

Overview and Scrutiny Committee

AGENDA

DATE: Wednesday 24 October 2012

TIME: 7.30 pm

VENUE: Committee Rooms 1&2
Harrow Civic Centre

MEMBERSHIP (Quorum 4)

Chairman: Councillor Jerry Miles

Councillors:

Sue Anderson
Ann Gate
Krishna James
Zarina Khalid

Kam Chana
Barry Macleod-Cullinane
Paul Osborn (VC)
Stephen Wright

Representatives of Voluntary Aided Sector: Mrs J Rammelt/Reverend P Reece
Representatives of Parent Governors: Mrs A Khan/1 Vacancy

(Note: Where there is a matter relating to the Council's education functions, the "church" and parent governor representatives have attendance, speaking and voting rights. They are entitled to speak but not vote on any other matter.)

Reserve Members:

1. Nana Asante
2. Ben Wealthy
3. Victoria Silver
4. Sasi Suresh
5. Krishna Suresh

1. Chris Mote
2. Tony Ferrari
3. Christine Bednell
4. Susan Hall

Contact: Alison Atherton, Senior Professional - Democratic Services
Tel: 020 8424 1266 E-mail: alison.atherton@harrow.gov.uk

AGENDA - PART I

1. ATTENDANCE BY RESERVE MEMBERS

To note the attendance at this meeting of any duly appointed Reserve Members.

Reserve Members may attend meetings:-

- (i) to take the place of an ordinary Member for whom they are a reserve;
- (ii) where the ordinary Member will be absent for the whole of the meeting; and
- (iii) the meeting notes at the start of the meeting at the item 'Reserves' that the Reserve Member is or will be attending as a reserve;
- (iv) if a Reserve Member whose intention to attend has been noted arrives after the commencement of the meeting, then that Reserve Member can only act as a Member from the start of the next item of business on the agenda after his/her arrival.

2. DECLARATIONS OF INTEREST

To receive declarations of disclosable pecuniary or non pecuniary interests, arising from business to be transacted at this meeting, from:

- (a) all Members of the Committee;
- (b) all other Members present.

3. MINUTES (Pages 1 - 10)

That the minutes of the meeting held on 20 September be taken as read and signed as a correct record.

4. PUBLIC QUESTIONS

To receive questions (if any) from local residents/organisations under the provisions of Committee Procedure Rule 17 (Part 4B of the Constitution).

5. PETITIONS

To receive petitions (if any) submitted by members of the public/Councillors under the provisions of Committee Procedure Rule 15 (Part 4B of the Constitution).

6. REFERENCES FROM COUNCIL/CABINET

(if any).

7. SCHOOL EXPANSION PROGRAMME (Pages 11 - 18)

Report of the Corporate Director of Children and Families

8. ACADEMIES SCHOOL CONVERSIONS (Pages 19 - 36)

Report of the Corporate Directors of Children and Families and Place Shaping

9. YOUTH JUSTICE PLAN AND YOUTH OFFENDING IMPROVEMENT PLAN
(Pages 37 - 70)

Report of the Corporate Director of Children and Families

10. COUNCIL SERVICE LEVEL AGREEMENTS

Oral report of the Corporate Director of Resources

**11. SHAPING A HEALTHIER FUTURE FOR NORTH WEST LONDON - HARROW'S
RESPONSE TO CONSULTATION BY NHS NW LONDON** (Pages 71 - 82)

Report of the Divisional Director of Strategic Commissioning

**12. REPORT FROM THE PERFORMANCE AND FINANCE SCRUTINY SUB-
COMMITTEE CHAIR** (To Follow)

Report of the Divisional Director of Strategic Commissioning

13. SCRUTINY LEAD MEMBER REPORT (Pages 83 - 90)

Report of the Divisional Director of Strategic Commissioning

14. ANY OTHER BUSINESS

Which the Chairman has decided is urgent and cannot otherwise be dealt with.

AGENDA - PART II

Nil

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OVERVIEW AND SCRUTINY COMMITTEE MINUTES

20 SEPTEMBER 2012

Chairman: * Councillor Jerry Miles

Councillors:

* Sue Anderson	* Krishna James
* Kam Chana	Zarina Khalid
* Ann Gate	* Paul Osborn
* Susan Hall (4)	* Stephen Wright

Voting Co-opted: (Voluntary Aided) (Parent Governors)

† Mrs J Rammelt	Mrs A Khan
† Reverend P Reece	

In attendance: * Phillip O'Dell Minute 305
(Councillors)

* Denotes Member present
(4) Denotes category of Reserve Member
† Denotes apologies received

298. Attendance by Reserve Members

RESOLVED: To note the attendance at this meeting of the following duly appointed Reserve Member:-

Ordinary Member

Reserve Member

Councillor Barry Macleod-Cullinane

Councillor Susan Hall

299. Declarations of Interest

RESOLVED: To note that the following interests were declared:

Agenda Item 9 – Community Safety Plan and Strategic Assessment

Councillor Susan Hall declared a non-pecuniary interest in that she was on the Board of the London Fire Brigade and also had a business in Wealdstone. She would remain in the room whilst the matter was considered and voted upon.

Councillor Susan Hall, during the course of the meeting, also declared a non-pecuniary interest in that she had introduced the 'Shut in Lift' policy. She would remain in the room whilst the matter was considered and voted upon.

300. Minutes

RESOLVED: That the minutes of the meeting held on 18 July 2012, be taken as read and signed as a correct record.

301. Public Questions

RESOLVED: To note that no public questions were received at the meeting under the provisions of Committee Procedure Rule 17.

302. Petitions

RESOLVED: To note that no petitions were received at the meeting under the provisions of Committee Procedure Rule 15.

303. References from Council/Cabinet

RESOLVED: To note that no references were received.

RECOMMENDED ITEMS

304. Changes to the Overview and Scrutiny Committee

Members received a report of the Divisional Director of Partnership Development and Performance which provided an update on changes to the areas of responsibility of the Community Health and Well Being and Health scrutiny lead members and proposals for representatives of Harrow Youth Parliament to be co-opted onto the Overview and Scrutiny Committee. The officer reported that the proposal to co-opt representatives of the Harrow Youth Parliament onto the Committee arose from the Scrutiny Review 'Redefining Youth Engagement.' This position would be non voting.

RESOLVED: That the changes in the Scrutiny lead areas be agreed.

Resolved to RECOMMEND: (to Council)

That a representative of Harrow Youth Parliament be appointed as a co-opted non-voting member of the Overview and Scrutiny Committee.

305. Community Safety Plan and Strategic Assessment

Members received a report of the Assistant Chief Executive which set out the joint response of the Council, the Police and other partners to the crime and anti-social behaviour issues identified in the Strategic Assessment. In addition, it broadened the definition of community safety by including other aspects of safety including safeguarding vulnerable adults and young people, addressing domestic violence, hate crime and community tensions and helping people recover from abuse of drugs and/or alcohol.

The officer advised that the Community Safety Plan was a statutory plan and differed from previous plans in that its scope was expanded. It was hoped that the next plan would be ready in February 2013. This would mean that there would be a common reporting date for the strategic assessment.

The Borough Commander reported that the plan contained retrospective figures and that there was a downward trend for burglary and violent offences. He reported that, in terms of the most up to date figures, there were reductions in terms of property crime (4.8%), robbery (7.7%), residential burglary (10.9%), theft of vehicles (14%), domestic violence (3%) but an increase in theft from vehicles (14%). These figures were available to view on the Metropolitan Police website. At the moment there was a significant reduction in crime but he reported that over the last 5 years there had been an increase in crime during the autumn and therefore there would be an increased deployment of resources.

Members made comments and asked questions as follows:

- A Member expressed his dissatisfaction at being provided with figures verbally that had not been included in the report as he had spent a considerable amount of time going through the report.
- A Member stated that whilst she was pleased to note that the remit of the Safer Harrow Partnership had expanded she was extremely concerned that it did not have cross party membership. Similarly, the Health and Well Being Board did not have cross party membership. The Borough Commander responded that traditionally it had been the relevant portfolio holder that had been the member of the Safer Harrow Partnership but that he would raise the comments with the group and Chief Executive.
- The officer undertook to provide a written response to a Member's query as to which budget funded the 24 hour Hate Crime line. Another Member questioned whether the helpline had been successful and was advised that it was an additional reporting mechanism and that it was difficult to ascribe a change in outcome to any particular measure.

- A Member expressed concern at the variation in statistics from one year to the next and from one ward to the next. The Borough Commander responded that as some wards had a low level of crime, percentages did not necessarily give a true reflection of the situation.
- In terms of the use of Local Area Agreement funding, the officer reported that £90,000 had been made available for equipment purchases but that the police had decided that this was not the way forward and that instead the resources could be used for the autumnal work.
- A Member stated that the Borough Commander had previously reported that snatch and robberies typically occurred at 4 o'clock in the afternoon and were carried out by young people. He questioned what work was being done with schools and the Borough Commander advised that he had met with all of the Head teachers but that no one school was a main source of victims or perpetrators.
- A Member commented that analysis behind the data would be helpful in order to give an indication of the difference between Harrow and other boroughs, for example, in relation to the percentage of women that were victims. The Borough Commander stated that policing was fast moving and resources needed to be deployed quickly and this would be done as the result of the use of intelligence received. Members were welcome to attend the Grip and Pace meetings. The officer added that there had been discussions with the scrutiny leads as to how best to provide Members with statistics drawn down from the Metropolitan Police website in terms of month, time and ward in order to be more time relevant.
- Referring to the proposal to save an additional £18.6m savings, a Member sought clarification as to what these included. The officer advised that this was in the context of the Council's budget.
- A Member expressed concern, in relation to the Wealdstone corridor, for the safety of children attending the I Foundation school and whether any additional resource was being deployed in this area. The Borough Commander responded that the profile of the borough was predominantly Black and Minority Ethnic and that the police would continue to work closely with local businesses and respond to any information received.
- A Member questioned, in terms of reducing re-offending, the number of young people the Youth Offending Team (YOT) were currently working with as the report only appeared to include figures for adults. The Borough Commander advised that the YOT had done effective triage work at the police station and that only 3 of the 100 seen had re-offended. He undertook to provide Members with some additional figures. In terms of robbery, he reported that the vast majority of victims and burglars lived in Harrow but that the main challenge facing the police were those burglars coming into the borough. He referred to

the work being done with Mothers against Gangs, which Harrow Boys' School was keen to support, and other ways in which to make an impact when a victim would not testify.

- A Member suggested that if statistical data was to be provided, it should be forwarded to Democratic Services for advance circulation to Members. In addition, the maps included in the papers were not legible and, in future, separate larger copies should be provided.
- A Member sought clarification as to the position on the community trigger and was advised that the provisions had not yet been enacted.
- In response to a Member's question, another Member outlined the 'Shut in Lift' policy which had been introduced as lifts were not being adequately maintained. This incurred costs to the Fire Brigade and this policy now meant that if the Fire Brigade was called to the same lift 3 times in a year, the person/organisation responsible for maintenance would be charged.
- In response to a question about prevention of domestic violence, the officer advised that White Ribbon Day had been introduced 2 years' ago and that the website provided advice. There was insufficient capacity to deal with the issue but the officer added the police in Harrow were excellent at dealing with it.
- A Member emphasised the importance of raising awareness of crimes involving sexual violence which were regarded as a taboo subject. The officer advised that considerable work was being done in schools by the Sexual Violence Adviser to raise awareness of the illegality of these hidden crimes. The officer undertook to provide the Member with the Violence Against Women Strategy.

The Chair thanked the Borough Commander, Portfolio Holder and officer for their attendance and responses.

Resolved to RECOMMEND: (to Council)

That the Committee's comments be noted.

RESOLVED ITEMS

306. Reference from Cabinet - 19 July 2012 - 'Redefining Youth Engagement'

The Chair drew Members' attention to a revised version of Cabinet's response to the Scrutiny Review on 'Redefining Youth Engagement' which had been circulated on the supplemental agenda. He advised that as Cabinet had amended the minute on this item at their meeting on 13 September 2012, the reference back to the Overview and Scrutiny Committee had also required amendment.

The Chair reported that the review had been well received by Cabinet but that there were some financial implications arising from the recommendations. Work was being done with the Youth Parliament and the Performance and Finance Scrutiny Sub-Committee would review progress in January 2013.

A Member stated that he had concerns in relation to the Cabinet response as there was no indication as to what could be afforded. Some indication of affordability would assist in monitoring progress.

RESOLVED: That the response from Cabinet be noted.

307. Community Right to Challenge

The Committee received a report which set out the provisions and some of the implications of the Community Right to Challenge which was established by the Localism Act. The Director of Legal and Governance Services introduced the report and outlined the provisions of the Act.

Members asked a series of questions and made comments as follows:

- Clarification was sought on the types of service that the Council could choose to put out to tender. The Director of Legal and Governance Services advised that services such as Registrars or Planning (determination and decision making) could not be tendered out and that it was envisaged that the Council would choose which services it would open to the process.
- A Member sought the Director's view as to how many proposals to run services would be received annually and was advised that consideration was still being given as to how the process would be managed. For example, it was possible that bids may come in higher than the service was costing the Council in the first place.
- In response to a Member's question as to how malicious or time wasting bids could be prevented, the Director advised that this required consideration as there was nothing in the Regulations or guidance on this.
- A Member stated that it was unclear as to which services were exempt in terms of being put out to tender and that it appeared once a contract, for example the Leisure Services and Legal Services contracts, had been signed, it could not be challenged. He was therefore concerned that the Council was restricting its procurement opportunities. The Director confirmed that if, for example, the Council had let a contract for 10 years, a community group could not force the Council to break that contract.
- The Director of Partnership Development and Performance confirmed that, at this stage, there had been no interests expressed in Community Right to Challenge from individuals/groups in Harrow. The

Director of Legal and Governance Services added that, in theory, all 700+ services provided by the Council could be offered to bidders.

- A Member stated that whilst he would not wish to see all services constantly exposed to bidders, he also would not want to prevent procurement opportunities; the key was getting the balance right. The Director of Partnership Development and Performance responded that the Council would need to be clear in how it was going to deal with legislation and if the intention was to prevent certain services being offered at a local level, he would welcome the opportunity to discuss it with Members.
- Members were advised that even if a community group triggered the procurement process for a service it may not result in that particular group running the service.

The Chair thanked the officers for their attendance and responses and indicated that a further report on this issue would be helpful.

RESOLVED: That the report be noted.

308. Report of the Performance and Finance Scrutiny Sub-Committee Chair

Members received the report of the Performance and Finance Scrutiny Sub-Committee Chair which provided a summary of issues to be taken forward by the Sub-Committee following their meeting on 24 July 2012.

RESOLVED: That the report be noted.

309. Standing Review of the Budget - Quarterly Report

Members received a report of the Divisional Director of Partnership Development and Performance which provided an update on the work undertaken by the Standing Scrutiny Review of the Budget. Attention was drawn to the recommendations that had been circulated on the supplemental agenda and Members agreed to consider them for the reasons stated.

The Chair commended the work of the Review Group and, in particular, the Chair of the Review Group for his work on the Housing Revenue Account and Capital funding.

