345	+124
	<i>Inc</i>	-12,242	-11,963	-2%	+279	+403	-124
	<b>Total</b>	<b>+19,098</b>	<b>+19,846</b>	<b>4%</b>	<b>+748</b>	<b>+748</b>	<b>0</b>
Mental Health Services	<i>Exp</i>	+5,665	+6,279	11%	+615	+615	0
	<i>Inc</i>	-402	-365	-9%	+38	+54	-16
	<b>Total</b>	<b>+5,262</b>	<b>+5,915</b>	<b>12%</b>	<b>+652</b>	<b>+668</b>	<b>-16</b>
Housing Benefits	<i>Exp</i>	+148,963	+149,393	0%	+430	+430	0
	<i>Inc</i>	-145,961	-147,150	1%	-1,189	-1,189	0
	<b>Total</b>	<b>+3,002</b>	<b>+2,243</b>	<b>-25%</b>	<b>-760</b>	<b>-760</b>	<b>0</b>
Housing Needs Services	<i>Exp</i>	+19,651	+18,908	-4%	-742	-742	0
	<i>Inc</i>	-17,261	-16,608	-4%	+653	+653	0
	<b>Total</b>	<b>+2,390</b>	<b>+2,300</b>	<b>-4%</b>	<b>-89</b>	<b>-89</b>	<b>0</b>
ASCH&H Other Service	<i>Exp</i>	+25,506	+25,009	-2%	-497	-462	-35
	<i>Inc</i>	-3,976	-3,973	0%	+3	-24	+27
	<b>Total</b>	<b>+21,530</b>	<b>+21,036</b>	<b>-2%</b>	<b>-493</b>	<b>-485</b>	<b>-8</b>
<b>Total Expenditure</b>		+279,781	+284,390	2%	+4,610	+4,674	-65
<b>Total Income</b>		-188,908	-191,471	1%	-2,563	-2,432	-131
<b>ASCH&amp;H Total</b>		<b>+90,873</b>	<b>+92,919</b>	<b>2%</b>	<b>+2,047</b>	<b>+2,243</b>	<b>-196</b>

### **Older People Services: £1,444k adverse (£172k improvement)**

3. This service has improved its forecast by £172k which builds on the £360k improvement reported since the start of the calendar year which is a result of a net reduction in residential care placements. The underlying cause of the £1,444k adverse position is as previously reported and primarily due to the effect of residential and nursing placements. At the present time the significant winter period has not resulted in increased demand for services beyond that originally forecast.
4. This forecast also assumes that the £760k can be drawn down from the Earmarked Reserve held for Older People Services reducing the pressure from £2,204k to £1,444k as reported in this forecast.

### **Physical Disabilities: £543k adverse (no change)**

5. This service is currently forecasting a £543k adverse position due to increasing pressures to support people to live independently and increases in the cost of individual residential care packages following care reviews.

### **Learning Disability: £748k adverse (no change)**

6. This service is currently forecasting a £748k adverse position due to increasing pressures to support people to live independently; increases in the cost of individual residential care packages following care reviews; and the cost of children transferring from E&CS. The movement in the gross and income forecast is related to PCT funded cases which LBH manage on their behalf as part of the s75 arrangement.
7. The forecast assumes that the £2,300k corporate contingency held for transitional children are received thereby reducing the pressure from £3,048k to the £748k reported.

### **Mental Health: £653k adverse (£16k improvement)**

8. This marginally favourable movement in forecast results from a revised client based income forecast. Previous reports have referred to a potential transfer of financial responsibility for a number of clients currently funded by Health. Senior Officers from both organisations have agreed to resolve this impasse by engaging an independent and experienced senior officer who will review these cases. At the same time all procedural arrangements between LBH and Health will be reviewed which will ensure that future decisions are soundly based. However until this is resolved the worst case full year liability remains at £2m and although it is difficult at this stage to establish the exact liability relating to the current financial year, a firm estimate will have been established for accrual purposes..
9. The forecast therefore does not include any allowance for this but does assume that the £1,250k corporate contingency held for Mental Health Services is received thereby reducing the pressure from £1,903k to the £653k reported.

### **Housing Benefits: £760k favourable (no change)**

10. This service is currently forecasting a £760k favourable outturn on a gross budget of £138m which is primarily based on the favourable outcome of the external audit of the £150.6m claim relating to 2009/10.

### **Housing Need Services: £89k favourable (no change)**

11. Previous reports have referred to management action being taken to mitigate early year pressures which have proved to be successful and as a result are continuing in view of the overall pressure on the department's budget.

**Other ASCH&H Services: £493k favourable (£8k improvement)**

12. The primary reason for this favourable variance relates to the in-year action plan on recruitment and a reduced use of agency staff which in itself continues to be critically reviewed on an on-going basis to further reduce expenditure.

**Contingent Items: Gross Pressure £4,350k (no change)**

13. The Authority's 2010/11 contingent budget contains provision for areas of expenditure or income for which there is a greater degree of uncertainty. The net position after the application of the contingency is shown in the table below.

Division of Service	Gross Pressure Month 11	Gross Pressure Month 10	Change from Month 10	Contingency	Net Pressure
Increase in Transitional Children	2,300	2,300	0	2,300	0
Social Care Pressures	800	800	0	800	0
Homelessness Budget - Reduction in DWP Funding	800	800	0	800	0
Increase in Mental Health Packages	450	450	0	450	0
<b>ASCH+H – Total</b>	<b>4,350</b>	<b>4,350</b>	<b>0</b>	<b>4,350</b>	<b>0</b>

**Housing Revenue Account (HRA)**

14. This service is currently forecasting a favourable outturn of £3,004k; an improvement of £406k from the Month 10 position as set out in the table below.

2010/11 Current Budget (as at Month 11) £000	Division of Service	Variance (as at Month 11) £000	Variance (as at Month 10) £000	Change from Month 10 £000
+15,487	General and Special Services	-1,483	-1,490	+7
+10,853	Repairs Services	0	0	0
+11,040	Subsidy Payment to Government	+273	+273	0
+9,746	Capital Funded from Revenue (RCCO)	-1,093	-700	-393
+4,314	Other Expenditure	-707	-700	-7
-53,330	Income	+6	+19	-13
<b>-1,890</b>	<b>In Year (Surplus) / Deficit</b>	<b>-3,004</b>	<b>-2,598</b>	<b>-406</b>

15. The main reason for the movement is a £393k favourable variation for Capital Funded from Revenue. Within the context of a budget of over £10m this represents less than 4% and is due to delays in tenders for contract and extended consultations with leaseholders on works affecting their properties.

## Planning Environment and Community Services (PECS)

Revenue: **£190k (£20 favourable)**

1. At Month 11, the Group is forecasting an adverse variance of £190k an improvement of £20k from month 10. The forecast variances are expressed net of any contingency provisions, which are detailed within the report.

Services		2010/11 as at Month 11		% Var of budget	Variances (+ adv/- fav)		
		Current Budget	Current Forecast		Variance (As at Month 11)	Variance (As at Month 10)	Change from Month 10
		£'000	£'000		£'000	£'000	£'000
Corporate Landlord	<i>Exp</i>	37,624	37,687	0%	55	55	0
	<i>Inc</i>	-22,275	-21,735	-2%	540	540	0
	<b>Total</b>	<b>15,349</b>	<b>15,952</b>	4%	<b>595</b>	<b>595</b>	<b>0</b>
Public Safety & Environment	<i>Exp</i>	47,048	47,311	-1%	-245	-295	50
	<i>Inc</i>	-17,129	-18,202	1%	-160	-90	-70
	<b>Total</b>	<b>29,918</b>	<b>29,109</b>	-1%	<b>-405</b>	<b>-385</b>	<b>-20</b>
Planning, Trading Standards & Environmental Protection	<i>Exp</i>	5,046	5,047	0%	0	0	0
	<i>Inc</i>	-2,005	-2,005	0%	0	0	0
	<b>Total</b>	<b>3,041</b>	<b>3,042</b>	0%	<b>0</b>	<b>0</b>	<b>0</b>
Transportation & Planning Policy	<i>Exp</i>	4,408	4,389	0%	0	0	0
	<i>Inc</i>	-2,163	-2,143	0%	0	0	0
	<b>Total</b>	<b>2,244</b>	<b>2,245</b>	0%	<b>0</b>	<b>0</b>	<b>0</b>
Total Expenditure		<b>94,125</b>	<b>94,434</b>	0%	<b>-190</b>	<b>-240</b>	<b>50</b>
Total Income		<b>-43,573</b>	<b>-44,085</b>	-1%	<b>380</b>	<b>450</b>	<b>-70</b>
		<b>50,552</b>	<b>50,348</b>	0%	<b>190</b>	<b>210</b>	<b>-20</b>