RESOLVED: That

- (1) the work of the standing the review of the budget be noted;
- (2) the recommendations made in respect of the management major contract renewal process be approved.

310. Scrutiny Work Programme Update

Members received a report which provided Members with an update on the projects currently underway as part of the scrutiny work programme. The

officer reported that, in terms of future projects, a list of 4 or 5 areas would be prepared for consideration by Members at a future meeting.

RESOLVED: That

- (1) the progress on the individual projects be noted;
- (2) the proposals for identifying further projects for inclusion in the work programme be agreed.

311. Standing Review of Better Deal for Residents - Closing Report

Members received a report of the Divisional Director of Partnership Development and Performance which provided an update on the work undertaken by the Standing Scrutiny Review of the Better Deal for Residents and proposed closure of the project.

The Chair of the Review Group expressed concern that there appeared to be a reluctance by certain departments to demonstrate the Public Realm system to Members despite numerous attempts by officers to arrange a date. Members of the Committee indicated that if the demonstration was not forthcoming, they would request the relevant officers to provide a demonstration of the system at a future meeting of the Committee.

RESOLVED: That

- (1) the work of the Standing Scrutiny Review of the Better Deal for Residents be noted;
- (2) the closure of the project be agreed;
- (3) the proposals for the ongoing monitoring of T2 be agreed.

312. Scrutiny Lead Member Report

Members received the report from the Environment and Enterprise Scrutiny Lead Members. Members were advised that the directorate was now reaching the end of savings that could be achieved through efficiency and was moving towards service reduction.

A Member indicated that it would be helpful to receive reports from each lead area to ensure that work was not being duplicated. The officer advised that there would be reports from the Children and Resources leads to the October meeting of the Committee.

RESOLVED: That the report from the Environment and Enterprise Scrutiny Lead Members be noted and the actions proposed therein be agreed.

313. Any Other Business - Recommendation from the Performance and Finance Scrutiny Sub-Committee - 12 September 2012 - Terms of Reference

The Committee received a recommendation from the Performance and Finance Scrutiny Sub-Committee which sought agreement to amend its terms of reference. The Committee agreed to consider the item as a matter of urgency for the reasons set out on the supplemental agenda.

RESOLVED: That the Sub-Committee's Terms of Reference be revised as set out at Appendix A to these minutes and referred to the Constitution Review Working Group for consideration.

Appendix

(Note: The meeting, having commenced at 7.33 pm, closed at 9.32 pm).

(Signed) COUNCILLOR JERRY MILES
Chairman

APPENDIX A

PROPOSED REVISED TERMS OF REFERENCE

PERFORMANCE & FINANCE SUB-COMMITTEE

The Performance and Finance Sub-Committee has the following powers and duties:

1. To be the key driver of the scrutiny function's work programme and the body responsible for monitoring the performance of the council and partners in relation to their stated priorities;

2. To consider/monitor, on an exception basis, the financial and service performance of the organisation;

3. To consider/monitor the performance of the council's partners;

Deleted: the Local Area Agreement

4. To undertake specific investigation of identified 'hot spots' through Q&A, reports or challenge panels – subject to endorsement by the Overview and Scrutiny Committee;

5. To refer 'hot spots' to the Overview and Scrutiny Committee for more detailed investigation where necessary;

Deleted: &

6. To consider such urgent items as are appropriate – ad hoc, Councillor Calls for Action, area scrutiny.

**REPORT FOR: OVERVIEW AND
SCRUTINY COMMITTEE**

Date of Meeting:	24 October 2012
Subject:	School Expansion Programme
Responsible Officer:	Catherine Doran Corporate Director Children and Families
Scrutiny Lead Member area:	Councillor Christine Bednell, Children and Families Policy Lead Councillor Zarina Khalid, Children and Families Performance Lead
Exempt:	No
Enclosures:	None

Section 1 – Summary and Recommendations

This report sets out a summary of the school expansion programme, with particular reference to the funding of the programme and to the consultations undertaken.

Recommendations:

Overview and Scrutiny Committee is invited to note this report and offer comments.

Section 2 – Report

Introductory paragraph

1. The local authority has a statutory responsibility to provide sufficient school places for its area. There are several key strands to delivering sufficient school places as an increasing pupil population impacts across primary, secondary and special school provision. The focus of this report is on the primary school expansion strategy. The increased demand for places will impact on the secondary sector from 2016. A report on the Special School Special Educational Needs (SEN) Placements Planning Framework was considered by Cabinet at its meeting on 11 October 2012.
2. In July 2011, Cabinet agreed a school expansion programme as part of the School Place Planning Strategy. The strategy aims to secure sufficient primary school places through the creation of additional permanent places, supplemented by planned bulge classes and contingency bulge classes, opened if required.

Consultations about the expansion of schools

3. Following this Cabinet decision, engagement and consultation processes about the permanent expansion of schools were undertaken.

Borough-wide primary expansion programme consultation

4. A borough-wide consultation was undertaken between 10 October 2011 and 11 November 2011. The consultation document set out the challenge for Harrow to meet an increased demand for school places and proposed the permanent expansion of 11 schools from September 2013. This would be preceded by temporary bulge classes in a number of these schools from September 2012. The proposals were developed following consideration of all schools and applying principles developed in consultation with a representative group of headteachers.
5. The consultation documents were circulated widely to stakeholders and interested parties including all schools in Harrow, councillors, diocesan and faith organisations, neighbouring local authorities and interested parties including MPs and voluntary sector organisations. Information was posted on the Harrow Council website and an item was included in the October edition of Harrow People.
6. The outcomes of this consultation were reported to Cabinet on 15 December 2011. Cabinet gave its approval to move to the statutory process for permanent expansion of recommended schools.

Statutory consultation about the expansion of nine schools

7. Statutory consultations were held between 16 January 2012 and 27 February 2012 about proposals to expand permanently nine schools on seven sites:
 - Camrose Primary School with Nursery
 - Cedars Manor School
 - Glebe Primary School

Marlborough Primary School
Pinner Park Infant and Nursery School
Pinner Park Junior School
Stanburn First School
Stanburn Junior School
Vaughan Primary School

8. Harrow Council distributed consultation information to a wide range of stakeholders in accordance with the Department for Education School Organisation and Competitions Unit guidance. The distribution included neighbouring local authorities, local MPs, Councillors, unions, diocesan bodies, voluntary organisations, and Harrow Youth Parliament. Information about the statutory consultations and the primary school expansion programme was put on the Harrow Council website, together with a facility for online response to the consultations. The schools distributed information and response forms to their school communities, including parents and local residents as they considered best, and arranged meetings and displays to enable discussion about the proposals. Officers attended consultation meetings at 8 of the schools.
9. The outcomes of the statutory consultations were reported to Cabinet on 4 April 2012. Cabinet gave its approval to the publication of statutory notices to expand permanently the nine schools.

Publication of statutory proposals

10. Statutory proposals were published for a four week representation period from Monday 16 April to Monday 14 May 2012. The statutory notices and complete proposals were distributed in accordance with the Department for Education School Organisation and Competitions Unit guidance. Public notices were posted on school gates, in libraries and published in Harrow Times. Complete proposals were made available through the Harrow Council website and at the schools.
11. No formal representations in relation to the statutory proposals were received by Harrow Council. At its meeting on 20 June 2012, Cabinet approved the statutory proposals to expand permanently the nine schools. Following Cabinet's decision, there is a legal duty to implement the proposals.

Capital programme to effect the school expansions

12. Capital building works will be needed at the schools proposed for expansion to be able to accommodate the additional children.
13. Design work has been progressed, and the capital build programme for these schools will be progressed in phases over five years. Planning applications have been submitted for the schools to enable the necessary accommodation to be in place when the schools expand. There is a statutory planning process following the submission of the planning applications.
14. As a preliminary to the submission of these initial planning applications, open meeting for parents and local residents were held. These open

meetings provided an opportunity for parents and local residents to view the design drawings and talk to representatives from the school, architects, constructors and Harrow Council. Comments were invited for consideration by the project team, prior to finalising plans for the submission of the planning application. The open meetings were held in July and September and were publicised to parents through the schools and to local residents via a leaflet distribution to the surrounding streets in accordance with the Planning Department's practice when planning applications are submitted. Meetings such as these are not a statutory requirement and were considered to be appropriate to convene for engagement with the school communities and local residents.

Financial Implications

15. The 2012/13 to 2014/15 Capital Programme included the cost of permanently expanding the nine schools, estimated at £26.2m. A break down of the reported indicative costs for each school and the funding is detailed in the table below. At this stage the figures are indicative figures provided for illustrative purposes.

School	2012/13	2013/14	2014/15	2015/16	2016/17	Estimated Cost Based on Initial Feasibility
	£'000	£'000	£'000	£'000	£'000	£'000
Camrose	200					200
Cedars Manor		125				125
Glebe	1,000	500				1,500
Marlborough	2,500	2,000	2,000	2,000	2,000	10,500
Pinner Park I&J	700	400	1,000	750		2,850
Stanburn F&J	1,150	1,000				2,150
Vaughan	4,500	4,400				8,900
Total	10,050	8,425	3,000	2,750	2,000	26,225
Funded By						
Capital Programme – DfE Grant	3,100	3,325	2,500	2,750	2,000	13,675
Capital Programme – Council Funding	1,250	500	500	0		2,250
Capital Programme - Other	3,300	4,600	0	0		7,900
Carry Forward from 2011/12 Programme	2,400	0	0	0		2,400

16. There is considerable range in the cost to achieve permanent expansion which reflects the individual nature of the schools and their sites. Some sites, due to capacity and stock condition, require minimal capital investment while others, such as Vaughan and Marlborough, would require significant rebuild to address capacity and condition.
17. Department for Education (DfE) capital grants are currently anticipated to be insufficient to fund the expansion programme so council funding, totalling £2.25m, was allocated in the capital programme. In addition the capital programme recognised the need for an additional £7.9m to fully fund the expansion programme, £3.3m anticipated in 2012/13 and a

further £4.6m in 2013/14. It was anticipated that this would be met from additional funding streams including monies from planning gains.

18. Since the capital programme was agreed, the DfE have announced an extra £2.64m of capital grant for Harrow in 2012/13. In addition, through savings on schools projects and the reallocation of funding, there is potentially a further £1.4m available to be used to fund the Expansion Programme. These funds go part way to addressing the £7.9m funding requirement and fully address the £3.3m required in 2012/13.
19. Furthermore three of the schools have been prioritised in the Government's Priority School Building Programme (PSBP). This programme is intended to address those schools in the worst condition nationally and the schools will either be rebuilt or have their conditions met. These schools are Cedars Manor School, Marlborough Primary School and Vaughan Primary School. Currently only limited details of the Government's plans for the PSBP are known so it is still too early to ascertain what impact it will have on the Primary Expansion Programme. A meeting with the Education Funding Agency, who are dealing with PSBP for the government, is planned for November in order to understand more about the programme and the implications it has on the School Expansion Programme projects and funding.

Performance Issues

20. Harrow is a high performing Local Authority and the large majority of local services are judged to be good or better by Ofsted. Schools in Harrow perform well in comparison to national and statistically similar local authorities. Most primary schools and all secondary schools are judged good or outstanding.
21. The Schools White Paper and Education Act 2011 maintain a focus on driving up standards in schools, and place more of the responsibility with the schools directly for their improvement. The role of the Local Authority in measuring performance and driving improvement is changing significantly and will reduce from its current level. However, the Local Authority will maintain a strategic oversight and enabling role in local education, and is likely to retain some role in monitoring educational achievement and key measures such as exclusions and absence. The exact nature of the respective roles and responsibilities is still emerging and is being discussed with the schools.
22. Although the national indicator set has been abolished by the Department for Communities and Local Government, all of the key education indicators remain in place and continue to be reported to the Department for Education (DfE). This situation remains under review and the DfE is yet to provide clear guidance on if and how educational performance will be judged at a borough level.
23. There are implications for the provision of performance and management information to other services within Children's Services where schools' data is not transferred to and held by the Council. This includes data from academies and other schools not taking up some interdependent SLAs.

Data sharing agreements have been established with the 7 new academies to mitigate this risk.

Environmental Impact

24. The school expansion programme will have an environmental impact that will need to be considered. Schools account for 50% of the council's total carbon emissions (62% of emissions under the Carbon Reduction Commitment scheme – [CRC]) and will need to play a full part in reducing these emissions by 4% per annum, as set out in the council's climate change strategy.
25. The government's position on whether the council or academies are responsible for emissions under the CRC is yet to be clarified.
26. For those schools that are proposed for expansion, planning applications will be required and part of the application will be a travel plan. Through this process and the development of the solutions for the schools, the impact of the additional pupils and their travel modes will be addressed.

Risk Management Implications

27. The directorate and corporate risk management implications for the council arising from school place planning are included on the directorate and corporate risk registers.
28. The key risks for this programme are affordability and an over or under estimate of pupil growth.
29. Several funding streams have been identified and the feasibility studies have identified the capital investment required to ensure that high quality school places will be established.
30. The permanent expansions are planned to meet the minimum growth as indicated by the pupil projections. Although an additional number of places or planning factor is usually applied the position will need to be monitored to avoid over provision. Bulge classes will enable this to be managed as will the re-commissioning of accommodation in schools that have been larger previously.

Equalities Implications

31. Equalities Impact Assessments have been undertaken by officers and headteachers on the schools proposed for expansion. The conclusions of these assessments are that the implications are either positive or neutral in that the expansion of the schools will help to ensure sufficient school places for the increasing numbers of children in Harrow.
32. Harrow's schools are successful and inclusive and provide a diversity of provision. The school expansion programme will ensure sufficient school places for the increasing numbers of children in Harrow and will build on the successful provision that already exists in Harrow's schools. The draft Special Schools SEN Placements Planning Framework considers the

potential increased demand for school places for children with disabilities arising from the growth in the school age population overall.

Corporate Priorities

33. These considerations will support the Council's Corporate Priorities:

- United and involved communities: A Council that listens and leads.
- Supporting and protecting people who are most in need.

Section 3 - Statutory Officer Clearance

Name:	Emma Stabler	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date:	9 October 2012		
Name:	Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date:	9 October 2012		

Section 4 - Contact Details and Background Papers

Contact: Adrian Parker, Head of Education Strategy and School Organisation
adrian.parker@harrow.gov.uk 020 8736 6506

Background Papers:

None

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**REPORT FOR: OVERVIEW AND
SCRUTINY COMMITTEE**

Date of Meeting:	24 October 2012
Subject:	Academies School Conversions
Responsible Officer:	Catherine Doran Corporate Director, Children and Families and Andrew Trehern Corporate Director, Place Shaping
Scrutiny Lead Member area:	Councillor Christine Bednell, Children and Families Policy Lead Member Councillor Zarina Khalid, Children and Families Performance Lead Member
Exempt:	No
Enclosures:	Annexe A: Cabinet Report October 2012, Academies School Conversions

Section 1 – Summary and Recommendations

This report presents a summary of the main matters arising since the conversion of 7 schools to academy status and the council's response.

Recommendations:

Overview and Scrutiny Committee is invited to note this report and offer comments.