Exceptional Items: **Gross Pressure £678k (£81k adverse)**

2. The table below shows those items that have been considered as exceptional due to the downturn in the economy.

Division of Service	Gross Pressure Month 11	Gross Pressure Month 10	Movement Month 10 to 11	Contingency	Net Pressure
Development Control	421	340	81	310	111
Commercial Property Rental	166	166	0	0	166
Golf Stockley Park	91	91	0	0	91
<b>P&amp;CS – Total</b>	<b>678</b>	<b>597</b>	<b>81</b>	<b>310</b>	<b>368</b>

3. The forecast for Development Control income is a gross pressure of £421k, the net position after the application of the contingency is an adverse variance of £111k.
4. The forecast position for Development Control Income shows a reduction in the forecast from Month 10. This is due to 2 expected major application fees dropping out of the forecast for 2010/11. Minor and Other applications have both shown positive trends over the last quarter of 2009/10 and this has initially continued in the first 3 months of 2010/11 but has fallen back over the remainder of the year. Minor applications are at 90% (month 10 91%) of the 4 years average, and other applications are at 94% (month 10 93%), compared to the 4 year average.
5. There is an ongoing pressure on income streams from commercial properties of £166k, due to a number of vacant tenancies in the Warnford Industrial Estate (£136k including bad debt provisions), 192 High Street, where premises have remained vacant (£16k) and a vacant unit in the Uxbridge Market (£14k). There has been little movement on these service areas during the year, with the pressures considered to be influenced by the uncertain economic situation.
6. The lease for Stockley Park Golf course has been reassigned to a new operator as of the beginning of October 2010. This was a result of the previous operator UK Golf going into administration earlier in the year. The current year impact is a pressure of £22k that relates to a part year reduced income level for the remaining 6 months of 2010/11. There was also a write off agreed via the Month 7 Budget Monitoring report to Cabinet for the outstanding rent of £69k relating to UK Golf. These 2 figures combine to give the full exceptional cost of £91k.

**Contingent Items: Gross Pressure £2,090k**

7. The Authority's 2010/11 contingent budget contains provision for areas of expenditure or income for which there is a greater degree of uncertainty. The net position after the application of the contingency is shown in the table below.

Division of Service	Gross Pressure Month 11	Gross Pressure Month 10	Movement Month 10 to Month 11	Contingency	Net Pressure
Waste Disposal Levy	1,528	1,528	0	1,528	0
Recycling Services	150	150	0	150	0
Vehicle Fuel	150	150	0	80	70
Golf	262	262	0	262	0
<b>P&amp;CS – Total</b>	<b>2,090</b>	<b>2,090</b>	<b>0</b>	<b>2,020</b>	<b>70</b>

8. The Council's 2010/11 contingent budget contains sums relating to the Waste Disposal Levy, cost pressures on Recycling Services and Vehicle Fuel which impact on the PECS Group position. The Waste Disposal Levy was formally set by West London Waste Authority at the end of January 2010. The contingency contains the last two years' increases in the levy, and the gross pressure reflects the actual requirement based on the levy notification received in February 2010.
9. The forecast position for Vehicle Fuel Pressure is a pressure of £70k on the level set in the contingency and is a result of the recent price increases. The bulk diesel purchase price has shown an increase since the beginning of October, after having been relatively stable for the first six months of the year. In January and February the price has risen to £1.09 per litre, indications are that this is increasing further with the latest prices at £1.14 in March.



10. Although it is difficult to be precise about the extent of any further increase, the evidence of the recent price increases, plus the current industry commentaries suggest a worsening position. The latest projections of fuel spend are consistent with a £70k pressure over and above the contingency provision of £80k.

**Corporate Landlord: £595k pressure (no change)**

11. Fleet Management continues to report a pressure of £195k. The pressure areas continue to maintenance and lease costs, relating to the increasing age of the fleet. A service wide review of “transport needs” i.e. being undertaken, with the current focus on vehicle procurement requirements and options. A number of business cases for vehicle replacement have been produced and are currently under consideration.

12. Corporate Facilities and Property are reporting a series of ongoing pressures that total £340k. These are listed below.

- There is a projected shortfall of £72k on income from the hire of the Middlesex Suite, due to a general slow down in demand set against a challenging income target. The marketing of this service has been reviewed and updated, in anticipation that this could have a positive impact on the income levels.
- There is an anticipated shortfall of £81k on income from schools buy back of Facilities Management (FM) services, due to schools opting to procure services directly rather than through the FM Team. In order to try and address this position efforts continue to be made to raise awareness of the service offer, including activities such as visits to schools.
- There is a pressure of £28k on the cost of maintaining and keeping secure surplus properties prior to their disposal.
- There is a pressure on the Harlington Road depot of £159k. This chiefly relates to a reduction in the intensity of usage. This is due to the movement of some Council services to the Civic Centre, together with the loss of Hillingdon Homes contributions for space occupation at the depot and use of the Stores facility. A number of space rationalisation measures have been implemented, such as Block A being decommissioned during November, resulting in some minor savings on rates and utilities. Further rationalisation and income generation possibilities are also being examined, in order to mitigate the position.

**Off-Street Parking: Nil variance (no change)**

13. The reduced levels of Car Park income experienced during 2009/10 continued into the first half of 2010/11, with the economic climate considered to be a significant factor. The 3<sup>rd</sup> quarter has suggested a more positive trend, however the adverse weather over the Christmas period is considered to have reduced the usual seasonal boost. Although there has been some recovery in February of the income from the surface car parks, in order to achieve a nil variance it has been assumed that management action can be undertaken to reduce expenditure that will be sufficient to offset the anticipated income reduction. This position also factors in the funding of the free parking costs estimated at £38k for the Christmas period, which was agreed at February Cabinet, and assumes that there will be some recovery in income levels in the final quarter of 2010/11.

**Leisure: £60k Pressure (no change)**

14. The service is reporting a £71k pressure due to the impact of the late opening of Botwell on the GLL management fee together with the associated delay in closing Hayes Pool, and a £9k pressure resulting from the need to pay security costs to undertake enforcement at car parks. This is being mitigated to a limited extent by savings in other budgets to achieve a net £60k pressure.
15. The Golf budgets were set to match the contracted income levels from Mack Trading, the contingency of £262k was set on the basis of the difference between the original budgeted income from Golf prior to the current arrangements. This budget is still required and will need to be allocated to the service, to ensure a balanced position. The Operator has recently requested a rent reduction, this request was rejected and the position therefore reflects full achievement of income.
16. The operator for the Gym at Minet has formally requested a reduction in its annual rent from £200k to £100k backdated to September 2009. The operator has been struggling to achieve its original projections for membership growth against the economic backdrop and increased competition from Botwell. This request has been rejected, and the position therefore reflects full achievement of this income.

**Public Safety & Environment: £405k favourable (£20k favourable)**

**Waste Services: £360k favourable (£20k favourable)**

17. Street Cleansing: The month 11 forecast is a £60k adverse expenditure variance which represents no change on the month 10 position.
18. Recycling Costs: At month 11 forecast is consistent with previous months and can be covered by release of the £150k recycling services contingency. There continues to be a positive trend in recycling rates which pressures the variable elements of the budget, particularly Gate Fees and recycling bags. The income trends for recyclable materials and the green waste rebates are similar to the previous financial year, with the COWSLOPS (organic waste) rebate currently slightly ahead of budget.
19. Waste Disposal: The gross pressure of £1,528k reflects that the increase in the 2009/10 and 2010/11 waste levy that has now been confirmed by West London Waste Authority (WLWA) and is currently held in contingency. The Section 52(9) budget was reset for the new financial year as part of the Levy process and therefore reflects the reduced tonnages experienced during 2009/10. There has been a recovery in residual waste tonnages since September, though with some seasonal variation. A continuation of this trend into the final quarter with confirmation of the January tonnages and provisional February tonnages, gives a forecast pressure of £100k. This represents a £50k adverse movement from month 10.
20. Trade Waste: Income streams continue to be relatively robust for Trade Waste. A favourable income variance of £200k is now forecast, an improvement of £70k from month 10. The latest position on aged debt continues to suggest that the existing levels of bad debt provision will be sufficient to meet most of the anticipated write-offs. The need for any further bad debt provision will be the key influence on the final outturn position for this service, but the current forecast allows for an increase, which is anticipated given the economic climate.
21. Civic Amenity Sites: The income levels at New Years Green Lane which dipped during December and January and have improved in February, and the income variance is now

forecast at of £20k. While the metal prices have remained buoyant the position reflects a reduction in activity which could be partly attributable to the adverse weather in December. This position allows for a pressure resulting from a backdated NNDR revaluation.

22. There is a £300k underspend being reported against waste and recycling initiatives which is currently offsetting variances elsewhere in the Directorate.

**Community Safety: £45k Underspend (no change)**

23. The underspend represents a saving on staffing due to maternity and sabbatical leave (£18k), and a saving on the Police ASB team, due to a favourable variance on pay costs (£27k).

**Arts Service: Nil Variance (no change)**

24. Across the service the income pressures are now forecast to be up to £45k, and it is anticipated will be compensated for from Arts expenditure budgets.

## Education and Children Services (E&CS)

### Revenue: £448k underspend (£160k improvement)

1. The Group is projecting an underspend of £448k as at Month 11, an improvement of £160k from Month 10. This excludes the overall pressure on asylum funding and the cost of exhausted all appeals cases which are reported under exceptional items elsewhere in this report.
2. The projected variances at Month 11 are summarised in the following table:

		2010/11 (As at Month11)		% Var of budget	Variances (+ adv/- fav)		
		Current Budget	Current Forecast		Variance (As at Month11)	Variance (As at Month10)	Change from Month 10
		£'000	£'000		£'000	£'000	£'000
Schools & Central DSG	<i>Exp</i>	228,508	228,508	0%	0	0	0
	<i>Inc</i>	-227,198	-227,198	0%	0	0	0
	<b>Total</b>	<b>1,310</b>	<b>1,310</b>		<b>0</b>	<b>0</b>	<b>0</b>
Resource, Policy & Performance	<i>Exp</i>	4,123	3,948	1%	-175	-38	-137
	<i>Inc</i>	-2,174	-2,263	4%	-89	-89	0
	<b>Total</b>	<b>1,949</b>	<b>1,685</b>		<b>-264</b>	<b>-127</b>	<b>-137</b>
ECS Central Budget	<i>Exp</i>	19,355	19,225	1%	-130	-130	0
	<i>Inc</i>	-3,546	-3,546	0%	0	0	0
	<b>Total</b>	<b>15,809</b>	<b>15,679</b>		<b>-130</b>	<b>-130</b>	<b>0</b>
Learning & School Effectiveness	<i>Exp</i>	19,971	20,641	3%	+670	+693	-23
	<i>Inc</i>	-14,907	-15,062	1%	-155	-155	0
	<b>Total</b>	<b>5,064</b>	<b>5,579</b>		<b>+515</b>	<b>+538</b>	<b>-23</b>
Director's, Youth & Connexions	<i>Exp</i>	8,969	8,799	2%	-170	-170	0
	<i>Inc</i>	-1,010	-990	2%	+20	+20	0
	<b>Total</b>	<b>7,959</b>	<b>7,809</b>		<b>-150</b>	<b>-150</b>	<b>0</b>
Access & Inclusion – Children	<i>Exp</i>	5,544	5,234	8%	-310	-448	+138
	<i>Inc</i>	-2,211	-2,182	1%	+29	+29	0
	<b>Total</b>	<b>3,333</b>	<b>3,052</b>		<b>-281</b>	<b>-419</b>	<b>+138</b>
Children & Families Services	<i>Exp</i>	28,541	27,943	3%	-598	-460	-138
	<i>Inc</i>	-3,678	-3,218	11%	+460	+460	0
	<b>Total</b>	<b>24,863</b>	<b>24,498</b>		<b>-138</b>	<b>0</b>	<b>-138</b>
Recovery Plan Savings			0		0	0	0
<b>Total Exp</b>		<b>315,011</b>	<b>314,298</b>	<b>0%</b>	<b>-713</b>	<b>-553</b>	<b>-160</b>
<b>Total Inc</b>		<b>-254,724</b>	<b>-254,459</b>	<b>0%</b>	<b>+265</b>	<b>+265</b>	<b>0</b>
<b>Total</b>		<b>60,287</b>	<b>59,839</b>		<b>-448</b>	<b>-288</b>	<b>-160</b>

### Schools: Nil variance (no change)

3. The Schools Budget is ring fenced and funded from the DSG. Schools' payroll and non-payroll expenditure is monitored quarterly with any forecast year-end deficits being the subject of detailed discussions with the schools concerned. Schools forecasting deficits are required to supply recovery plans identifying how they intend to eliminate their deficit, but these do not affect the General Fund.

4. Any underspend or overspend of the Schools Budget in 2010-11 would be carried forward into 2011-12 and would have no effect on the General Fund.

**Resources, Policy & Performance: £264k Underspend (£137k improvement)**

5. The service is projecting an underspend of £264k, an improvement of £137k. The Research and Stats team is projecting a £118k improvement from the following areas: Payment of £30k to School Improvement Services for provision of IT expertise support will not be needed, £52k efficiency savings from non-staffing budgets and £36k savings from staffing budget from directors support.
6. There is a further £19k saving within Organisation & Resources due to delays in recruiting to a vacant post and commissioning surveys put on hold until next financial year.

**ECS Central Budget: £130k Underspend (No change)**

7. There has been no major change to the position reported within the ECS central budget.

**Learning & School Effectiveness: £515k Pressure (£23k improvement)**

8. The service is projecting an overspend of £515k, an improvement of £23k due to additional income from Barra Hall room hire & rental.

**Director's, Youth & Connexions: £150k Underspend (No change)**

9. There has been no major change to the position reported within these areas.

**Access & Inclusion – Children: £281k Underspend (£138k Adverse movement)**

10. There is an adverse movement of £138k from the figure reported at Month 10 due to a switch in the reallocation of Surestart grant to a base budget that falls within the Children and Families area. The Children and Families area shows a corresponding improvement so there is no net change as a result of this adjustment.

**Children and Families: £138k underspend (£138k improvement)**

11. The Children & Families reporting an improved position for month 11. This improvement is explained in the preceding paragraph.
12. The planned in-year savings linked to BID projects, Placements Review and the Recruitment & Retention Strategy implemented by the management group has successfully achieved savings to offset the previously reported pressure of £320k arising from activities due to the Southwark Judgement
13. There has been a great deal of work undertaken by the Children and Families Service to reduce the placement costs. This is achieved by ensuring that high cost care packages such as Residential and Secure Accommodation are reviewed regularly and alternatives identified for these children and young people i.e. more cost effective in-house, residential and foster care services. The main factor which is uncertain is DSG education income which ceases when the child reaches statutory school education.
14. The savings were also achieved through earlier than anticipated permanent recruitment to Social Work posts within the Assessment and Care Management team. In addition, the Family Support

Service, the Child Protection Service, In-House Fostering Services and the Other Care Services are reporting improved positions.

**Contingent Items: Asylum Service: Gross pressure £941k (£510k improvement)**

- 15. The Asylum service is reporting a gross pressure of £941k, an improvement of £510k from Month 10.
- 16. Following negotiations with Council officers, the Council has received an improved asylum funding offer from UKBA for 2009/10 of £510k to partly offset the transition to the new funding regime. A similar offer to fund 50% of the shortfall for the first 6 months of 2011/12 has also been received, the value of this is will be finalised on completion of the grant claim.