Section 2 – Report

Introduction

1. Since August 2011, there have been 9 academy conversions in Harrow, 7 community high schools converted on 1 August 2011, one voluntary aided secondary school on 1 August 2012 and one voluntary aided primary school on 1 September 2012. One community primary school is working with a sponsor to convert to academy status at a timescale yet to be decided.
2. In addition, one all through free school, Avanti House opened in temporary locations in Harrow in September 2012. The Department for Education (DfE) announced a further free school, the Jubilee Academy, will open in Harrow in September 2013.
3. The conversion of schools to academy school status and the opening of new free schools has had considerable impact across the Council and to the community of schools. There is growing experience of the process for different types of academy conversion including voluntary aided school conversion and sponsored academies.
4. In the light of this experience, and anticipated further conversions, Cabinet considered a report on Academy School Conversions at their meeting on 11 October 2011.
5. Cabinet was requested to agree a common approach to a number of matters to inform any future conversions. The approach is informed by the Council's position statement in relation to academy schools and supported by its approach to service level agreements; land and asset matters; children's centres, and pension employer contributions.
6. A copy of the Cabinet Report is provided at Annexe A.

Council's Position Statement on Academy Schools

7. The position statement sets out how the Council will work with those schools converting to academy status and the approach it will adopt to approaches from potential free school providers.
8. In the current Government context, further conversions and applications for new free schools are anticipated. The position statement sets out Cabinet's expectations about new academies and their contribution to the education provision in Harrow and relationships with their local community.

Land and Asset Issues

9. In the event that any school does decide to become an academy school, the Academies Act (and related guidance) requires the Local Authority, the transferring school and the new Academy Trust to enter a transfer agreement. The DfE has provided a model document which

covers issues such as transfer of non-land assets, contracts, staff and information as well as issues around warranties and indemnities expected in the transfer of a sizeable going concern.

10. The DfE has also provided a model 125 year lease to transfer the school premises, as defined by the Act. The Act requires the Local Authority to transfer any land and buildings used exclusively by the school. In the event that the school and the Local Authority cannot agree on the terms of the lease, including the extent of the school premises, the Secretary of State has power to compel the transfer of land.
11. The provisions in the Cabinet report allow for the Corporate Directors in consultation with relevant Portfolio Holders to deal with school by school site issues and enter into 125 year lease based on the DfE's standard model.

Service Level Agreements

12. The Council has considerable expertise in providing specialist services to schools on a not for profit basis, sharing the benefits of increased economy of scale with all of our customers. The Council is committed to maintaining a relationship with schools whatever their status and providing services. However, there are implications for council provided services when schools transfer to academy school status and it is important to ensure that the financial interests of both parties are protected. The Cabinet report sets out the principles guiding set-up costs and rebates.

Children's centres

13. There are currently 16 Children's Centres in Harrow providing a range of early education, care and support services to young children and their families. Some centres are located on primary school sites and there are service level agreements with the schools. In the event that schools with Children's Centres convert to academy status, there will need to be consideration of the most effective approach to secure the continuation of services to the community and the lease arrangements on a school by school basis.

Pension employer contributions

14. A report was considered by the Licensing and General Purposes Committee on 10 July 2012 to establish a common approach in setting Local Government Pension Scheme (LGPS) employer contribution rates. The Committee agreed that it would adopt the same approach applied by the Council to the seven academy high schools converted on 1 August 2011. This approach was adopted in the conversions commencing 1 August and 1 September 2012.

Performance Issues

15. Responsibility for school improvement and attainment transfers to the academy school on conversion. However, the local authority will retain a responsibility for overall performance in the local area and will work

in partnership with all local schools to achieve this. If the Local Authority has concerns about the performance of an academy school in the local area, it has a duty to escalate concerns to the Secretary of State.

Environmental Impact

16. There are no specific environmental impacts regarding the transfer of the schools to academy status. From the date of transfer the schools will be responsible for the management of the site which the Council would expect that they would continue on a responsible environmental basis.
17. It should be noted that under current regulations, the Council retains responsibility for the carbon emissions of Academies under the Carbon Reduction Commitment – Energy Efficiency Scheme (CRC). The Department of Energy and Climate Change (DECC) has consulted on simplifying the CRC scheme but it is not clear what will be in the final proposals.
18. At present there are no plans to include Academies in the Council's RE:FIT (energy efficiency) programme. However, if local authorities do retain responsibility for emissions from Academies, under CRC, the Council will need to consider how it will work with them to reduce their emissions.

Risk Management Implications

19. Risk included on Directorate risk register? Yes
20. Separate risk register in place? No
21. A risk register or issues log will be established for each transfer accordingly.

Equalities implications

22. Was an Equality Impact Assessment carried out? No
23. There are potential equalities implications in terms of service provision once schools have become academy schools (in issues such as admissions, exclusions and special needs for example) as well as the potential equalities implications in relation to any staff transfer. The Council and schools will work together closely to ensure that equality issues are identified and that Governing Bodies are made aware of these before making a final decision.

Corporate Priorities

24. This report contributes to the Council priorities:
 - United and involved communities: A Council that listens and leads.
 - Supporting and protecting people who are most in need.

Section 3 - Statutory Officer Clearance

Name: Emma Stabler	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date 9 October 2012		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 9 October 2012		

Section 4 - Contact Details and Background Papers

Contact: Adrian Parker, Head of Education Strategy and School Organisation
adrian.parker@harrow.gov.uk 020 8736 6506

Background Papers: N/A

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REPORT FOR: CABINET

Date of Meeting:	11 October 2012
Subject:	Academy School Conversions
Key Decision:	Yes [Impacts on all Wards]
Responsible Officers:	Catherine Doran, Corporate Director of Children and Families Andrew Trehern, Corporate Director of Place Shaping
Portfolio Holders:	Councillor Brian Gate, Portfolio Holder for Children, Schools and Families Councillor Thaya Idaikkadar, Deputy Leader of the Council and Portfolio Holder for Property and Major Contracts
Exempt:	No
Decision subject to Call-in:	Yes
Enclosures:	None

Section 1 – Summary and Recommendations

Academy schools and free schools are part of the Government's policy to improve standards and increase choice for parents. There are now 9 academies in Harrow and one free school. There are cross-council implications for the conversion process and this report sets out proposals to manage future academy school conversions.

Recommendations:

Cabinet is requested to:

1. Agree the Council's position statement on academy schools and free schools;
2. Delegate authority to the Corporate Director of Children and Families in consultation with the Portfolio Holder for Children, Schools and Families to negotiate and sign a Commercial Transfer Agreement (CTA) with the school/sponsor in relation to assets, third party contracts, staffing and information transfer when schools convert to academy status;
3. Delegate authority to the Corporate Director of Place Shaping in consultation with the Portfolio Holder for Property and Major Contracts to determine the terms of the land transfer based on the model 125 year lease issued by the Department for Education (DfE), including the extent of the school premises and licences for land outside of the lease arrangements;
4. Delegate authority to the relevant Corporate Director to negotiate and enter into contract for services with academies and out of Borough schools in accordance with the position statement.

Reason: (For recommendation)

In accordance with the Government's policy, it is expected that more schools in Harrow will consider and convert to academy school status. This report will ensure that the Council is able to manage conversions efficiently.

Section 2 – Report**Introduction**

1. Schools and proposers in Harrow have been receptive to the Government's academy schools and free school programmes. Since August 2011, there have been 9 academy conversions in Harrow, 7 community high schools converted on 1 August 2011, one voluntary aided secondary school on 1 August 2012 and one voluntary aided primary school on 1 September 2012. One community primary school is working with a sponsor to convert to academy status at a timescale yet to be decided.
2. In addition, one all through free school, Avanti House opened in temporary locations in Harrow in September 2012. The DfE

announced a further free school, the Jubilee Academy, will open in Harrow in September 2013.

3. The conversion of schools to academy school status and the opening of new free schools has had considerable impact across the Council and to the community of schools. There is growing experience of the process for different types of academy conversion including voluntary aided school conversion and sponsored academies.
4. In anticipation of further conversions and free school proposals, this report sets out the Council's position in relation to the academies programme and proposes the approach to any future school conversions to academy status.
5. The proposed approach will contribute to the Council achieving its corporate priorities:
 - United and involved communities: A Council that listens and leads
 - Supporting and protecting people who are most in need

Options considered

6. For the 7 high school conversions, authorities were delegated to the Corporate Directors of Place Shaping and Children's and Families in conjunction with Portfolio Holders and for Property and Major Contracts and for Children, Schools and Families respectively to enable the land and transfer agreements to be entered. Rather than present reports to Cabinet for each individual conversion it is proposed, that Cabinet agree the delegations for any future conversions. If there are matters that are not resolved within the delegations then a report would be presented to Cabinet.
7. It is also proposed that the Cabinet agree a common approach to a number of matters to inform any future conversions. The approach is informed by the Council's position statement in relation to academy schools and supported by its approach to service level agreements; land and asset matters; children's centres, and pension employer contributions.

Why a change is needed

8. Given the Government's policy to encourage schools to convert to academy status, it is expected that more schools will convert over time at different times and will be both converter and sponsored academies.
9. An established cross council officer group ensures a corporate approach is adopted to support academy school conversions as there are council wide implications. This is particularly, but not exclusively, where the local authority is the land owner and the staff employer. There are specific service impacts depending on whether there is continued service provision. There are other matters that will arise in relation to individual schools, for example the location of a Children's Centre.

10. The proposed delegations informed by the Council's position statement and established approaches to wider matters will ensure a consistent, effective and timely approach is adopted to future conversions. The reduction of reports to Cabinet will be a more efficient use of resources. Updates on academy conversions will be included in quarterly monitoring reports to Cabinet.

Council's Position Statement on Academy Schools

11. The following statement informs the Council's strategic approach to working with schools converting to academy school status.
12. The Council's aspiration is for all schools to be members of the family of schools in Harrow and at the heart of their community. The Council will support all schools, regardless of their status, and work in partnership with them for the best interests of the community of Harrow.
13. In addition:
 - The Council will encourage all schools to work closely together in the best interests of Harrow people, residents, carers and students.
 - Fair and transparent school admissions arrangements are important to Harrow parents for all schools. Harrow will seek to ensure that all admission arrangements following the School Admissions Code have these characteristics and that all schools contribute to and participate in the fair access protocol.
 - Harrow is committed to securing sufficient high quality school places for all Harrow children and expects all schools to contribute to this provision.
 - Elected members are committed to high quality learning opportunities for all Harrow pupils whatever their abilities or disabilities and expect all schools to contribute to providing these opportunities.
 - As democratically elected representatives the council will seek to be actively involved in supporting any new academy schools and will seek to appoint local authority governors.
 - To ensure high quality education provision the Council will hold all schools publicly to account for outcomes for the borough's young people and will seek to secure data-sharing agreements to enable this.
 - The Council will work with Governing Bodies to ensure that due diligence is exercised in considering academy school status and will work with proposers seeking to establish new academy schools in the interests of Harrow's communities.
 - The Council will encourage fair and wide consultation as part of the process to establish an academy school whether a new school or a converted school.
 - As an experienced and value for money provider of services for schools the council will work with academy schools to explore service provision opportunities.

14. This statement will also inform the approach the Council will adopt to any proposed free schools in the Borough.

Land and Asset Issues

15. In the event that any school does decide to become an academy school, the Academies Act (and related guidance) requires the Local Authority, the transferring school and the new Academy Trust to enter a transfer agreement. The Department for Education (DfE) has provided a model document which covers issues such as transfer of non-land assets, contracts, staff and information as well as issues around warranties and indemnities expected in the transfer of a sizeable going concern.
16. The DfE has also provided a model 125 year lease to transfer the school premises, as defined by the Act. The Act requires the Local Authority to transfer any land and buildings used exclusively by the school. In the event that the school and the Local Authority cannot agree on the terms of the lease, including the extent of the school premises, the Secretary of State has power to compel the transfer of land.
17. As part of the transfer process of a school on council owned land, Legal Services will prepare site constraints reports for each school which will be used to decide on the land to be transferred in consultation with the schools.
18. For the purpose of clarity, should Governing Bodies consider academy status and then decide not to transfer, then the authority given by Cabinet will be voided and those schools remain maintained schools as at present.
19. In order to enable officers to progress with the necessary work and negotiations, Cabinet authority is sought prior to the schools making final decisions. It is proposed that delegated authority is given to Corporate Directors in consultation with relevant Portfolio Holders to deal with site specific issues arising on a school-by-school basis. By way of illustration, the type of local level land issues anticipated to arise for each school might include shared land use, community uses, access ways, how to deal with any caretakers houses, licences to use off site playing fields, children's centres, additional provision for SEN and dealing with any restrictive covenants on the land.
20. This delegation will enable the Council to enter into 125 year lease based on the DfE's model lease.

Service Level Agreements

21. The Council has considerable expertise in providing specialist services to schools on a not for profit basis, sharing the benefits of increased economy of scale with all of our customers. The Council is committed to maintaining a relationship with schools whatever their status and providing services. However, there are implications for council provided services when schools transfer to academy school status and

it is important to ensure that the financial interests of both parties are protected.

22. In general it is expected short-term SLAs will be considered where conversion is due on a set date part way through the year providing delivery costs can be altered accordingly. Minor costs associated with the transfer of schools to academy status will be borne within normal operating budgets as would be the case when providing services to any organisation.
23. The specific terms upon which services are provided to any converting school will be determined by the relevant Director for the service. The following principles will apply to set-up costs and rebates.

Set-up costs

24. Where large or considerable set-up costs will be incurred by the Council for transferring academies and it is clear that these are not part of business as usual, it is proposed that one of two approaches below be adopted;
 - any set-up costs are calculated and communicated as an element of early discussions and that these are charged to schools before work starts, or
 - set-up costs are calculated and agreed in advance and are repaid over the term of a specific contract put in place for these provisions
25. Services with considerable set-up costs would include Payroll, HR and others where the service specification requires amendments to IT systems.

Rebates

26. Harrow Council will not provide refunds or rebates for services that are de-commissioned part-way through the year.
27. If the service is one that cannot be provided to an Academy, the Council will consider a rebate but will not be able to provide a rebate where costs are already committed for the whole term of the agreement.
28. If the Council is forced to bear costs that are beyond the delivery of the SLA as a result of conversion, these will be charged to the schools in question. In dealing with the academy transfer, potential costs will be communicated at an early stage to ensure that all parties are aware of respective requirements and that any need for expenditure or contracts is understood at an early point in the process. This may create work in the short-term for both parties, but will avoid risks, doubt and costs in the medium to long term and protect the interests of all parties.
29. There may be opportunities for services to be provided to schools in areas outside Harrow, enabling Harrow to become a centre of excellence for particular services. Where these services can be

provided in accordance with the position statement and provide economy of scale savings, the recommendation is for the relevant Corporate Director to have delegated authority to negotiate and enter into contractual arrangements for services.

Children's Centres

30. There are currently 16 Children's Centres in Harrow providing a range of early education, care and support services to young children and their families. In 2012, the Centres are organised into 4 hubs and the staff team are aligned to the Children's Services operating model. The Centres are central to the Children's Services operating model and contribute to the delivery of Children's Services priorities for health prevention, narrowing the gap, safeguarding and early intervention.
31. Some centres are located on primary school sites and there are service level agreements with the schools. In the event that schools with Children's Centres convert to academy status, there will need to be consideration of the most effective approach to secure the continuation of services to the community. There will also need to be consideration of the lease arrangements. These will be on a school by school basis and will be informed in part by the location of the Children's Centre on the school site.