Division of Service	Gross Pressure Month11	Gross Pressure Month10	Change from Month10	Contingency	Net Pressure
Asylum Services	941	1,451	-510	1,210	-269
<b>E &amp;CS – Total</b>	<b>941</b>	<b>1,451</b>	<b>-510</b>	<b>1,210</b>	<b>-269</b>

- 17. The current reported pressure for Exhausted All Appeals and ineligible clients' amounts to £840k which includes £55k for Naturalised clients.

## Central Services

Revenue: **£729k underspend (no change)**

1. The forecast position for the central services revenue budget as at Month 11 is an underspend of £729k, no change on the Month 10 projections. The following table summarises the overall position for Central Services.

Service		2010/11 (As at Month 11)		% Var of budget	Variances (+ adv/- fav)		
		Current Budget	Forecast		Variance (As at Month 11) £'000	Variance (As at Month 10) £'000	Change from Month 10 £'000
		£'000	£'000				
Central Services	<i>Exp</i>	35,798	35,348	-1.26%	-450	-514	+64
	<i>Inc</i>	-21,592	-21,871	-1.29%	-279	-215	-64
<b>Central Services Total</b>	<b>Total</b>	<b>14,206</b>	<b>13,477</b>	<b>-5.13%</b>	<b>-729</b>	<b>-729</b>	<b>0</b>

## Expenditure

2. The underspend of £450k on expenditure budgets relates to a number of underspends, totalling £1,392k, netted down by overspends totalling £942k, which are as follows:

### **Underspends**

- An underspend of £649k on staffing costs across the service, where a number of posts have been held vacant and where staffing structures have been reviewed as part of the BID Review process ( Policy and Performance £193k, ICT Services £124k, SEN Transport £110k, Bereavement Services £97k, Corporate Communications £59k, Finance and Procurement Services £56k, Human Resources £48k and Legal Services £21k, netted down by a pressure of £59k in Democratic Services).
- An underspend of £372k on non staffing costs across the group due to having a freeze on all non essential expenditure (Bereavement Services £202k, ICT Services £186k, Human Resources £52k and Policy and Performance £43k, netted down by an overspend of £72k in the Imported Food Unit and £39k in Legal Services)
- An overachievement of the in year savings target by £79k, which was identified as part of the Expenditure Review.
- An underspend of £62k on Community Cohesion, following an in-depth review of all expenditure requirements.
- An underspend of £57k on Members' Allowances where the budget provision is £57k in excess of the projected cost for the current administration.
- An underspend of £42k on the cost of printing in the Communications team.
- An underspend of £40k on the cost of Audit fees, due to the cessation of the CAA Audit
- An underspend of £40k on training costs following a review of training courses.
- A surplus of £29k relating to the Childcare Tax Credit Scheme.
- An underspend of £22k on the Voluntary Sector Grants budget, where the grants budget is £47k in excess of the grants that have been awarded, netted down by an additional cost of £25k on Christmas Lights in Town Centres.

### **Overspends**

- An overspend of £413k on SEN Transport, due to an historical increase in the number of SEN children requiring transport.
- An overspend of £317k based on known and estimated redundancy costs.

- An overspend of £113k on ICT Licence and software payments.
- An additional cost of £71k relating to the investment in key HR systems to support the delivery of future savings.
- An overspend of £28k on Postage costs across Accounting Services.

## Income

3. The surplus of £279k on income streams relates to an over recovery of income totalling £604k, netted down by a shortfall of £325k, which are as follows:

### **Over Recovery**

- An over recovery of £258k in the Imported Food Unit, following the introduction of new requirements.
- One off income from external sources totalling £258k (including the write on of Credit Balances in the Revenues service and a review of Insurance costs and provisions).
- An over recovery of £59k on Nationality Checking, Citizenship and Registration of Births, Deaths and Marriages.
- An over recovery of £29k from schools purchasing the Occupational Health Service.
- Additional Income from schools and Housing Associations of £12k.

### **Shortfall**

- An under recovery of £201k on Passenger and SEN Transport Services Income, following a reduction in the number of routes and clients supported.
- A projected shortfall of £55k in Legal services relating to services provided to Hillingdon Homes.
- Under-recovery of income from the Hillingdon Business forum and Uxbridge Town Centre of £24k
- A shortfall in the Hillingdon People income of £21k due to a downturn in the number of requests for advertising space, both internally and externally.
- An under recovery of £17k on Building Control Income.
- A shortfall of £7k on the buy back of Payroll services by schools, where three schools have decided not to renew their contract this year.

## **Contingency Items**

4. The Corporate Contingency holds a number of budgets relating to exceptional items linked to the downturn in the economy which has severely impacted the housing market and has continued to depress a number of income streams. The net position after the application of the contingency is shown in the table below.

<b>Contingent Item</b>	<b>Gross Pressure Month 11 £'000</b>	<b>Gross Pressure Month 10 £'000</b>	<b>Movement Month 11 to 10 £'000</b>	<b>Contingency £'000</b>	<b>Net Pressure £'000</b>
Building Control	41	32	+9	135	-94
Land Charges	715	715	0	715	0
Self Insurance Fund	420	420	0	420	0
<b>Total</b>	<b>1,167</b>	<b>1,176</b>	<b>+9</b>	<b>1,270</b>	<b>-94</b>



**Building Control Income: £41k Pressure (£9k adverse)**

5. The forecast for Building Control income is a gross pressure of £173k, however, a large proportion of this can be offset by an underspend on the salary and non-salary budgets of £132k, which would require only £41k being drawn down from the contingency.

**Land Charges: £715k Gross Pressure (no change)**

6. Land charge income has moved to a cost recovery basis due to statutory changes in regulations enacted in December 2008. Based on this, the projected shortfall on income is estimated to be £766k. However, due to the underspend across Finance & Business Services, the draw down from the contingency will be £715k, the remaining balance of £51k will be absorbed within the main revenue budget. This also includes the further impact of the Ministry of Justice (MOJ) decision to revoke the charging of a fee for personal searches, where the instruction from the MOJ came into force on 17<sup>th</sup> August 2010, and will be backdated to when the Environment Information Regulations came into force in January 2005.

**Self Insurance Fund: £420k Gross Pressure (no change)**

7. The Corporate Risk Contingency holds a budget of £420k to cover the costs of insurance claims, where the Council is liable for the excess, which varies depending on the type of insurance, but in the main stands at £100k. Based on current projections this contingency sum will be fully required to cover the costs of the excess payments made in 2010/11.

## Capital Programme

### Adult Social Care, Health and Housing (ASCH&H)

**HRA: £1,244k Variance (Month 10 - £751k variance)**

1. A summary of the programme for HRA is shown below :

Capital Schemes 2010/11	Original Budget £' 000	Revised Budget £' 000	Budget Released Y/N	Capital Spend Month 11 £' 000	Actual % of Revised Budget %	Forecast Outturn £' 000	Variance £' 000
Capital Works to Stock	10,000	9,179	Y	5,512	60%	8,786	-393
HRA - New Build - HRA Pipeline Sites Phase 1	7,508	5,100	Y	4,515	89%	4,700	-400
HRA - New Build - Extra Care Sites Phase 1 (Triscott House)	3,430	2,100	Y	1,598	76%	2,000	-100
HRA - New Build - LD Sites Phase 1	0	100	Y	0	0%	0	-100
HRA - New Build - HRA Pipeline Sites Phase 2	0	191	Y	0	0%	40	-151
Cash Incentive Scheme	150	0	Y	0	0%	0	0
HRA - Estates Improvements	1,280	1,002	Y	679	68%	902	-100
Other Projects	200	0	N	0	0%	0	0
<b>HRA – Total</b>	<b>22,568</b>	<b>17,672</b>		<b>12,304</b>	<b>70%</b>	<b>16,428</b>	<b>-1,244</b>

2. Forecast outturn for Works to Stock has been reduced by £363k to reflect delays in tender awards, extended leaseholder consultation, site access and scoping issues. Given the level of expenditure at Month 11, there remains a significant risk that a number of other projects currently underway will also slip into 2011/12 and significantly reduce outturn on this programme of works.
3. There have been some minor changes to phasing on Pipeline projects since Month 10, with works on Learning Development Sites now expected to commence in 2011/12.

## Adult Social Care, Health and Housing: £187k Variance (Month 10 - £27k Pressure)

4. A summary of the programme for Adult Social Care, Health and Housing is shown below :

Capital Schemes 2010/11	Original Budget £' 000	Revised Budget £' 000	Budget Released Y/N	Capital Spend Month 11 £' 000	Actual % of Revised Budget %	Forecast Outturn £' 000	Variance £' 000
PSRSG for WL Empty Property Grant	1,100	900	Part	468	52%	579	-321
Mental Health – Mead House	114	250	Y	162	65%	250	0
Disabled Facilities Grants	3,000	2,577	Y	2,131	83%	2,710	133
Private Sector Renewal Grants	450	430	Y	278	65%	430	0
Colne Park Caravan Sites	296	230	Y	226	98%	231	1
<b>ASC,H&amp;H – Total</b>	<b>4,960</b>	<b>4,387</b>		<b>3,265</b>	<b>362%</b>	<b>4,200</b>	<b>-187</b>

5. £321k of externally funded expenditure on Empty Property grants previously expected to take place in the current year is to be rephased into 2011/12. Levels of external funding are not affected by this rephasing and can be carried utilised in the new financial year.
6. An additional £50k of Disabled Facilities Grants is expected to be awarded in the current financial year, increasing forecast outturn to £2,710k. Council Resources are to fund £1,061k of this programme, which remains with the original budget agreed by Council in February 2010.

## Education and Children's Services: £991k Variance (Month 9 - £915k variance)

Capital Schemes 2010/11	Original Budget £' 000	Revised Budget £' 000	Budget Released Y/N	Capital Spend Month 11 £' 000	Actual % of Revised Budget %	Forecast Outturn £' 000	Variance £' 000
<b>100% Grant/Externally Funded</b>							
Early Years Foundation Stage – Surestart	1,169	70	0	70	100%	70	0
Extended Schools	251	485	Y	307	63%	322	-163
Formula Capital Devolved to Schools	3,876	4,894	N/A	3,284	67%	4,894	0
Guru Nanak - Expansion 2010	5,710	4,295	Y	4,294	100%	4,295	0
Pathfinder (Playgrounds)	598	338	Part	338	100%	338	0
Pinkwell	0	189	Y	0	0%	30	-159
Primary School Expansions – Minor Works	1,942	44	Y	0	0%	25	-19
Primary School Expansions – Unallocated	5,150	0	Y	0	0%	0	0
Rosedale College S106 – only	0	26	N	0	0%	0	-26
School travel Plans	0	101	Y	78	77%	101	0
Schools Kitchens	4,928	2,285	Part	1,668	73%	1,785	-500
Specialist Schools	0	62	Y	60	97%	62	0
Surestart - AHDC short breaks	365	41	Y	10	24%	41	0
Vehicle Workshops - West Drayton Young People's Centre	0	40	N/A	0	0%	0	-40
Investment in Young People's Facilities	167	84	Part	0	0%	0	-84
Island U - Virtual School Project	0	60	N	0	0%	0	-60
<b>Total 100% Grant/Externally Funded</b>	<b>24,156</b>	<b>13,014</b>	<b>0</b>	<b>10,109</b>	<b>78%</b>	<b>11,963</b>	<b>-1,051</b>
<b>Non Grant Funded</b>							
Expansion Haydon	0	14	Y	0	0%	14	0
Urgent Building Condition Projects (Modernisation)	1,985	2,124	Part	1,696	80%	2,124	0
School Places Provision (Basic Needs)	0	92	Part	57	62%	92	0
Building Schools for the 21st Century	1,000	0	0	0	0%	0	0
Schools Access Programme	100	150	Part	152	101%	210	60
<b>Total 100% Non Grant Funded</b>	<b>3,085</b>	<b>2,380</b>		<b>1,905</b>	<b>80%</b>	<b>2,440</b>	<b>60</b>
<b>E&amp;CS – Total</b>	<b>27,241</b>	<b>15,394</b>		<b>12,014</b>	<b>78%</b>	<b>14,403</b>	<b>-991</b>

- Capital expenditure at Month 11 does not include Q4 schools expenditure, which is expected to amount to approximately £2,000k and meet outturn forecasts included above for devolved capital budgets.
- Forecast outturn on the IslandU – Virtual School Project has been reduced to reflect rephasing of this project into early 2011/12. This project is intended to be fully funded from a ring fenced DfE grant; however this would become repayable if not fully spent by 31 August 2011.

**Planning, Environment and Community Services: £2,040k Variance (Month 9 - £1,521k variance)**

Capital Schemes 2010/11	Original Budget £' 000	Revised Budget £' 000	Budget Released Y/N	Capital Spend Month 10 £' 000	Actual % of Revised Budget %	Forecast Outturn £' 000	Variance £' 000
<b>Grant/Externally Funded</b>							
S106/S278 Schemes	0	535	Part	462	86%	496	-39
Safer Stronger Communities Fund	50	50	Y	50	100%	50	0
Botwell Multi Use Games Area	100	242	Part	228	94%	242	0
BSP funded by Transport for London	4,000	3,824	Part	683	18%	3,646	-178
<b>Total Grant/Externally Funded</b>	<b>4,150</b>	<b>4,651</b>		<b>1,423</b>	<b>31%</b>	<b>4,434</b>	<b>-217</b>
<b>Other</b>							<b>0</b>
Winston Churchill Hall Refurbishment	430	430	Y	2	0%	50	-380
Manor Farm Stables Development	371	451	Y	2	0%	50	-401
Willow Tree Centre	300	0	N	0		0	0
William Byrd Pool	250	0	N	0		0	0
North Hillingdon Adult Education Centre Roof Replacement	155	78	Y	68	87%	78	0
Manor Farm	0	55	Y	1		55	0
Property Works Programme	500	500	Part	29	6%	495	-5
Property Works Programme Contingency	0	0	N	5		5	5
Youth Offending Team consolidation into Link 1A / cashiers	0	30	Y	9	30%	30	0
Civic Centre Security Improvements	0	107	Y	52	49%	107	0
Civic Centre Works	1,590	1,290	Part	335	26%	1,075	-215
Libraries Refurbishment	622	1,037	Y	474	46%	887	-150
Harmondsworth Dog Free Mini Football Area	0	5	Y	0	0%	5	0
Ruislip Lido Toilets	0	302	Y	284	94%	302	0
CCTV Programme	230	0	N	0	#DIV/0!	0	0
Chrysalis Programme	1,000	915	Y	348	38%	800	-115
Highways Improvements	1,100	1,100	Y	844	77%	1,100	0
Highways Localities Programme	258	258	Y	1	0%	258	0
Road Safety	250	114	Y	28	25%	70	-44
Street Lighting	300	300	Y	52	17%	150	-150
Town Centre Initiative	525	525	N	108	21%	200	-325
Purchase of Vehicles	0	471	Y	482	102%	482	11
Environmental Assets	2,000	100	Part	0	0%	50	-50
Fassnidge Park adiZone	0	148	Y	144	97%	144	-4
<b>Total Other</b>	<b>9,881</b>	<b>8,216</b>		<b>3,268</b>	<b>40%</b>	<b>6,393</b>	<b>-1,823</b>
<b>PE&amp;CS – Total</b>	<b>14,031</b>	<b>12,867</b>		<b>4,691</b>	<b>36%</b>	<b>10,827</b>	<b>-2,040</b>

9. The forecast outturn position on the Civic Centre Works and Town Centre Initiative budgets have been reduced by £215k and £325k respectively to reflect projects which are not to be undertaken in 2010/11, leading to a reduced call on Council Resources and associated on-going revenue savings.

10. Forecast outturn on Chrysalis projects has been reduced to reflect savings on a number of projects, in addition to rephasing part of the Yiewsley MUGA project into 2011/12 following

delays in the appointment of contractors.