Pensions and Employer Contributions

32. A report was considered by the Licensing and General Purposes Committee on 10 July 2012 to establish a common approach in setting Local Government Pension Scheme (LGPS) employer contribution rates. The Committee agreed that it would adopt the same approach applied by the Council to the seven academy high schools converted on 1 August 2011:
 - Schools that apply for academy status will not be pooled with Harrow Council
 - A separate employer contribution rate for each academy be established
 - No stabilisation of contributions to be applied
 - A deficit recovery period of 20 years to be used to recover the share of the deficit allocation to each academy school
 - The 20 year recovery period to only be applicable for as long as the academy or DfE did not give notice of exiting its status
 - On receiving 7 years notice of exiting academy status the outstanding deficit be spread over the remainder of the notice period and the contribution rate be recalculated with effect from the start of the following financial year
 - The committee to reserve its position regarding the actuarial basis to be used for the recalculation.

Financial Implications

33. Currently Harrow schools are funded from the Dedicated Schools Grant (DSG) which is allocated to the Council based on pupil numbers. The majority of this funding is passed to schools; however £11.9m is

retained to fund central expenditure budgets, mainly specialist Special Educational Needs (SEN) provision.

34. Academies are funded directly from central government. An Academy will continue to receive its current school budget; however they will get additional funding, known as Local Authority Central Spend Equivalent Grant (LACSEG), to take account of the new responsibilities which they take on from the Local Authority. The conversion of schools to academies have the following financial implications:

- Clawback of Dedicated Schools Grant

Academies receive their funding directly from the Education Funding Agency (EFA). To enable the EFA to make these payments the DfE reduces the DSG allocated to the Council. Currently the DfE also claws back a proportion of centrally retained DSG in order to partly fund the LACSEG funding given to the Academies. Statutory changes to school funding, effective from 2013/14, restricts the DSG that the Council can retain for central services. Consequently all the funding for these services has to be passported to schools, negating the need for the DSG clawback.

- Implications for services provided to schools through SLAs

As detailed above, the Council currently provides services to schools through a range of SLAs. If schools cease to purchase Council services there is a potential loss of income which will have both budget and service implications for the Council, especially where the Council employs staff to provide these services. Experience to date suggests that the position varies between services depending on take up rates and the ability of services to reduce costs. There may be opportunities for services to be provided to schools outside Harrow which may generate an income stream to support these services going forward.

35. The Council receives funding through its general formula grant to fund certain school services such as school asset management, statutory and regulatory duties and certain education welfare services. The government are currently consulting on how funding for these services should be allocated to local government and academies from April 2013. The proposals would result in the Council losing formula grant in respect of pupils in academies which would impact on overall council resources. This risk is being managed as part of agreeing the Medium Term Financial Strategy.

Performance Issues

36. Responsibility for school improvement and attainment transfers to the academy school on conversion. However, the local authority will retain a responsibility for overall performance in the local area and will work in partnership with all local schools to achieve this.

Environmental Impact

37. There are no specific environmental impacts regarding the transfer of the schools to academy status. From the date of transfer the schools will be responsible for the management of the site which the Council

would expect that they would continue on a responsible environmental basis.

38. It should be noted that under current regulations, the Council retains responsibility for the carbon emissions of Academies under the Carbon Reduction Commitment – Energy Efficiency Scheme (CRC). The Department of Energy and Climate Change (DECC) has consulted on simplifying the CRC scheme but it is not clear what will be in the final proposals.
39. At present there are no plans to include Academies in the Council's RE:FIT (energy efficiency) programme. However, if local authorities do retain responsibility for emissions from Academies, under CRC, the Council will need to consider how it will work with them to reduce their emissions.

Risk Management Implications

40. Risk included on Directorate risk register? Yes
41. Separate risk register in place? No
42. A risk register or issues log will be established for each transfer accordingly.

Equalities implications

43. Was an Equality Impact Assessment carried out? No
44. There are potential equalities implications in terms of service provision once schools have become academy schools (in issues such as admissions, exclusions and special needs for example) as well as the potential equalities implications in relation to any staff transfer. The Council and schools will work together closely to ensure that equality issues are identified and that Governing Bodies are made aware of these before making a final decision.

Corporate Priorities

45. This report contributes to the Council priorities:
 - United and involved communities: A Council that listens and leads.
 - Supporting and protecting people who are most in need.

Section 3 - Statutory Officer Clearance

Name: Emma Stabler	<input type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 18 September 2012		
Name: Sarah Wilson	<input type="checkbox"/>	on behalf of the Monitoring Officer
Date: 12 September 2012		

Section 4 – Performance Officer Clearance

Name: David Harrington	<input type="checkbox"/>	on behalf of the Divisional Director Partnership, Development and Performance
Date: 12 September 2012		

Section 5 – Environmental Impact Officer Clearance

Name: Andrew Baker	<input type="checkbox"/>	on behalf of the Divisional Director (Environmental Services)
Date: 12 September 2012		

Section 6 - Contact Details and Background Papers

Contact: Johanna Morgan, Education Professional Lead, Education Strategy and School Organisation, 020 8736 6841

Background Papers:

Report to Cabinet 7 April 2011, Potential Conversion of Harrow's High Schools to Academy Status – Land and Assets Issues

Report to Licensing and General Purpose Committee, 10 July 2012, Academies – Employer Contribution Rates,

**Call-In Waived by the
Chairman of Overview
and Scrutiny
Committee**

NOT APLICABLE

[Call-in applies]

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**REPORT FOR: OVERVIEW AND
SCRUTINY COMMITTEE**

Date of Meeting:	24 October 2012
Subject:	Youth Justice Plan and Youth Offending Improvement Plan
Responsible Officer:	Catherine Doran Corporate Director, Children and Families
Scrutiny Lead Member area:	Councillor Christine Bednell, Children and Families Policy Lead Councillor Zarina Khalid, Children and Families Performance Lead
Exempt:	No
Enclosures:	Cabinet Report October 2012

Section 1 – Summary and Recommendations

Overview and Scrutiny Committee is requested to:

- (a) Note the contents of the Youth Justice Plan and forward any comments to Council for consideration;
- (b) note the Improvement Plan.

Recommendations:

Effective delivery of youth justice services is a statutory function. The Council must take political as well as corporate responsibility for ensuring that rapid improvements are secured.

Section 2 – Report

As set out in the Cabinet report.

Financial Implications

As set out in the Cabinet report.

Performance Issues

As set out in the Cabinet report.

Environmental Impact

As set out in the Cabinet report.

Risk Management Implications

As set out in the Cabinet report.

Equalities Implications

As set out in the Cabinet report.

Corporate Priorities

As set out in the Cabinet report.

Section 4 - Contact Details and Background Papers

Contact: Kamini Rambellas, Interim Divisional Director Tel: 020 8736 6978

Background Papers:

[As set out in the Cabinet report.](#)

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REPORT FOR: CABINET

Date of Meeting:	11 October 2012
Subject:	Youth Justice Plan and Youth Offending Improvement Plan following Core Case Inspection of youth offending work
Key Decision:	No
Responsible Officer:	Catherine Doran, Corporate Director of Children and Families
Portfolio Holder:	Councillor Brian Gate, Portfolio Holder for Children, Schools and Families
Exempt:	No
Decision subject to Call-in:	Yes
Enclosures:	Youth Justice Plan 2012/13

Section 1 – Summary and Recommendations

Recommendations:

Cabinet is requested to:

(a) Note the contents of the Youth Justice Plan and Inspection Report;

(b) Agree the Improvement Plan.

Reason:

Effective delivery of youth justice services is a statutory function. The Council must take political as well as corporate responsibility for ensuring that rapid improvements are secured.

Section 2 – Report

The Council's top corporate priority is the protection of vulnerable children and adults. Effective partnership arrangements between the YOT statutory partners and other stakeholders are essential to ensuring effective outcomes for children and young people who offend or are at risk of offending. This report sets out the strategic plan for achieving this, the findings of the 2011 inspection of the service and the plan for securing improvements.

Options considered

Effective delivery of youth justice services is a statutory function. Addressing the recommendations in the inspection report is crucial to ensuring this.

Background

Since 2000 there has been a requirement in the Crime and Disorder Act 1998 for Youth Offending Teams (YOTS) and their partnerships to produce a Youth Justice Plan setting out how the YOT will be resourced in the local area and the services which will be available in relation to the statutory primary aim of YOTs to prevent youth offending in the area.

This YOT inspection programme which entailed visits to all Youth Offending Services in England & Wales over a three-year period, commenced in April 2009. Its primary purpose has been to assess the quality of practice against published criteria in relation to assessment, interventions and outcomes. The inspectorate assesses this by selecting a sample of cases which are read by a team of inspectors and assessors who then conduct interviews with the practitioners in charge of those cases.

HM Inspectorate of Probation (HMIP) inspected Harrow's Youth Offending Services in November 2011 and subsequently published a report on 21st December 2011 ([Core Case Inspection of youth offending work in England and Wales. Report on youth offending work in Harrow](#)). The purpose of the inspection was to judge "how often the Public Protection and Safeguarding aspects of the work were done to a sufficiently high level of quality" (HMIP inspection report London Borough of Harrow 2011, p.3)

The inspectors judged that;

"the Safeguarding aspects of the work were done well enough 45% of the time. With the Public Protection aspects, work to keep to a minimum, individual's *Risk of Harm to others* was done well enough 43% of the time, and the work to make each individual less likely to reoffend was done well enough 53% of the time."

Harrow's inspection came towards the end of the three year cycle. It is has been widely recognised that the criteria for evaluating services have been raised and that a number a number of Youth Offending Service inspections in London in particular, have given rise to concerns about the London context. That being said, the results are of great concern placing Harrow significantly below both the national and London averages.

The inspectors did comment favourably on the senior management response to the findings, noting that some had been anticipated and were being addressed.

Whilst there is no statutory requirement to present the Youth Justice Plan to Cabinet, the Youth Offending Service is recognised as a high risk area for the Council and its partners in relation to capacity to respond to the improvement challenges required. In response to this, the partnership has put in place an improvement board to support the improvement work and ensure appropriate pace is maintained.

A small number of YOT's will undergo inspections in the current financial year before the new inspection regime come into effect in 2013/14, it is unclear as to whether Harrow YOT is likely to be one of those selected.

Current situation

The YOT Management Board is a multi-agency partnership accountable to the partnership through Safer Harrow. The membership of the board has recently been reviewed to ensure appropriately senior representation and it has been agreed that the YOT Management Board will now be chaired by the Divisional Director with lead responsibility for quality assurance to ensure robust challenge and scrutiny. The Management Board is responsible for the production and delivery of the Youth Justice Plan (Appendix1).

The strategic aims for the YOT are set out in the plan as:

- Integrated strategic planning and working with clear performance oversight to ensure effective delivery of youth justice services.
- Effective partnership arrangements between YOT statutory partners and other stakeholders to generate effective outcomes for children and young people who offend or are at risk of offending.
- Efficient deployment of resources to deliver effective youth justice services to prevent offending and re-offending by children and young people.
- Ensuring sufficient capacity and capability to deliver effective youth justice services.

Since the beginning of 2012, a time limited Improvement Board has been in place to oversee the implementation of the YOT improvement plan. This board reports to the YOT Management Board and is chaired by the Divisional Director, Targeted Services. The improvement board is responsible for the delivery and implementation of the YOT improvement plan (Appendix 2) – post inspection, including driving up of national standards and improvement of quality and specific areas identified within the inspection. The improvement plan has recently been reviewed to ensure that there is a relentless focus on both performance outputs but more importantly on the *quality* of intervention and support to young people.

A capable and competent workforce is critical to achieving the desired outcomes for children and young people and to achieve this, the following are being put in place:

- Clear performance management expectations supported by regular supervision, appraisals and comprehensive training.
- Appropriate use of the Council's capability and conduct frameworks.
- Coaching and mentoring support from a high performing YOT manager.
- Ensuring the YOT is appropriately comprised to address the improvement challenges.

In addition in the latter part of 2012 we will commission the Youth Justice Board and a well-recognised independent provider to undertake a comprehensive mock inspection including cross team case audit to assure ourselves that the necessary improvements are being made and where not, appropriate action is taken.

Financial Implications

The 2012/13 budget for the YOT service totals £790,000, of which £310,000 is funded from Youth Justice Board Grant with the remaining £480,000 funded by council budget. To date the actions of the Improvement Plan have been delivered from within existing resources though the scale of the plan is creating pressures, especially in respect of management capacity.

Performance Issues

YOT performance is measured via a set of outcome indicators which are reported to the Youth Justice Board. The most recent data is shown in the table below:

Indicators*	Harrow	London	YOT comparison group	England
First time offenders rate per 100,000 of 10-17 year olds population				
Jan 11 - Dec 11 (latest period)	597	891	590	749
Apr 10 - Mar 11	632	1017	720	876
Use of custody rate per 1,000 of 10 -17 year olds population				
Apr 11 - Mar 12 (latest period)	0.71	1.77	0.87	0.80
Apr 10 - Mar 11	0.80	1.57	0.81	0.90
Reoffending rates after 12 months				
frequency rate - Jul 09 - Jun 10 cohort (latest period)	0.90	0.98	0.81	0.96
frequency rate - Apr 09 - Mar 10 cohort	1.04	0.95	0.81	0.92

*note that due to validation and checking against police records this data becomes available significantly in arrears

Harrow's YOT continues to have comparatively good results on these indicators but faces challenges to reduce reoffending and use of custody, which have both increased in recent years, in line with other London LA's. Engagement of young offenders in education training and employment is also monitored locally and is a priority for improvement.

The 2011 inspection identified weaknesses in compliance with a range of standards in the following areas:

- the quality and timeliness of assessments and plans
- effective risk and vulnerability management planning
- management supervision and oversight
- to ensure regular home visits for all young offenders
- measuring activity and outcomes to drive improvement
- ensuring young people, parent and carers are an integral part of their intervention plans

- victim awareness work is competed with all young people

Addressing these issues is central to the Improvement Plan.

Environmental Impact

There are no environmental impact considerations in this report.

Risk Management Implications

See separate guidance notes.

Risk included on Directorate risk register? No

Separate risk register in place? No

Identify potential key risks and opportunities associated with the proposal(s) and the current controls (in place, underway or planned) to mitigate the risks.

See improvement plan

Equalities implications

Was an Equality Impact Assessment carried out? No

Corporate Priorities

Please identify which corporate priority the report incorporates and how:

- Supporting and protecting people who are most in need.