## Major Construction Projects: £5,501k Variance in 2010/11 (Month 10 - £3,878k Variance)

Capital Schemes 2010/11	Revised Budget	Budget Released	Capital Spend Month 10	Actual % of Revised Budget	Forecast Outturn 2010/11	Forecast Outturn 2011/12 onwards	Forecast Variance 2010/11	Forecast Variance Total Project
	£' 000	Y/N	£' 000	%	£' 000	£' 000	£' 000	£' 000
<b>Planning, Environment and Community Services</b>								
Arundel Road Development HIP	18	Part	3	17%	18	2,000	0	0
Botwell Green (including Gymnastics Centre )	627	Y	1,995	318%	2,934	286	+2,307	+2,593
Brookfield – Second Floor	15	Y	10	67%	15	0	0	0
Farm Barns	320	Y	9	3%	178	297	-142	0
South Ruislip Development	1,400	Part	342	24%	600	7,019	-800	0
Highgrove Pool Phase II	300	Y	7	2%	300	3,800	0	0
Hayes End Library Development	600	Part	116	19%	145	2,455	-455	0
Hillingdon Sports and Leisure Centre	1,266	Y	490	39%	516	750	-750	0
Minet Cycle Club	339	Y	337	99%	339	10	0	0
New Years Green Lane Civic Amenity Site	1,900	Part	95	5%	200	3,273	-1,700	0
Queensmead Fitness Centre Refurbishment	28	Y	25	89%	28	0	0	0
<b>Education and Children's Services</b>								
Children's Centres – Phase 2	701	Y	526	75%	669	0	-32	-32
Children's Centres – Phase 3	4,109	Y	2,170	53%	3,545	564	-564	0
Glebe Primary School	31	Y	2	6%	31	0	0	0
Heathrow Primary	18	Y	2	11%	18	0	0	0
Longmead - Laurel Lane	1,612	Y	1,026	64%	1,542	0	-70	-70
Merrifields fit out for short breaks	389	Y	358	92%	389	0	0	0
New Young People's Centre	1,726	Y	1,236	72%	1,615	111	-111	0
Pinkwell New Classrooms	304	Y	195	64%	304	0	0	0
Pinkwell School Hall	478	Y	491	103%	478	0	0	0
Primary School Expansions	4,658	Y	1,215	26%	1,571	3,087	-3,087	0
Ruislip High School - Construction	273	Y	268	98%	273	0	0	0
Ruislip High School - Expansion	150	Y	4	3%	125	1,375	-25	0
Targeted Capital - Oak Farm	44	Y	26	59%	44	0	0	0
Targeted Capital - Uxbridge High	32	Y	29	91%	32	0	0	0
<b>Finance &amp; Resources</b>								
Hillingdon Cemetery & Chapel - Insurance work	264	Insurance	60	23%	192	92	-72	+20
<b>Council Wide</b>								
Project QS support	34	N/A	34	100%	34	0	0	0
Major Construction Project Fees	0	N/A	0	0%	0	0	0	0
<b>Major Construction Projects – Total</b>	<b>21,636</b>		<b>11,071</b>	<b>51%</b>	<b>16,135</b>	<b>25,119</b>	<b>-5,501</b>	<b>2,511</b>

11. Year to date expenditure on MCP Projects of £11,071k includes £628k of fees for nine months, contributing towards the cost of architects, design and project management costs. Full year outturn on these fees is anticipated to be £838k, of which £339k is to be funded from Council Resources.

12. Expenditure profiles on a number of Major Construction Projects have been reviewed in preparation for year end and current year outturns reduced on Farm Barns (£172k), Hayes End Library Development (£455k), Hillingdon Sports & Leisure Centre (£370k) and Ruislip High School Expansion (£25k). Rephasing on the Hayes End Library Project is a result of the on-going process to appoint a contractor, while timing changes on the other projects are on the basis of projected value of works at 31 March 2011.
13. The latest forecasts for expenditure on the Children's Centre projects are that they are on track to draw down the full Surestart Grant allocation for 2010/11, while delays on the Whitehall Children's Centre and the completion of Deanesfield by May 2011 will result in expenditure of £564k being rephrased into 2011/12. Funding for these rephrased works are to be met from existing supported borrowing and S106 contributions linked to the Deanesfield project.



**Central Services: £342k variance (Month 10 - £166k variance)**

Capital Schemes 2010/11	Original Budget £' 000	Revised Budget £' 000	Budget Released Y/N	Capital Spend Month 9 £' 000	Actual % of Revised Budget %	Forecast Outturn £' 000	Forecast Variance £' 000
Leader's Initiative	300	300	Part	139	46%	300	0
<b>DCE – Total</b>	<b>300</b>	<b>300</b>		<b>139</b>	<b>46%</b>	<b>300</b>	<b>0</b>
Breakspear Crematorium	0	0	N/A	13		29	29
ICT Single Development Plan	1,378	1,317	Part	689	52%	826	-491
<b>F&amp;R – Total</b>	<b>1,378</b>	<b>1,317</b>		<b>702</b>	<b>53%</b>	<b>855</b>	<b>-462</b>
<b>Central Services – Total</b>	<b>1,678</b>	<b>1,617</b>		<b>841</b>	<b>52%</b>	<b>1,155</b>	<b>-462</b>

14. Forecast outturn on the ICT Single Development Plan has been reduced to reflect a scaling back of on-going projects and residual expenditure on the Improving Information Management and Benefits ICT projects being rephased into 2011/12.

**Partners: Nil variance (Month 10 - Nil variance)**

Capital Schemes 2010/11	Original Budget £' 000	Revised Budget £' 000	Budget Released Y/N	Capital Spend Month 10 £' 000	Actual % of Revised Budget %	Forecast Outturn £' 000	Forecast Variance £' 000
LAA Reward Grant Share to Primary Care Trust	335	333	N/A	0	0%	333	0
LAA Reward Grant Share to Community Safety Partnership	140	140	N/A	0	0%	140	0
LAA Reward Grant Share to BAA & Uxbridge College	130	128	N/A	0	0%	128	0
LAA Reward Grant Share to Ground Work Trust	65	63	N/A	0	0%	63	0
LAA Reward Grant Share to HAVS	0	85	N/A	0	0%	85	0
<b>Partners – Total</b>	<b>670</b>	<b>749</b>		<b>0</b>	<b>0%</b>	<b>749</b>	<b>0</b>

15. LAA reward grant funding was received by the Council in March 2011 and is due to be passported to partner organisations shortly.

**Capital Contingency: £1,945k underspend (Month 10 - £1,945k underspend)**

Capital Schemes 2010/11	Original Budget £' 000	Revised Budget £' 000	Capital Spend Month 9 £' 000	Actual Spend % of Revised Budget %	Forecast Outturn £' 000	Variance £' 000
Purchase of Vehicles	1,500	1,500	0	0%	0	-1,500
General Contingency	500	445	0	0%	0	-445
<b>Contingency – Total</b>	<b>2,000</b>	<b>1,945</b>	<b>0</b>	<b>100%</b>	<b>0</b>	<b>-1,945</b>

16. There have been no further allocations from contingency; with the remaining contingency budget partially offsetting overspends within the capital programme.

## APPENDIX B – Treasury Management Report

1. The following information is provided to update you on the activities on the Treasury function for the month of February 2011.
2. As at 28<sup>th</sup> February 2011 the Council's portfolio of deposits and debt were as follows (deposit balances can move substantially from day to day in line with cash flow requirements).