Section 3 - Statutory Officer Clearance

Name: Emma Stabler	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 1 October 2012		
Name: Helen Ottino	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 3 October 2012		

Section 4 – Performance Officer Clearance

Name: David Harrington	<input checked="" type="checkbox"/>	on behalf of the Divisional Director Partnership, Development and Performance
Date: 1 October 2012		

Section 5 – Environmental Impact Officer Clearance

Name: John Edwards	<input checked="" type="checkbox"/>	Divisional Director (Environmental Services)
Date: 2 October 2012		

Section 6 - Contact Details and Background Papers

Contact: Kamini Rambellas, Interim Divisional Director
Tel: 020 8736 6978

Background Papers:
Post-Ofsted Improvement Plan

**Call-In Waived by the
Chairman of Overview
and Scrutiny
Committee**

NOT APPLICABLE

[Call-in applies]

HARROW YOUTH OFFENDING PARTNERSHIP

YOUTH JUSTICE PLAN 2012-13

September 2012

HARROW YOUTH OFFENDING PARTNERSHIP

YOUTH JUSTICE PLAN 2012-13

Summary

Since 2000 there has been a requirement in the Crime and Disorder Act 1998 for Youth Offending Teams (YOTS) and their partnerships to produce a Youth Justice Plan setting out how YOT's will be resourced in a local area and the services which will be available in relation to the statutory primary aim of YOTs to prevent youth offending in the area.

The YOT Management Board is a multi-agency partnership accountable to the partnership through Safer Harrow. The membership of the board has recently been reviewed to ensure appropriately senior representation and it has been agreed that the YOT Management Board will now be chaired by the Divisional Director with lead responsibility for quality assurance to ensure robust challenge and scrutiny. The Management Board is responsible for the production and delivery of the Youth Justice Plan.

The strategic aims for the YOT are set out in the plan are:

- Integrated strategic planning and working with clear performance oversight to ensure effective delivery of youth justice services.
- Effective partnership arrangements between YOT statutory partners and other stakeholders to generate effective outcomes for children and young people who offend or are at risk of offending.
- Efficient deployment of resources to deliver effective youth justice services to prevent offending and re-offending by children and young people.

HM Inspectorate of Probation (HMIP) inspected Harrow's Youth Offending Services in November 2011 and subsequently published a report on 21st December 2011. The purpose of the inspection was to judge "how often the Public Protection and Safeguarding aspects of the work were done to a sufficiently high level of quality" (HMIP inspection report London Borough of Harrow 2011, p.3). The inspection took a representative sample of cases which were judged on how often Public Protection and Safeguarding aspects of work were done to a sufficiently high level of quality.

The inspection was split into three areas of Assessment and Sentence Planning, Delivery and Review of Interventions and Outcomes, each of which identified areas that needed improvement, including lack of permanent management in place, CAMHS input declining which impacted the provision of specialist input and delivery, to example a few. All of which then impacted the ability to assess whether there were successful outcomes for young people.

The Inspectors judged that:-

“the Safeguarding aspects of the work were done well enough 45% of the time. With the Public Protection aspects, work to keep to a minimum, individual’s *Risk of Harm to others* was done well enough 43% of the time, and the work to make each individual less likely to re-offend was done well enough 53% of the time.”

The results were a disappointing set of findings which identified significant short comings in management oversight and staff changes which had impacted the quality of work to manage risk of harm to others and to address safeguarding needs.

Some of these area’s have already been addressed; the recruitment of a permanent YOT manager, work on identifying a skilled workforce and any gaps alongside a new operating model as part of the wider Children’s Services restructure. This should secure closer integration with services for vulnerable children and young people.

Since the beginning of 2012, a time limited Improvement Board has been in place to oversee the implementation of the YOT improvement plan. This board reports to the YOT Management Board and is chaired by the Divisional Director, Targeted Services. The improvement board is responsible for the delivery and implementation of the YOT improvement plan -post inspection, including driving up of national standards and improvement of quality and specific areas identified within the inspection. The improvement plan has recently been reviewed to ensure that there is a relentless focus on both performance outputs but more importantly on the quality of intervention and support to young people.

This plan is set out as follows:

- Structures and Governance
- Partnership arrangements
- Resourcing and Value for money
- Risks to Future Delivery
- Performance
- Key Challenges and Achievements
- Priorities for 2012-2013

1. Structures and Governance

Outcome: Integrated strategic planning and working with clear performance oversight to ensure effective delivery of youth justice services.

Safer Harrow is considered the local Crime and Disorder Reduction Partnership which is jointly chaired by the Borough Commander and chief executive. This partnership takes a strategic approach to Crime and Disorder issues within Harrow. Membership of Safer Harrow consists of the following statutory partners:

- Probation Service
- Police
- Courts
- Local Authority Children's Services
- Community Safety / Crime Reduction
- Health

The YOT Management Board meets quarterly and is chaired by a Divisional Director within Children's Services. All statutory partners are represented at a senior level, including specialist services such as victim support / parenting. The YOT management group includes overseeing the development and implementation of the Youth Justice Plan; considering resource and workload issues; performance data reporting; approving policies and protocols; the group also incorporates public protection and safeguarding issues are addressed at each meeting.

Following the recent Inspection of Harrow YOT, a "time limited" Improvement Board has been created to oversee the implementation of the YOT improvement plan. This board sits underneath the YOT Management Board which is chaired by the Divisional Director with lead responsibility for quality assurance. Responsibility of this board consists of the delivery and implementation of the YOT improvement plan – post inspection, including driving up of national standards and improvement of quality and specific areas identified within the inspection.

A new operating model within Harrow Children's Services has placed Harrow YOT within targeted services sitting alongside other specialist services such as Children Looked After. This also involved moving to a new building in an open plan shared office. This provides the YOT with a management structure that is both leaner and more cost effective, as well as providing an increased level of support for both staff and young people.

The positioning of the YOT, with governance and accountability through Safer Harrow and line management within Children's Services enables the YOT to meet its dual strategic functions relating to both justice and welfare.

2. Partnership Arrangements

Outcome: Effective partnership arrangements are in place between YOT statutory partners and other local partners that have a stake in delivering local youth justice services, and these arrangements generate effective outcomes for children and young people who offend or are at risk of offending.

The YOT partnership ensures that the YOT are strongly linked to other planning frameworks. As stated earlier – the YOT management board reports to Safer Harrow and feeds into the development of strategic approach of Crime and Disorder

In achieving the Commissioner's vision of Total Policing with efficiency savings, the Metropolitan Police is examining all areas of business to look at how things can be done better, smarter and deliver real crime reduction. As part of this vision, Harrow Borough is examining its youth engagement strategy for both enforcement and intervention work. We recognise the complexity of youth crime and the multi faceted reasons why young people commit crime and that often there are complicated and complex social, family, education and health issues which all play a significant part. In addition, Harrow Borough recognises the emerging

existence of a gangster culture among some of its youth and the correlation of gang culture and levels of violence. This is a challenge to both local policing and the local authority is problem solving in a truly multi agency way to identify those at most risk, engage and divert away from crime.

Core to the Harrow Police strategy is the joint working within the Harrow YOT's Team. This relationship is continuously seen as crucial in our joint efforts to reduce crime. Resource levels are currently being reviewed throughout Harrow police and as part of this process, Harrow police and YOT will be identifying appropriate and suitable staffing arrangements to the YOT. Harrow YOT management have a dedicated representative at Early Intervention Panel, Joint Area Tasking and Co ordination Group, alongside this a senior practitioner will attend every Looked After Child, Child Protection and safeguarding meetings amongst other local meetings – including those held at local youth centres.

Communication with courts is had through Court User Group meetings, and North West London Youth Panel Meetings where YOT manager and senior practitioner attend, Legal Advisors also attend YOT Management Board.

The Triage and prevention operations such as PVE and mentoring sit outside of the YOT within the Early Intervention Service. The YISP was placed within the Early Intervention Service to make best use of the early years focused staff and subsequently proved very successful. The approach has continued to be successful in reducing first time entrants and in particular the very low re-offending rate of young people subject to Triage. The YOT and EIS are closely linked with shared education and careers staff, prioritising of young offenders in the troubled families strategy as well as being co-located.

One of the strengths of the New Operating Model is that there will be a centralised commissioning function across the whole of Children's Services, and through this the YOT will be able to call upon a wide range of voluntary sector agencies for work with parents and families. Existing contracts include HOPE (a local parenting support network), Victim Support and Oasis (Counseling support).

Stronger links with Probation are also in the process of being established, which involves utilising YOT probation officer for specialised work such as taking lead on MAPPA, transfer of young people from YOT to Probation, and being a key role in the Integrated Offender Management scheme.

A revised and updated information sharing agreement will ensure that the YOT is able to take full advantage of the additional information resources available locally. This will be managed through the Multi Agency Safeguarding Hub (MASH) a multi agency, multi disciplinary access team, through which all referrals and requests will be funneled along with court.

Constructive, positive activities for young people will be provided by a range of agencies, overseen by the commissioning team, and accessible to the YOT.

Some effective partnerships are in place between YOT statutory partners and other local partners that have a stake in delivering local youth justice services; some are being strengthened and reviewed – this includes working agreements between teams such as Children in Need and YOT; and these arrangements generate effective outcomes for children and young people who offend or are at risk of offending in recognition of our high percentage of LAC population that offends.

3. Resourcing and Value for Money

Outcome: Efficient deployment of resources to deliver effective youth justice services to prevent offending and reoffending.

In all previous years Harrow Youth Offending Team has been resourced by contributions from statutory partners, the Youth Justice Board and some additional grant funding. National financial pressures have resulted in the reduction of Youth Justice Board funding by 13% from 2011/12 to 2012/13. In 2012/13 the Local Authority stepped in to cover the shortfall to prevent a further budget reduction.

In previous years, statutory partners have also been contributing through in kind deployment or secondment of key personnel. At present there is no expectation that statutory agencies will reduce the secondment of staff into the YOT, and we are grateful to them for continuing to prioritise this work.

In addition to these seconded staff, the YOT has been able to call upon the expertise of a range of skilled professionals, most of who are directly employed by the Local Authority as detailed in Table 2. Other key skills are commissioned from the voluntary sector as recommended by the Youth Justice Board. However third sector agencies who are commissioned to provide services directly to the YOT mainly substance misuse, parenting, Victim work and counseling have all been commissioned for the coming year. A review of service commissioning is being carried out at this moment, and decisions around funding for the year 2013-14 will be made as a part of this review as well as taking into consideration whether they are fit for purpose services being delivered.

During 2011-12 a new operating model was introduced for Children's Services in Harrow which will create a single front door for access to all services, and also realign services to improve outcomes for children and families. Harrow YOT has been at the forefront of these developments and welcomes the changes.

Some support services previously based within the YOT are now based across children's services encouraging a more holistic approach to children and their families from the YOT case managers and encouraging referrals for younger siblings for example with a view to prevent future offending.

In 2011-2012 Harrow had an offence rate per 1000 young people of 17, compared with 19 in 2010/11. This compares to the England average offence rate of 25 and the 'YOT family' average of 21.

The following tables set out the current budget for 2012-13 as compared to 2011-12, and the staffing resources as at 30.06.12.

Table 1 Financial Resources

Funding Stream	Type	2011-12 Total (cash and in kind)	2011-12 % of total budget	2012-13 Cash	2012-13 in kind	2012-13 Total	2012- 13 % of total YOT budget	Percentage Change/ Increase/Dec rease
Youth Justice Board	Total grant (All previous ring fenced grants now combined in Youth Justice Grant)	351,589	25.6%	307,282	0	307,282	23.1%	-13%
Probation	Statutory support	50,000	3.8%	0	50,000	50,000	3.8%	0%
Police	Statutory support	66,231	5.0%	22,000	44,231	66,231	5.0%	0%
Health	Statutory support	10,000	0.8%	10,000	0	10,000	0.8%	0%
	CAHMS	0	0	0	10,000	10,000	0.8%	-
	Sexual Health	0	0	0	0	0	0%	-
	Unitas	4,000	0.3%	4,000	0	4,000	0.3%	0%
Drug Action Team	Grant	20,000	1.5%	0	20,000	20,000	1.5%	0%
Local Authority	Main Budget	446,338	33.6%	483,538	0	483,538	36.3%	8%
Local Authority	Support Services cost	380,115	28.6%	380,115	0	380,115	28.6%	0%
Total		1,328,273	100%	1,206,935	124,231	1,331,166	100%	0%

Table 2 - Human Resources (as at 30 June 2012)

Post Title	No of posts	No filled	Source/Employer	Hours	Ethnicity	Gender
YOT Manager	1	1	Local Authority	F/T	A	F
YOT Snr Practitioner	1	2	Local Authority	F/T	A	M
	1		Locum		W	F
Case worker	3	2	Local Authority	F/T	W	F
		1 Vacant		F/T	W	F
		4	Locum X 4	F/T	B	M
				F/T	B	F
				F/T	B	F
				F/T	W	M
Probation officer	1	1	Probation	F/T	W	M
ISSP Co-ordinator	1	1	Local Authority	F/T	B	F
Referral panel co-ordinator	1	1	Local Authority	F/T	W	F
Victim support	1	1	Voluntary Sector - commissioned	0.5	W	F
Parenting	1	1	Voluntary sector - commissioned	0.5	W	F
Reparation worker	1	1	Local Authority	1	W	M
	0.5 post	vacant		0.5		
Housing worker	1	1	Local Authority	0.6	W	M
Police officer	1	1	Police	P/T	W	M
Substance misuse worker	1	1	Voluntary Sector – commissioned	P/T	W	F
Counsellor	1	1	Self employed	0.3 sessions	B	F
Performance officer	1	1	Local Authority	F/T	A	F
Admin support	3	2	Local Authority	1	W	F
		1 as and when contract		0.5	W	F
				0.5	A	F
TOTAL	20.5	23				

In 2011-12 Harrow underwent a restructure of its children's services which saw the transfer of staff previously placed in the YOT (mentoring, PVE and Education) over into the Early Intervention Service. The New Operating model provides far greater opportunities for more joined up working across the service, and ensuring more robust exit strategies for young people coming towards the end of their order, where on going needs have been identified. Over the course of 2012-13 YOT manager will work closely with EIS managers to ensure proposed working arrangements under the new operating model prove to be effective and young people receive a seamless intervention from across the service.

In addition to paid employees, the YOT is fortunate in being able to call on over 50 volunteers and sessional staff. These individuals make a substantial contribution to the work of the YOT through a range of activities including:

- Supervision of young people on ISS orders during evenings and at weekends
- Membership of community panels for referral orders
- Appropriate adult work in police stations and elsewhere

4. Risks to future delivery

Outcome: The YOT has the capacity and capability to deliver effective youth justice services

Resources

There was a further reduction in the YJB grant while in the year moving forward the Local authority has put in place additional funding to address the issues highlighted in the inspection report and subsequent improvement plan, continued pressure placed on the wider funding streams from central government mean that this is not a permanent increase in contribution, and will be reviewed once the improvement plan is considered to be successfully completed.

Capacity

The total number of offences by young people in Harrow was 410 in 2010-11 and 356 in 2011-12. The total offending population was 162 in 2010-11 and 164 in 2011-12. During the last 2 years there has been a decrease in the number of first time entrants (FTE) to the criminal justice system in Harrow. There were 127 FTE from Jan – Dec 2011 compared with 154 in the prior year. Some of this can be associated with the success of the early intervention work in the borough and a very effective Triage at point of arrest. This scheme applies to all young people arrested for the first time for a non-violent offence, and leads to a 3-month intervention programme under bail. Successful completion of the programme leads to the bail being concluded as no further action.

In 2009-2010, re-offending figure was 170, which significantly increased in 2010-2011 to 269 and then dropped to 259 in 2011-2012. There has also been a reflected pattern in custodial sentences. In 2009-2010 the rate per disposal was 10 out of 373 (2.68%), which increased in 2010-2011 to 17 out of 269 (6.09%), and then 2011-2012 a decrease to 15 out of 257 (5.84%).

Management

A new management team is in place consisting of one team manager and one senior practitioner. An additional senior practitioner post has also been created to support implement the YOT improvement plan, and drive up the level of management oversight, which was identified as an area for improvement in the inspection report. In addition the current structure of the YOT being a fit for purpose service is being considered.

Partners

The members of the Harrow Youth Justice partnership have all experienced reductions in resources in recent years. It is inevitable that this will impact on what is available locally to YOT clients.

The Harrow Magistrates Court closed in June 2011, and the Youth Court has been transferred to Brent Court now defined as Willesden Court. This has created opportunities for Harrow YOT to forge greater working relationships with our partner YOT's (Brent and Barnet) with whom we now share this court. The impact of being in a court based further away means staff spend more time travelling which means time away from face to face contact. In addition to this the Crown Prosecution Service (CPS) have now gone digital, meaning all papers are electronic, This has had an impact on YOT services receiving CPS papers in enough time to complete court reports, and has been raised as a "teething" issue at Court User Group meetings by those sharing the court. The closure of the court has impacted those existing familiar relationships with magistrates and court staff; which often can make complex court processes a lot smoother. However YOT staff are now beginning to build new relationships with staff and neighboring YOTs which has provided the opportunity to revisit existing practice and policies and build and improve on court processes.

Changes to Harrow Demography

The ethnicity profile of Harrow's school pupils reflects the general diversity changes within Harrow's population. Indian and White British pupils continue to be the largest ethnic groups in Harrow's schools as at January 2011. However, there has been a significant decrease in White British pupils from 28% in 2006 to 19% in 2011, and an increase in pupils from other Asian backgrounds from 13.1% in 2006 to 19.5%, followed by an increase in the other White backgrounds group from 4.2% in 2006 to 7.3% in 2011. The chart below shows the percentage of pupils in each ethnic group in Harrow schools as at January 2011.

Less than half the children at Harrow schools speak English as a first language (44.87%) as at January 2011. However English along with Gujarati, Tamil and Somali continue to be the main languages spoken. In line with the changing ethnic groups Middle Eastern and Eastern European languages (particularly Romanian) are increasing yearly.

These actual changes put pressure on both universal and targeted services across the Borough at a time when financial and other resources are significantly diminished. In addition to this it has an impact on the number of additional resources needed for young people in the youth justice system, in particular interpreting services.

5. Performance 2011-12

Over the last few years Harrow has changed rapidly as detailed above, and these changes have had both positive and negative impacts on the performance of the partnership and the Youth Offending Team.

YOT performance is measured via a set of outcome indicators which are reported to the Youth Justice Board. The most recent comparative data is shown in the table below:

Indicators*	Harrow	London	YOT comparison group	England
First time offenders rate per 100,000 of 10-17 population				
Jan 11 - Dec 11 (latest available data)	597	891	590	749
Apr 10 - Mar 11	632	1017	720	876
Use of custody rate per 1,000 of 10 -17 population				
Apr 11 - Mar 12 (latest period)	0.71	1.77	0.87	0.80
Apr 10 - Mar 11	0.80	1.57	0.81	0.90
Reoffending rates after 12 months				
frequency rate - Jul 09 - Jun 10 cohort (latest available data)	0.90	0.98	0.81	0.96
frequency rate - Apr 09 - Mar 10 cohort	1.04	0.95	0.81	0.92

*note that due to validation and checking against police records some data becomes available significantly in arrears

Harrow's YOT continues to have comparatively good results on these indicators but faces challenges to reduce reoffending and use of custody, which have both increased in recent years. As detailed above, an improvement plan is in place to address the performance issues identified in the Core Case inspection, with a focus on the quality and timeliness of work.

In April 2011- March 2012 the youth crime prevention triage team received 82 Referrals, 4 agreed triage but later disengaged, and 8 refused intervention. From the 70 worked with there was success rate of 100% in rate of no re-offending in this period.

Other measures of performance have been variable over the period. Rates of Young Offenders in Education Training and Employment (ETE) have dropped from 76.2% in 2009-10 to 67.7% in 2011-12. Housing, referrals for substance misuse and mental health support have remained static at a reasonably high level. Victim engagement continues to meet the targets of engagement and satisfaction.

Harrow YOT has now joined with corporate performance to develop monthly monitoring on data which will form a substantial role in the YOT management boards oversight of these figures.

6. Key Challenges and Achievements

Key achievements in the last year have included:

- Reduction in use of custody
- Reduction in re-offending rates
- Sustaining the lower rate of FTE
- Improved management oversight
- Robust policies and procedures

Key challenges in the last year have included:

- Core Case inspection report highlighting the need for very significant improvements in areas of safeguarding, victim awareness and effective management oversight,
- Transition to the new operating model
- Staff performance issues currently ongoing requiring high levels of Human Resources input and support
- Changes in senior management team directly responsible for YOT

Harrow YOT's aim for 2012-13 will be to implement the actions outlined in the YOT improvement plan and ensure safe practice by practitioners, effective oversight by managers and the best possible outcomes for children and young people.

Staff need to be supported, managed effectively and developed in their roles which is critical to any improvement that should take place. This includes regular supervision which offers robust management oversight and identifies training and development needs as well as completing Appraisals; regular team meetings which will assist in the team working together to drive up standards of improvement and be accountable as a team for any future inspections. In addition to this opportunities are created for staff to be reflective in their practice and be open to challenges and share good practice by way of group supervision and peer support.

Structured allocations meetings immediately after court will ensure staff are clear on who has which case and offers the opportunity for staff to discuss as a multi disciplinary team a potential plan of action for the young person, as well as sharing any previous knowledge.

Report templates created to ensure consistency, and encourage staff to ask the "right" questions as part of the assessment process in order to elicit as much information as possible, and all staff to attend safeguarding training and attend training on risk management and analysis of information.

There is a considerable amount of work and resources needed to improve standards within the youth offending team – however through regular monitoring through improvement and management boards, the resources can be targeted to the right areas.

Summary of our priorities for 2012/13:

1. Improve safeguarding and quality assurance systems, including quality assessments, plans and interventions.
2. Drive up compliance with National Standards
3. Deliver strong performance
4. Manage poor performance through processes and procedures
5. Work in a more integrated under the New Operating Model to ensure young people's needs are met
5. Build workforce skills
6. Monthly data reporting into YOT management board

HARROW YOT IMPROVEMENT PLAN

This plan provides an overview of an improvement plan addressing the 9 recommendations of the most recent HMIP inspection which took place in December 2011. These highlight the biggest challenges to improving outcomes to children and young people in Harrow. Recommendations 10-12 are additional recommendations as agreed by the YOT improvement board.

This plan addresses both national standards as well as improving the quality of practice within the youth offending team.

Baseline data is yet to be set, as there are some difficulties with the validity of the current data being provided. However measures have been put in place to ensure data is gathered quickly and is valid. A data cleaning day has been booked for staff on Friday September 29th – therefore baseline data will be available week commencing 8th October and will be populated as part of the YOT Improvement Plan.

RECOMMENDATION	ACTION	OUTPUT	TARGET	LEAD	BASELINE
1) A timely and good quality assessment and plan, using Asset, is completed when the case starts	1) To complete all assets and intervention plans within 15 days, ensuring high quality and robust management oversight	<ul style="list-style-type: none"> - Fortnightly and monthly reports on completed assets and intervention plans. - All start Assets to be Quality assured using YJB - All cases to have intervention plan completed including referrals 	<p>95% of Assets on time</p> <p>95% of intervention plans completed on time</p>	YOT Management Performance Team YOT Case managers	
1) A timely and good quality assessment and plan, using Asset, is completed when the case starts	2) To complete all Risk Management Plans within 10 days ensuring quality and accuracy of risk assessment	<ul style="list-style-type: none"> - Fortnightly and monthly reports on those needing and completion of RMP - All RMP's to be Quality assured using YJB tool and QA'd/ 	95% of all RMP's on time	YOT Management Performance YOT Case managers	
1) A timely and good quality assessment and plan, using Asset, is completed when the case starts	3) To complete all Vulnerability management Plans within 10 day's ensuring quality and accuracy in protecting children at risk of harm.	<ul style="list-style-type: none"> - Fortnightly and monthly reports on those needing and completion of RMP - All VMP's to be Quality assured using YJB tool and QA'd 	95% of all VMP's on time	YOT Management Performance YOT Case managers	

<p>1) A timely and good quality assessment and plan, using Asset, is completed when the case starts</p> <p>2) Specifically, a timely and good quality assessment of the individual's vulnerability and Risk of Harm to others is completed at the start, as appropriate to the case</p>	<p>4) To provide data on improved quality measured outcomes in all areas to identify areas of strengths and area's for improvement throughout the service</p>	<ul style="list-style-type: none"> - To use QA tool by YJB for all start assets and dip sample - To identify trends of team as well as follow up individual staff in 1-1 supervision. - To complete What do you think forms for all YOT young people at start and end of each intervention and scan into system - To commission externally for someone to QA and audit 	<p>YJB quality measure tool indicates a "good" average across the team</p>	<p>YOT management</p>	
<p>3) As a consequence of the assessment, the record of the intervention plan is specific about what will now be done in order to safeguard the child or young person from harm, to make them less likely to re-offend, and to minimise any identified Risk of Harm to others.</p>	<p>5) Intervention plans are smart to ensure targeted and evidence based intervention plans are being delivered to reduce the risk of re-offending and resulting in good outcomes</p>	<ul style="list-style-type: none"> - To complete staff observations which include recording the relevance of the assessment to the intervention being delivered - To commission externally for someone to QA and audit - For young people to devise their own evaluation by way of support from youth parliament 	<p>Monthly staff observations</p>	<p>YOT Management</p>	

<p>4) The plan of work sets appropriate goals, realistic timescales, is clearly sequenced and regularly reviewed.</p>	<p>6) To ensure effective exit strategies are in place post court order to reduce the number of young people re-offending and increase community engagement</p>	<ul style="list-style-type: none"> - To complete independent evaluations with young people - Monitoring the number of YOT clients who are NEET at the start of their court order and in EET at the end of order? - Information sharing with education placement is clear and regular communication is had between schools / YOT 	<p>Demonstrate a continued decrease in the number of NEET yp</p> <p>To increase percentage of school attendance</p>	<p>Performance YOT case managers YOT managers</p>	<p>Completed – First RMP to take place 20th September 2012</p>
<p>5) Children and young people and their parents / carers are actively and meaningfully involved in assessment and planning, including through timely use of self assessments and the assessment of learning styles</p>	<p>7) To ensure young people, parent and carers are an integral part of their intervention plans to improve long term sustainable outcomes for young people</p>	<ul style="list-style-type: none"> - To complete what do you think forms for all YOT young people at the start and end of each intervention and scan into system - Referrals to parenting services for all assets scoring 2 or above in family / relationship section and recorded on intervention page - To record the number and method of contact 	<p>100% of What do you think? Forms completed as part of ongoing assessments of young people.</p> <p>100% of referrals received for parenting support are contacted.</p>	<p>YOT Case managers YOT management Parenting Services</p>	

	with parents - To implement an “induction pack” for young people incorporating learning styles						
6) Oversight by management, especially of vulnerability, Risk of Harm, to others, is effective in ensuring the quality of practice and provision of services, and is clearly recorded within the case record.	<ul style="list-style-type: none"> - Management oversight recorded in YOIS - Ensure supervision occurs on a monthly basis where management oversight and actions are recorded in YOIS - Actions not completed within a month are escalated through appropriate management structure 	100% of staff to receive monthly supervision	YOT Management Performance	Agreed supervision agenda 100% staff receiving supervision with signed supervision agreements			
6) Oversight by management, especially of vulnerability, Risk of Harm, to others, is effective in ensuring the quality of practice and provision of services, and is clearly recorded within the case record.	<ul style="list-style-type: none"> - Fortnightly report run to ensure oversight on all countersigning of documents - Management team to record in YOIS 	100% of cases have effective management oversight	YOT Management Performance				
7. Purposeful home visits are undertaken, as appropriate to the needs of the case and consistent with Safeguarding	<ul style="list-style-type: none"> - Ensure all young people have a home visit unless risk identifies not to 	60% of young people to have home visits.	YOT Management YOT case managers				
9) Ensure all documents are countersigned by management to ensure high quality and robust management oversight							
10) To ensure a home visit is completed within 28 days of young person receiving their court order to ensure welfare							

needs and the Risk of Harm to others	needs of young person are considered as part of the court order	(Monthly reporting on home visits) - Home visits are recorded on YOIS - Staff observations to be completed	First home visit completed within 28 days	Performance	
8) Sufficient attention is given to the victims	11) To ensure victim awareness work is completed with all young people and to evidence the impact	- Ensure intervention page indicates referral to victim worker - To record the number and method of direct / indirect contacts with victim - For every PSR to address victim impact	To ensure 100% of young people take part in some form of Victim awareness / restorative justice work. 100% victims contacted	YOT case managers Victim Support YOT Management	
9) Work to be undertaken to ensure that the referral criteria for the Risk and Vulnerability Management Panel are consistently applied by all staff and Managers	12) To manage Risk, Vulnerability ensuring high quality and robust management oversight on cases	- To complete protocol for Risk and Vulnerability Management Panels that is clear and fit for purpose - All cases are identified by Management alongside the Performance Team & placed on Risk Management Panel Agenda (criteria – Assessed Risk of Harm is medium or above. Where there is	To have regular monthly Risk & Vulnerability Management Panels	YOT Management Performance YOT case Managers	Completed – first RMP to take place 20 th Sep 2012

<p>10) Effective Partnership working for LAC</p>	<p>13) Reduction in LAC in youth offending / re-offending population</p>	<p>a completed Risk Management Plan or Vulnerability Management Plan. All MAPPA eligible cases, all knife crime cases</p> <ul style="list-style-type: none"> - To write protocol / best practice guidance between CIN / CLA / and YOT identifying area's such as Appropriate Adult, accommodation, prison visits, recording of information, overlap of information, overlap in care planning for young people - To analyse cohort of LAC offending population and report to Corporate Parenting panel 	<p>Monitor LAC offending population</p>	<p>YOT Management Social Care Management Performance</p>	<p>Meeting has taken place – Revised protocol to be completed by October 1st 2012.</p>
<p>11) To have a skilled workforce with ability to make defensible decisions based on professional judgement</p>	<p>14) To have a skilled workforce completing evidence based assessments and interventions which are informed by a range of sources of information</p>	<ul style="list-style-type: none"> - All staff to attend safeguarding training - All staff to complete two day training workshop on identification of, and risk management / offence analysis 	<p>To be prepared for change in national standards by April 2013 and awareness of impact of new legislation in Nov 2012</p>	<p>YOT Case managers YOT management</p>	<p>All staff have attended LSCB safeguarding training</p> <p>Dates have been confirmed for a two day risk management / analysis training – October 19th</p>

		<ul style="list-style-type: none"> - Staff to attend workshop (in house) on changes in national standards (Due in April 2012)and legislation (Legal Aid, Sentencing and Punishment of Offenders Act 2012 (LASPO – Nov 2012) - To complete a workforce development / training plan 			<p>and October 26th 4th October – Management and court lead to attend</p>
<p>12)To create structured environments for staff to be able to reflect on practice and learn from one another</p>	<p>15) Continued reflective practice and identification of risks / needs / positives within service providing staff and management with a transparent and open service continually striving for improvement.</p>	<ul style="list-style-type: none"> - To complete mock audit / inspection with partners such as YJB / HMIP / YOT - 3 weekly group supervision - Structured allocations meeting where initial plan is discussed for case 	<p>To have a reflective and transparent service where risks / needs / positives are clear from case manager to senior management</p>	<p>YJB YOT Management YOT Case Managers</p>	

**REPORT FOR: OVERVIEW AND
SCRUTINY COMMITTEE**

Date:	24 October 2012
Subject:	Shaping a Healthier Future for NW London – Harrow’s response to consultation by NHS NW London
Responsible Officer:	Alex Dewsnap - Divisional Director, Strategic Commissioning
Scrutiny Lead Member area:	Health and Social Care – Councillor Krishna James and Councillor Vina Mithani
Exempt:	No
Enclosures:	Harrow Council’s response to the <i>Shaping a Healthier Future</i> consultation

Section 1 – Summary and Recommendations

This report sets out Harrow Council’s response to the Shaping a Healthier Future consultation by NHS NW London. The work was led by scrutiny members and scrutiny’s response has been adopted by the Executive-side. As such it was submitted to NHS NW London as a Harrow Council response.