### Outstanding Deposits - Average Rate of Return on Deposits: 0.82%

	Actual £m	Actual %	Bench- mark %
Up to 1 Month	26.8	53.39	60.00
1-2 Months	5.3	10.56	15.00
2-3 Months	0.0	0.00	10.00
3-6 Months	2.0	3.98	5.00
6-9 Months	3.5	6.97	5.00
9-12 Months	0.0	0.00	5.00
<b>Subtotal</b>	<b>55.1</b>	<b>81.39</b>	<b>100</b>
Unpaid Maturities	12.6	25.10	0.00
<b>Total</b>	<b>67.7</b>	<b>100</b>	<b>100</b>

3. With the exception of the unpaid Icelandic investments, deposits are held with UK institutions, which hold at a minimum, a Fitch AA- long-term credit rating and Money Market Funds (MMF) which are AAA rated.
4. Deposits are currently held with the following institutions; Goldman Sachs MMF, Henderson MMF, Ignis MMF, Standard Life MMF, Royal Bank of Scotland, Barclays Bank, Lloyds TSB Banking Group and Nationwide Building Society.
5. During February, fixed term deposits matured in line with cash flow requirements. One short-term deposit was placed with Clydesdale to ensure there was no breach of counterparty limits. The remainder of surplus funds were placed in instant access accounts in order to meet near term cash flow requirements.

### Outstanding Debt - Average Interest Rate on Debt: 3.58%

	Actual £m	Actual %
PWLB	114.4	70.44
Long-Term Market	48.0	29.56
Temporary	0.0	0.00
<b>Total</b>	<b>162.4</b>	<b>100.00</b>

6. There were no naturally maturing loans during the month and no new borrowing was taken. Discounts on loans earmarked for premature repayment reduced by almost 50% during February, therefore rescheduling was unviable.

## **Prudential Indicators**

7. There were no breaches of the prudential indicators during February.

## **Ongoing Strategy**

8. Income receipts will remain low during March as the collection of scheduled Council Tax and Business Rate direct debits have come to an end for this financial year. To ensure funds are available to meet cash flow obligations and maintain liquidity, balances will be placed in instant access accounts and if necessary short term deposits.
9. Long term borrowing will still be deferred to avoid the cost of carry associated with current market conditions. However, it has been identified that temporary borrowing will be required in March to ensure sufficient funds are available to cover cash flow commitments. Early redemption opportunities will continue to be monitored; however it is unlikely the market will move to an extent which will make it viable.

## APPENDIX C

### Retaining of agency staff for Social Care, Health and Housing Services

a) There are a further tranche of Children's social worker agency staff that have been paid in excess of £50k in 2010/11.

Cost Centre	PID	Projected 2010/2011 £
60057	1225	68,565
60055	1259	50,816
60053	868	57,500
60057	1228	51,810
60053	16649	53,923
60068	16056	59,752
60053	7823	56,197
60068	1202	71,873

### b) Within Adult Social Care

Recruitment to this care manager post on a permanent basis is now underway, but cover is urgently required in the interim due to other staff pressures within the team. i.e. two further vacancies within the team; one team member is on secondment and another is off sick, the team is therefore operating at 50% staffing, with a further member of staff due to retire in April 11. It is therefore not possible for the team to absorb additional demand.

ASCH&H Agency staff	Projected 2010/2011 Cost £'000	Projected 2011/2012 Cost £'000
Post 1 Care Manager - Access and Assessment Team	42	14

### Retaining of Agency Staff for Planning, Education, Environment and Community Services

Because of the high volume of planning related work associated with the school places project, a full-time planner is needed to deal with planning applications and associated work. The work includes provision of pre-application advice, assessing planning applications, discharging pre-commencement and other planning conditions. It is proposed to retain an Agency worker for this project because of their knowledge of the Borough and experience in working for the Council. The extension of the post will be initially for six months to the end of September 2011. The post will be funded from the capital fund for the School Places Project and cost approximately £30k for the next months. A matrix contract is in place with the agency worker and the post funding exceeded £50k.

### Retaining of Agency Staff for Central Services

The need for the Council to achieve £26.2m of savings in 2011/12 and a further £16m in 2012/13 means a significant increase in the size and complexity of the various budget and BID reviews that require support. Central Services need to retain a dedicated resource to coordinate the Central Services response so that it can fully support this significant programme. This resource is also

required to help drive the significant programme of transformation projects within Central Services itself including a large number of projects within Finance & Procurement. This interim resource will be required for the next financial year and is fully funded from an existing Central Service budget which has been used to support this resource over the last year. It does not therefore require funding from the HIP BID contingency. The estimated cost for 2011/12 is around £100k.

## APPENDIX D

### New Charges for Animal Control Unit 2011/12

#### Pest Control

1. Owner-occupiers : £50 + 20% VAT = £60 (Maximum of 3 visits), each additional visit £30 + 20% = £36  
**25% Concessionary rate = £15**
2. No Access : £30 + 20% VAT= £36  
**25% Concessionary rate Not Applicable**
3. Emergency appointments: £40 + 20% VAT = £48  
**25% Concessionary rate = £12**
4. Rented properties : £78 + 20% VAT = £93.60  
**25% Concessionary rate Not Applicable**

#### Stray Dogs

There is no VAT involved.

Statutory fine : £25

Transport cost for **first** offence within a 12 month period £45

**Total £70**

Transport cost for **second** offence within a 12 month period £70

**Total £95**

Transport cost for **third** offence within a 12 month period £90

**Total £115**

## **Appendix E:**

### **Schedule of Fees for GDPO Applications and other Planning Related Work not currently subject to fees**

1. Applications where no additional floorspace created - a fee of £170 (based on Category 2 - "non residential development" - development creating no floorspace)
2. Minor Developments - a fee of £850 (based on an average of 0.5ha per development at £170 per 0.1 ha - Category 9 "Other Operations") where the floorspace to be created would be less than 1,000m<sup>2</sup>, or the site area less than 1 ha.
3. Major Developments –
  - Band A 1,000m<sup>2</sup> to 10,000m<sup>2</sup> or between 1 and 5 hectares fee £3,400
  - Band B 10,000m<sup>2</sup> to 20,000m<sup>2</sup> or between 5 and 10 hectares fee £6,800
  - Band C above 20,000m<sup>2</sup> or above 10 hectares fee £18,000
4. A charge of £1,000 for screening/scoping opinions
5. Considerations will be treated in the same way as planning conditions and charged at a rate of £85
6. A standard fee for 6 pre-application meetings a year at £750 per meeting.

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Exempt information by virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972 (as amended).

# Agenda Item 12

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# Agenda Item 13

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# Agenda Item 14

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# Agenda Item 15

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# Agenda Item 19

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## HILLINGDON MUSIC SERVICE UPDATE

<b>Cabinet Member</b>	Councillor David Simmonds
<b>Cabinet Portfolio</b>	Education and Children's Services
<b>Report Author</b>	Mark Braddock, Democratic Services
<b>Papers with report</b>	Terms of Reference of Working Group – Appendix A

### HEADLINE INFORMATION

<b>Purpose of report</b>	To receive an update on the Hillingdon Music Service and Working Group review, the plans to be put in place for the continuity of music tuition and early changes to the structure and efficiency of the Music Service to put it on a firmer financial footing.
<b>Contribution to our plans and strategies</b>	Putting our residents first
<b>Financial Cost</b>	The recommendations in this report present early proposals to provide efficiencies and savings in the Music Service.
<b>Relevant Policy Overview Committee</b>	Education and Children's Services
<b>Ward(s) affected</b>	All

### RECOMMENDATIONS

That Cabinet:

1. **Notes that an interim proposal to provide for the continuity of music tuition will be presented to Cabinet in May following the Working Group's review;**
2. **Agrees to delegate authority to the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, in consultation with the Leader of the Council, to amend fees and agree music tuition courses in order to give adequate notice and information to families and pupils for September 2011 onwards;**
3. **Notwithstanding the outcome of the Working Group's review, notes the initial structure and efficiency actions being recommended by officers in relation to the operation of the Music Service and authorises the Deputy Chief Executive and Corporate Director of Planning, Environment, Education and Community Services, in consultation with Leader of the Council, to implement the necessary changes.**

## **INFORMATION**

### **Reasons for recommendation**

To receive an update on the Hillingdon Music Service and Working Group review, the plans to be put in place for the continuity of music tuition and early changes to the structure and efficiency of the operation of the Music Service.

### **Background**

The Council currently provides support for music tuition via the Hillingdon Music Service. On the 17 February 2011, Cabinet considered the Council's budget proposals for 2011/12 and beyond. One of the proposals put forward a reduction in spend and change to the way Hillingdon Music Service operated.

Hillingdon residents must be satisfied that every Council service is of good quality and provides value for money. The provision of music tuition, like all areas of council activity, should not be immune from any review into how it operates or can be improved.

The Leader of the Council chaired a special meeting before Cabinet to listen to the views of those involved in the Service. At the meeting, he indicated that time would be set aside for a review of music tuition by a Working Group before any final decision is made.

Council on 24 February 2011 delegated authority to the Head of Democratic Services, in consultation with the Leader of the Council and the Champion for the Arts, to agree the Working Group's membership, terms of reference and operation. The approved Terms of Reference are set out in Appendix A to this report.

### **Working Group Review**

A considerable amount of information been analysed by Officers for the Working Group, setting out for the first time a comprehensive account of the Hillingdon Music Service, its finances, operation and management. Details of the take-up by pupils, musical offer, fee-levels and other benchmarking data with other local authorities / providers will also be taken into consideration by the Working Group.

Cabinet will note that the Working Group's review will be undertaken in two phases. Phase 1 will present an interim report to Cabinet to ensure the continuity of music tuition, particularly for those pupils part way through an academic course, e.g. A-Level, GCSE or Grade examination. Phase 2 will be undertaken later in the year on a more sustainable model.

The Working Group will be inviting relevant Council Officers, people representing the Music Service along with representatives from other Music Service providers outside the Borough to provide evidence at their meetings.

### **Tuition Fees**

Whilst the Working Group review is underway, it is important to give a level of certainty for pupils and their families going forward in relation to music courses and tuition fees from September 2011. Information on this is normally sent out in early May.

As the Working Group's interim report will not be considered by the Cabinet until 26<sup>th</sup> May, in the meantime it is recommended that delegated authority be given to amend the fees and agree courses in light of the emerging information being presented to the Working Group. This will enable adequate notice to be given to parents and pupils from the Autumn Term.

Officers and the Leader of the Council will consult closely with the Working Group on any proposals to amend fees and any decision made will be based upon the comprehensive financial information. Cabinet may wish to note that Hillingdon Music Service's current fees are not wholly in line with those of adjoining Boroughs.

### **Structure and Efficiency Actions**

Whilst the Working Group's review (particularly in Phase 2) will consider the entirety of the way and shape in which music tuition is provided, in the meantime some initial actions can be taken independently of the review by officers to seek efficiencies.

One action relates to the move of the Music Service to what is currently the Adult Education Service (to be renamed Adult Education and Community Learning). As these two areas have similar ways of delivering services to residents, there will be opportunities to streamline structures and processes to bring about better ways of working. As such, the Music Service would be located under the control of the Deputy Director, Education.

The second proposal is to look at changes to music staff contracts. Formal consultation has already taken place with Music Service staff, stemming from the earlier proposals relating to the Service put forward by the Cabinet. There are some compelling arguments to change the way existing contractual arrangements work to make efficiency savings.

### **Music Service Meeting**

The Leader of the Council has undertaken to hold a further meeting for those involved in the Music Service once the interim report from the Working Group is ready to be presented to Cabinet. A date is yet to be confirmed but it will be communicated in due course.

### **Financial Implications**

The recommendations in this report present early proposals to put the Music Service on a firmer financial footing. Initial actions taken on the structure and efficiency of the Service will deliver savings and the full financial implications of these and any other changes proposed by the Working Group will be presented to Cabinet in May.

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

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

To provide greater assurances to pupils, parents and families that currently receive music tuition, particularly those part way through exams.

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

A Petition Hearing is to be held on 12<sup>th</sup> April 2011 by the Cabinet Member for Education and Children's Services. The Council's petition process allows residents to consult directly with

decision-makers. The Council has already held a public meeting for those involved in the Music Service and proposes to do this again. The Working Group reviewing support to music tuition will also undertake any consultation it feels is necessary.

## **CORPORATE IMPLICATIONS**

### **Corporate Finance**

There are no direct financial implications arising from this interim report. At the Council Tax setting meeting in February 2011 the 2011/12 music budget was reduced by £323k and the budgets for 2012/13 onwards by £449k. This related to the removal of the base budget subsidy for this service from the end of the 2011 summer term. The working Group are looking at potential ways of continuing the service with as little base budget subsidy as possible. Once the more detailed report to Cabinet in May is finalised it will be clearer as to the extent to which this objective can be met.

### **Legal**

'There are no specific legal implications arising from the report at this stage.

## **BACKGROUND PAPERS**

NIL



# **WORKING GROUP TO REVIEW SUPPORT TO MUSIC TUITION IN HILLINGDON**

## **Objective**

The Council currently provides borough-wide support for music tuition via the Hillingdon Music Service.

Hillingdon residents must be satisfied that every Council service is of good quality and provides value for money. The provision of music tuition, like all areas of council activity, should not be immune from any review into how it operates or can be improved. The Working Group will take up this challenge and report its findings to Cabinet.

## **Membership**

The Working Group will have the following membership:

- Cllr Judy Kelly (Chairman and Champion for the Arts)
- Cllr John Hensley
- Cllr Peter Curling
- Cllr Michael White
- Mrs Lynne Kauffman

## **Terms of Reference**

1. To review the delivery of music tuition in Hillingdon and whether it offers value for money and is cost effective;
2. To specifically review the structure, operating procedures, utilisation of staff and management (financial and general) of the Hillingdon Music Service;
3. To consider an interim structure to carry forward the delivery of music tuition in Hillingdon whilst a long term sustainable solution for the delivery of quality music tuition can be determined;
4. To present to Cabinet an interim report to ensure the continuity of music tuition, particularly related to those part way through an academic course, by the date of the May Cabinet meeting to enable Cabinet to determine how best to continue support for music tuition in Hillingdon;
5. To review alternative methods of delivering music tuition in Hillingdon and produce a second report to Cabinet with options / recommendations as to how good quality music tuition can be delivered on a cost effective, sustainable basis.

## **Status**

The Working Group is not a committee meeting and therefore is not required to meet officially in public to conduct its business or publish its minutes etc... However, it may call on members of the public and external witnesses to attend as it deems appropriate.

## **Operation**

### ***Reporting to the Working Group***

Before the Working Group meets in open session, it will be necessary to interview relevant music service staff and undertake a complete forensic analysis of the delivery of music tuition in Hillingdon. Officers reporting to the Deputy Chief Executive and Director for Planning, Environment, Education and Community Services will undertake this initial work and prepare a report. Research will also be undertaken by Officers to ensure best practice, comparative data and national policy analysis is considered.

The Leader of the Council has undertaken to ensure that this is carried out in a manner comparable with the Cabinet's wish for the delivery of music tuition in Hillingdon.

To meet its Terms of Reference, the Working Group will operate in two distinct phases as set out below:

### **PHASE 1**

#### ***Review of operation and value for money of the Hillingdon Music Service***

The first phase will review whether Hillingdon Music Service currently offers value for money and is cost effective and corporate in approach.

The Working Group will receive the necessary service, financial, organisational and benchmarking data including details on the take-up of the service and the way in which it is managed. It will look at tuition fee levels and how financial controls can be improved along with being smarter at collecting income. The Working Group will also review the services' compliance with corporate policies and procedures.

Witnesses may include:

- Cabinet Member for Education and Children's Services
- Corporate Finance Officer / Departmental Officers
- Representative from another music provider / local authority
- Staff delivering music tuition
- Pupils in receipt of music tuition
- Others that the Working Group feels appropriate

The Working Group will present an interim report to Cabinet in May as set out in the Terms of Reference.

### **PHASE 2**

## ***Sustainable delivery of quality music tuition in Hillingdon***

As set out in the Terms of Reference (no.5), the Working Group will look in detail, over a longer period, at different forms of delivering music tuition. It will produce a report to Cabinet with options and recommendations.

Witnesses may include:

- Education representatives
- Representative from other organisations delivering music tuition
- Others that the Working Group feel appropriate

### **Officer support:**

Support and advice to the Working Group will be given by officers in:

- Planning, Environment, Education and Community Services
  - Corporate Finance
  - Democratic Services
  - Other service areas as appropriate, e.g. BID Team
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