Recommendations:

The Overview and Scrutiny Committee is asked to note the response to NHS NW London.

Section 2 – Report

Shaping a Healthier Future for North West London

Shaping a Healthier Future is a programme set up by NHS NW London to improve healthcare for the two million people living in NW London. The programme is being led by the eight clinical commissioning groups and other clinicians across NW London who have identified the case for change which highlights the inconsistencies and failings of the current system and sets out objectives for a better, healthier future for NW London.

The aim of the programme is to ensure that the right care is delivered in the right places and a number of detailed proposals for how services could be organised differently in the future have been developed. These proposals form the basis of a full public consultation which ran from 2 July to 8 October 2012.

This report attaches Harrow Council's response to the consultation. This was led by scrutiny members and informed by evidence gathered through Harrow's participation on the NW London Joint Overview and Scrutiny Committee, consideration of the Shaping a Healthier Future pre-consultation business case and discussions held at the special meeting of the Health and Social Care Scrutiny Sub-Committee on 19 September. These discussions explored the impact of the Shaping a Healthier Future proposals in Harrow and the consultation process, and involved representatives from:

- NHS NW London's Shaping a Healthier Future programme
- North West London Hospitals Trust
- NHS Brent & Harrow
- Harrow Clinical Commissioning Group
- Harrow Local Involvement Network
- Harrow Council

The website for the Shaping a Healthier Future programme is at: <http://www.healthiernorthwestlondon.nhs.uk/>

Financial Implications

The costs of delivering this project were met from within existing resources.

Performance Issues

There are no performance issues specifically associated with this report.

Environmental Impact

There is no specific environmental impact associated to this report.

Risk Management Implications

There are none specific to this report.

Risk included on Directorate risk register? No

Separate risk register in place? No

Equalities implications

As part of its work programme, the JOSC considered the equalities impact assessment work conducted for the Shaping a Healthier Future programme and whether equality implications had been given adequate consideration on the proposals for change.

Issues around equalities are also addressed in Harrow Council's response to the consultation, as attached.

Corporate Priorities

The Shaping a Healthier Future programme and associated JOSC relate to the Council's corporate priorities of:

- United and involved communities: A council that listens and leads
- Supporting and protecting people who are most in need

Section 3 - Statutory Officer Clearance

Not applicable.

Section 4 - Contact Details and Background Papers

Contact: Nahreen Matlib, Senior Professional Scrutiny, 020 8420 9204, nahreen.matlib@harrow.gov.uk

Background Papers: The website for the Shaping a Healthier Future programme is at: <http://www.healthiernorthwestlondon.nhs.uk/>

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FREEPOST
SHAPING A HEALTHIER FUTURE CONSULTATION

Monday 8 October 2012

Shaping a Healthier Future for North West London – Response from Harrow Council

We write in response to the consultation conducted by NHS North West London on 'Shaping a Healthier Future'. We will also be sharing this response with the NW London Joint Health Overview and Scrutiny Committee (JHOSC) that has been established to scrutinise the proposals and of which Harrow is a member. We are clear that this response represents a Harrow Council perspective (on behalf of scrutiny and the Executive) and as such does not preclude any other groups/organisations/individuals from our organisation or the wider local health and social care economy from submitting their own views. We acknowledge that as a JHOSC has been established to consider Shaping a Healthier Future (SaHF), NHS bodies are not obliged to respond to individual scrutiny committees' comments.

Our comments are drawn from consideration of the Pre-Consultation Business Case (PCBC), evidence gathered at the Harrow Health and Social Care Scrutiny Subcommittee special meeting held on 19 September 2012 and our participation through the NW London JHOSC.

We welcome the opportunity to comment on proposals that will undoubtedly affect the healthcare for Harrow residents and our comments reflect upon both the SaHF proposals and consultation process. The large majority of Harrow residents use acute services at Northwick Park Hospital and to a lesser extent Central Middlesex Hospital (as part of the same trust - NW London Hospitals Trust). As part of all the options put forward for consultation, Northwick Park Hospital retains its services as a major hospital and Central Middlesex Hospital becomes a local hospital and elective care centre. We note the current plans to merge NW London Hospitals Trust and Ealing Hospital Trust and therefore the option to downgrade Ealing Hospital to a local hospital will also have ramifications for Harrow's local hospital trust.

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SHAPING A HEALTHIER FUTURE - CONSULTATION PROCESS

Harrow scrutiny held a special meeting of its Health and Social Care Scrutiny Sub-Committee on 19 September to discuss the impact of the SaHF proposals in Harrow and the consultation to date¹. The meeting was attended by:

- Dr Mike Anderson – Medical Director, Chelsea & Westminster Hospital (on behalf of the SaHF programme)
- Tina Benson – Director of Operations, North West London Hospitals Trust
- Marcel Berenblut – Head of Communications, NHS Brent & Harrow
- Dr Amol Kelshiker – Chair, Harrow Clinical Commissioning Group
- Julian Maw – Chair, Harrow Local Involvement Network
- David McVittie – Chief Executive, North West London Hospitals Trust
- Paul Najsarek – Corporate Director, Community Health & Wellbeing, Harrow Council
- Javina Sehgal – Borough Director, NHS Brent & Harrow

We extend our thanks to those colleagues who attended the meeting and contributed to the discussions which we found extremely valuable.

On the consultation processes adopted by the SAHF programme, we appreciate the various means that have been employed to reach out to residents within each borough, for example roadshows, attendance at public meetings, inserts into local newspapers, summary documents in key community venues, as well as online access to the consultation. These are especially important given the complex messages that the programme is aiming to achieve public understanding of. However we also note that consulting over the summer period on changes as substantial as these is never ideal especially given the uniquely busy summer London has experienced in 2012. We hope that extending the consultation period to 14 weeks enabled the programme to achieve a large response rate from across all the boroughs affected by the proposals. We have yet to see confirmation of attendance figures for each consultation event, including online hits/responses, and would ask for this when available.

SHAPING A HEALTHIER FUTURE – MAIN ISSUES FOR HARROW RELATING TO PROPOSALS FOR CHANGE

We wish to highlight the following points on the SaHF programme to NHS NW London for consideration as part of its consultation. These points are drawn from consideration of the Pre-Consultation Business Case (PCBC), evidence gathered at the Harrow Health and Social Care Scrutiny Sub-Committee special meeting held on 19 September 2012 and our participation through the NW London JHOSC.

The main issues for Harrow relate to:

- **Implementation of the out of hospital strategy**
- **Poor patient satisfaction with primary care in Harrow**

¹ The minutes to this meeting can be found at:

<http://www.harrow.gov.uk/www2/ieListDocuments.aspx?CId=1037&MId=61335>

- **Capacity and infrastructure at Northwick Park Hospital**
- **Travel, transport and access issues for Northwick Park Hospital**
- **Workforce issues in the short and medium term**
- **Financial position of NW London Hospitals Trust**
- **Long term feasibility of proposed changes**
- **Communicating with the public**

Implementation of the out of hospital strategy

The out of hospital strategy will be the foundation to ensuring changes in acute services succeed – the need to transform primary, community and social care because of current variations in quality and access will include needing to ensure that the capacity and capability exists within the services to operate 24/7 at a high level and this includes implications for social care services. The delivery of the out of hospital transformation underlies the implementation of each option as it delivers a reduction in acute activity and delivers efficiencies and productivity improvements and thereby creates additional capacity in receiving major hospital sites.

We have heard from colleagues in our local NHS as well as through our work on the JHOSC that one of the biggest risks of the proposed service reconfiguration is if it did not happen or was implemented ‘half-heartedly’. Our CCG has told us that major issues for Harrow in primary care concern access to GPs and timely diagnostics and the avoidance of unnecessary hospital admissions. We also know from talking to our residents that health services need to change – current services are too often inconsistent in their levels of quality and accessibility, health inequalities are exacerbated and the financial position of local health trusts (NW London Hospitals Trust and NHS Harrow) is simply unsustainable. This all also impacts greatly on the provision of social care within the borough.

We do ask that health partners consider how they will deal with situations where the out of hospital strategy does not work or does not deliver fewer people to acute services. It is better to consider the risks as early on in the process as possible. There will inevitably be risks to health and social care in Harrow if the out of hospital strategy does not deliver its intended outcomes and for this reason we ask that partners engage in the co-design of services and consider issues around the financial flow between the health and social care sectors. We are pleased that community services are being developed in advance of any changes to hospital services.

Social care is central to the success of the out of hospital strategy and therefore it must be ensured that social care colleagues are engaged throughout the process. The local authority views the vision of the out of hospital strategy very positively and has had engagement with GPs from early on in the process, with the integrated care pilot serving as an example where health and social care have worked together to deliver the personalisation agenda in the borough and employed a bottom up approach to do so. As we move forward the test will be whether health and social care can design more services for the future together.

We welcome the local investment in primary and community services - £17-19m over the next three years – and the premise that the funding should follow the patient and

a pathway that is care closer to home. A challenge remains however in convincing people that care closer to home is equivalent or better in quality to what they would have received in an acute setting.

The engagement of the CCG with the council, for example through the Health and Wellbeing Board, will be vital in ensuring these plans are successfully implemented, especially given the council's new responsibilities around delivering public health services for the borough from April 2013. Indeed there will be a big need to push the prevention agenda and promote public health as part of the out of hospital strategy.

The out of hospital plans must address the urgent financial situation in Harrow's health and social care organisations as this will undoubtedly impact upon implementation – the short term local financial position must be tackled first and foremost. Indeed we also note that the financial impact of the SaHF proposals on social care is not quantified at all in the PCBC however we stress that this must be addressed as a matter of urgency.

New census data released earlier in the summer provides an updated picture of the demographic drivers for changing health needs in the borough. These need to be considered in the strategies for out of hospital care and acute reconfiguration. Harrow is a borough of rich diversity and the needs of all of its communities – those established and those more transient – must be met in plans for health and social care.

We encourage a thorough review of the implementation of the out of hospital strategy in Harrow before any changes to acute services start in 2016. We suggest that collaborative planning between health and social care partners will yield the best results.

Poor patient satisfaction with primary care in Harrow

There is poor patient satisfaction with primary care in Harrow especially in access to GP appointments and out of hours services. Harrow patients, in the 2010/11 patients' survey, score these with 56.3% and 57.8% satisfaction respectively – both ranking in the bottom 10% nationally. This must be addressed by the out of hospital plans and development of GP provision in the borough.

A recent local review of unscheduled care in Harrow found the peak in people's use of the Urgent Care Centre at Northwick Park Hospital to be between 6pm to 12pm, namely when most GP surgeries have closed yet times better suit patients for appointments. This suggests that GP services need to be open later in the day and perhaps out of hours services need to be available in each GP network cluster.

Capacity and infrastructure at Northwick Park Hospital

We remain concerned about the capacity and infrastructure at Northwick Park Hospital to take on the growth in demand in its services and the additional patient flow. Under each of the options there are significant increases in inpatient and outpatient activity and A&E attendances at Northwick Park Hospital forecast. There

is a need to invest in Northwick Park Hospital's services, workforce and estate to make it best positioned to be able to accommodate a growing number of patients.

Information obtained by the Ealing Hospital SOS Campaign through the Freedom of Information Act gives the number of times hospitals within NW London proposals placed a divert on admissions to their A&E Departments. We can see from this that of the 49 instances between February 2011 (from when this data has been collated centrally) and August 2012, 45 were planned closures by Northwick Park Hospital. None of these resulted in total closure and in most cases patients were diverted to Central Middlesex Hospital (i.e. an internal diversion). To us this highlights the urgent need to significantly invest in the A&E capacity at Northwick Park Hospital, even if the proposals within SaHF are not pursued, especially given that A&E functions at Central Middlesex Hospital are no longer available 24/7. The completion of the £20m redevelopment of Northwick Park Hospital's A&E is welcomed as a matter of urgency.

Travel, transport and access issues for Northwick Park Hospital

Ensuring that the ambulance, private car and public transport journeys are not adversely impacted by the increased patient flow to Northwick Park Hospital is crucial to patients and their visitors. Northwick Park underground station (Metropolitan line) is not a step-free station as it does not have lifts, ramps or escalators at the station. Nearby stations at Harrow on the Hill (Metropolitan line) and Kenton (Bakerloo and Overground lines) also lack step-free access. There may also be travel issues for the staff transferring from other hospital sites to Northwick Park Hospital in terms of getting to/from work each day if travelling to Northwick Park Hospital takes longer or is more difficult than their original place of work.

We learnt at our special meeting of the Health and Social Care Scrutiny Sub-Committee that there are long timeframes associated with and costs incurred to changing bus routes – the SaHF programme should factor these into their plans should there be a need to change bus routes to ensure greater accessibility to Northwick Park Hospital. We also encourage the trust to conduct a disability impact assessment for its site to ensure that all factors regarding accessibility under the new proposals have been given due regard.

Workforce issues in the short and medium term

Many staff will be impacted by the proposed changes for example in staff transferring to different sites, the need to recruit more consultants (paediatrics), and changes to maternity services. This will also impact on those staff at major hospitals who will see their hospitals grow in demand. The proposals have the best chance of succeeding at the implementation stage if the workforce is included in discussions and all staff have been fully involved and engaged in the plans for change. To this end, we ask that the SaHF programme continues to engage with all staff groups on a regular basis and that progress on this is reported back to the Health and Social Care Scrutiny Sub-Committee.

Financial position of NW London Hospitals Trust

Even following its proposed merger with Ealing Hospital, regardless of which option is implemented, NW London Hospitals Trust is forecast to remain in deficit in 2014/15 following the changes because of the financial forecasts for Central Middlesex Hospital. Central Middlesex Hospital will not achieve financial viability and this will impact on the trust's overall position. Furthermore, the trust holds the ambition to become a foundation trust in the near future.

We were told at our special meeting that the SaHf programme is not about saving money in the NW London sector but about spending it more wisely. The programme therefore will not answer the serious challenges posed by the current financial situations faced by acute trusts in the sector, not least NW London Hospitals Trust's rather precarious financial position and long-term viability. We would also seek further clarification around how any monies harnessed from estate reconfigurations will be distributed back into the NHS.

We question what the long term deficit position of the trust will mean for services at the trust's hospitals over the longer-term. Although the PCBC states that all services will stay as they are at Northwick Park Hospital as a result of the SaHF proposals, we seek assurances that this will remain the case over the longer-term and that indeed services will be invested in.

Long term feasibility of proposed changes

The closure of hospital A&Es raises questions about the future of hospitals in the longer term e.g. Central Middlesex Hospital and possibly Ealing Hospital. There is real concern that services will diminish incrementally at hospitals downgraded to local hospital status, as fewer and fewer services stay clinically viable.

We are pleased that it was confirmed at our special meeting that no specialist services would be removed from Northwick Park Hospital.

Communicating with the public

Communications to residents regarding the rationale for changes in acute services and the out of hospital transformation is crucially important. The appropriate use of primary care and Urgent Care Centres (UCC) is highlighted as one area which could benefit from concentrated effort in communicating key messages to the general public, especially the most vulnerable in the community who may use these services the most. A potential challenge for the NHS which we hope will be tackled head-on is public education to ensure that the public access the right facilities at the right time, and that they are aware of what different care settings are most appropriate for.

Educating the public around what an UCC is and when it should be used will be key to the success of the proposals. The '111' telephone number as a single point of access to health and social care could direct the patient to the right place at the right time. It is vital that community leaders such as councillors and health and social care professionals such as GPs and community pharmacists are all assured and consistent in their definition of an UCC and what services it offers to residents. We understand from the PCBC that all UCCs will offer a 24/7 service by definition in

future. There will need to be a shift in the public mindset in that should they have a health problem and cannot get an appointment with their GP immediately that A&E is not necessarily the most appropriate place to go instead. Indeed we were told by a NHS Chief Executive “the problem with A&E is that the lights are on 24 hours a day” and people know that they can access it whenever they want although it may not be the most appropriate setting for care.

It is important that communications are pitched at individual borough level. Whilst recognising that the SaHF programme is a regional programme for NW London the messages and issues for the residents of each borough are very different and communications should reflect this being at local level – thinking through the specific concerns for each borough and their own population needs and getting the messages right accordingly.

Concluding comments

Given that strategic health authorities and PCTs will cease to exist from 1 April 2013, we seek clarity on the routes for holding health decision makers to account as the proposals progress. Our involvement in the NW London JHOSC will continue for its duration and at a more local level our scrutiny committee will continue to monitor progress and champion our residents’ concerns.

Should you need any elaboration on the evidence used in our comments, please do not hesitate to contact us through the Scrutiny Unit - details as given on the front page.

Councillor Krishna James
Chair of Harrow Health and Social Care
Scrutiny Sub-Committee and Harrow member
on the NW London Joint Health Overview and
Scrutiny Committee

Councillor Vina Mithani
Vice-Chair of Harrow Health and Social Care
Scrutiny Sub-Committee and Harrow member
on the NW London Joint Health Overview and
Scrutiny Committee

Councillor Bill Stephenson
Leader of Harrow Council

Councillor Margaret Davine
Adult Social Care, Health and Wellbeing
Portfolio Holder

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**REPORT FOR: OVERVIEW AND
SCRUTINY COMMITTEE**

Date:	24 th October 2012
Subject:	Scrutiny Lead Member Report
Responsible Officer:	Alex Dewsnap, Divisional Director, Strategic Commissioning
Scrutiny Lead Member area:	<ul style="list-style-type: none">• Cllr Jerry Miles, Policy Lead, Resources• Cllr Tony Ferrari, Performance Lead, Resources• Cllr Zarina Khalid, Policy Lead, Children and Families• Cllr Christine Bednell, Performance Lead, Children and Families• Cllr Stephen Wright, Policy Lead, Environment and Enterprise• Cllr Sue Anderson, Performance Lead, Environment and Enterprise
Exempt:	No
Enclosures:	Reports from the Scrutiny Lead Members

Section 1 – Summary and Recommendations

The report accompanies the reports from the Scrutiny Lead Members.

Recommendations:

The Committee is requested to consider the reports from the Scrutiny Lead Members and agree the actions proposed therein.

Section 2 – Report

Introductory paragraph

This report outlines details of the work of the Scrutiny Lead Members.

Financial Implications

There are no financial implications associated with this report

Performance Issues

There are no performance issues associated with this report.

Environmental Impact

There is no environmental impact associated with this report

Risk Management Implications

There are no risks associated with this report.

Equalities implications

Was an Equality Impact Assessment carried out? No

This report outlines the activities of the scrutiny lead councillors; it makes no proposals to change service delivery.

Corporate Priorities

The Scrutiny Lead Members' responsibilities cover all areas of the council's activity.

Section 3 - Statutory Officer Clearance

Not required for this report.

Section 4 - Contact Details and Background

Papers

Contact: Lynne Margetts, Service Manager Scrutiny, 020 8420 9387, lynne.margetts@harrow.gov.uk

Background Papers: None

SCRUTINY LEAD MEMBERS' REPORT: CHILDREN AND FAMILIES

17th September 2012

Attendees

Cllr Christine Bednell, Catherine Doran, Corporate Director Children and Families; Leora Cruddas, Divisional Manager, Quality Assurance & Service Improvement; Lynne Margetts, Service Manager Scrutiny

Service Plan Priorities

The councillors had been provided with a copy of Children and Families Services Directorate service plan. The purpose of the meeting was to identify potential issues for scrutiny consideration for the remainder of the current administration.

The Corporate Director emphasised her view that the work which had begun prior to the Ofsted inspection with regard to safeguarding children should continue. She felt that this is an area of particular concern to the council. Following the outcome of the Ofsted inspection, there have been improvements in children's services, however, there are still areas of concern and she welcomed scrutiny's support in delivering further improvements.

The Divisional Director will send the most up to date version of the Ofsted improvement plan to the scrutiny team. However, in discussion it emerged that given that the Ofsted safeguarding framework had been significantly strengthened, that this should be used as the basis of scrutiny's approach to this work, but perhaps focussing on specific components of a child/young person's experience of the safeguarding system and benchmarking with the best performers. The Divisional Director suggested that following the 'Child's Journey' as identified by the Munro Review might provide a specific focus. The following areas were suggested;

- Early intervention
- Access to the services
- Youth Offending

All of these services have a profound impact on the overall success of a safeguarding system

For Action:

It was agreed that the Children's Leads will meet to discuss further a scope for the consideration of the council's safeguarding services and that this will be presented to the Scrutiny Leadership Group for inclusion in the scrutiny work programme.

SCRUTINY LEAD MEMBERS' REPORT: RESOURCES

12TH September 2012

Attendees

Cllr Jerry Miles, Policy Lead Member, Resources: Cllr Tony Ferrari, Performance Lead Member Resources; Lynne Margetts, Service Manager Scrutiny

Debt Recovery

The Divisional Director Collections and Benefits had provided the lead members with a written update on the implementation of the recommendations from the Debt Recovery challenge panel which took place at the end of 2011. Having considered this response, the lead members remain concerned that the proposals included in the response, whilst supporting the council to develop a unified and strategic approach to the recovery of debts, do not address the key issue from the panel: the establishment of a process prior to the implementation of bankruptcy proceedings to identify vulnerable residents. Subsequent discussions have clarified that a process for this is currently under development. The lead members will seek an opportunity to comment on this process during its development and propose the deferral of the 6-monthly update to P&F to the April meeting of the committee.

For Action:

The lead members will seek further information with regard to the establishment of a process prior to the implementation of bankruptcy proceedings to identify vulnerable residents.

Schools Place Planning

Cllr Ferrari had met with officers to consider how demographic information is used by the council to secure sufficient school places. There have been a number of problems with the calculation of the number of children who require places which have resulted in the need for 'bulge' classes. Officers were able to explain what action has been taken to secure a more accurate picture of the number of children requiring places as a result of more detailed interrogation of projections information and similar interrogation will take place when the results of the 2011 Census are made available in January 2013.

Cllr Ferrari remains concerned with regard to the number of school places available going forward and a further meeting with the Head of Service-Education Strategy & School Organisation will be requested.

For Action

Further meeting to discuss the implications of demographic changes on the school place capacity to be scheduled once the Census 2011 and associated GLA projections are available – January. Meeting with schools place planning officers to be scheduled to discuss the implications in February.

SCRUTINY LEAD MEMBERS' REPORT:
ENVIRONMENT AND ENTERPRISE

19 SEPTEMBER 2012 – PLACE SHAPING BRIEFING

Attendees

- Councillor Sue Anderson, Scrutiny Performance Lead, E&E
- Councillor Stephen Wright, Scrutiny Policy Lead, E&E
- Andrew Trehern, Corporate Director, Place Shaping
- Mark Billington, Head of Economic Development and Research
- Phil Greenwood, Head of Major Development Projects [part]
- Phil Loveland-Cooper, Head of Corporate Estate [part]
- Andy Parsons, Head of Service, Business Management [part]
- Les Simpson, Senior Professional, Business Management
- Heather Smith, Scrutiny Officer

Apologies were received from Stephen Kelly, Divisional Director, Planning.

NOTES

1. Introduction

Members had been provided in advance of the meeting with a copy of the service plan for the directorate. The Members were provided with an updated copy of the quarterly directorate scorecard, which included performance at quarter 1.

2. Discussion

Directorate scorecard

Members reviewed the scorecard alongside the service plan. The Corporate Director advised that the merger of the directorate with Environmental Services will be significantly influenced by commissioning panels.

The Corporate Director stressed that the scorecard should be viewed as a snapshot of overall performance, intended to provide at a glance – Members could then ask for further performance as they saw fit.

Mobile and flexible working

The Corporate Director advised that the project has received Cabinet approval and is now in the implementation phase. A project manager has been appointed. The project is being rolled out in conjunction with IT; it is dependent on the establishment of the Sharepoint software before implementation in the business. This is likely to be in April 2013.

The delay is related to the wide range of other IT initiatives that are also being implemented, including upgrades and the introduction of PRISM in public realm.

Neighbourhood planning

Members were advised that one group has expressed interest in neighbourhood planning. Representatives from the Stanmore Society met

with the Corporate Director, Divisional Director, Planning and a representative of Legal. The society will need to decide if it wishes to apply. Government subsidy is available to councils to support the costs of supporting neighbourhood planning.

A Member asked whether any efforts had been made to encourage other groups to apply. While no specific efforts had been made, the council had many pre-existing links with established local groups. Neighbourhood planning was in effect aimed outside London where groups such as parish councils could take on the role.

Corporate Estate

Members were advised that reporting against *Rent arrears for current tenants as a % of rental income* is an annualised projection of the outturn. Performance throughout the year is therefore affected by when payments are received. Some tenants are billed quarterly (a legal requirement) but have an informal arrangement with the council to pay on a monthly basis, which distorts arrears. The policy lead Member suggested that the target should be to collect 100% of arrears; the Head of Service responded that the team aimed for this, but that in practice a 95% target had been selected as a realistic goal.

Budget Overview 2012/13

Members were advised that within the service plan, directorate income is given as a budget figure, profiled in quarters. Income is monitored weekly. Income relates to real cash (from building control and development management services) along with a subsidy to cover the activities of the department. If cash income falls agency spend can be reduced. The business area is becoming more difficult; the impact of policy changes such as the definition of permitted development is not clear.

Unemployment

The Head of Economic Development and Research advised that the purpose of the target to *Increase the percentage difference between Harrow and the rest of London in respect of JSA [Job Seekers Allowance] claims* is to highlight Harrow's performance against the rest of London, in terms of assessing the impact of local initiatives to improve levels of employment. Alternatives would be to measure the number of individuals completing specific projects but this would provide little information about the impact.

Members were advised that further funding has been secured for the construction training initiative. Thirty young people have participated in the Xcite programme for unemployed graduates, undertaking placements in the public and voluntary sectors. So far more than half of the unemployed graduates have gone on to secure permanent jobs. It is beneficial to target this group as they are not eligible for apprenticeship schemes because of the qualification level that they have achieved. The apprenticeships scheme will be dependent on opportunities materialising.

Vitality profile

The production of the profile will ultimately depend on the release of the census data from 2011. The census data has confirmed the increase in population in the borough.

The Policy Lead member enquired as to whether the census would have any impact of the development of the Kodak site. The Corporate Director responded that decisions in relation to the site would be driven the Core Strategy and DPDs (Development Plan Documents). All had also been subject to extensive consultation, examination in public and professional scrutiny.

Community engagement

A Member asked for further clarification of the activities of the department in reaching the 'hard to hear'. The Corporate Director responded that there had been engagement with these groups in developing the DPDs. Prior to that, consultation on the supplementary planning document on lifetime homes had specifically engaged with voluntary sector disability groups. The Member responded that this did not necessarily reach those not engaged in groups, but conceded that the council does not have an extensive community development function. The Corporate Director added that each planning application offered residents the opportunity to engage with the council should they want to.

Harrow residents' card

A Member raised the issue of the impact of current parking policies on district centres, particularly areas such as Pinner, which border which borders Hillingdon. This borough issues a card that offers parking concessions to local residents such as the first thirty minutes' parking free of charge. It also can be used as a library, leisure and shopping discount card. The Head of Economic Development and Research advised that proposals for a Harrow card are being developed, which includes discussions with Bracknell Forest, who hold the licence for the technology.

The Head of Economic Development and Research advised that proposals for a Harrow card are being developed, which includes discussions with Bracknell Forest, who hold the licence for the technology. He added that although there are some exceptions, in general the vacancy rate in Harrow is falling. In the future retail centres may need to adopt a greater leisure/hospitality focus, in the context of the growth of the internet for retail shopping.

A parking review has been undertaken but focused on zoning for charging rather than commercial issues and yield. For a smart card system to work, the full parking infrastructure would need to be replaced, which would involve capital and revenue costs. Car journeys have been falling as a result of improvements to public transport; there has been some modal shift. Requirements for on/off road parking would vary across the borough; any free parking period would have an impact on yield.

With regard to parking enforcement, it was noted that there are 14 parking enforcement officers for the whole borough.

3. Next steps – FOR ACTION

- That the Leads receive a briefing on the development of proposals for the Harrow card, to include the scope of the project and the objectives referred to at the meeting as well as an indication of the likely next steps.
(Action – Place Shaping)
- That the Leads meet with the new Corporate Director for Environment and Enterprise on commencement of her employment with the Council
(Action – Scrutiny)