

# Cabinet AGENDA

**DATE:** Thursday 18 July 2013

**TIME:** 6.30 pm\*

**VENUE:** Committee Rooms 1 & 2,  
Harrow Civic Centre

*[\* PLEASE NOTE START TIME OF MEETING.]*

## MEMBERSHIP

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**Chairman:** Councillor Thaya Idaikkadar (Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Services and Corporate Services, Property and Major Contracts)

### Portfolio Holders:

Councillor Nizam Ismail	Community and Cultural Services, Housing
Councillor Krishna James	Adult Social Care, Health and Wellbeing
Councillor Zarina Khalid	Children, Schools and Families
Councillor Asad Omar	Deputy Leader, Environment and Community Safety
Councillor William Stoodley	Planning and Regeneration

### Non Executive Cabinet Members (non voting):

Councillor Susan Hall	Leader of the Conservative Group
Councillor Barry Macleod-Cullinane	Deputy Leader of the Conservative Group

**(Quorum 3, including the Leader and/or Deputy Leader)**

**Contact:** Daksha Ghelani, Senior Democratic Services Officer  
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## **AGENDA - PART I**

### **1. APOLOGIES FOR ABSENCE**

To receive apologies for absence (if any).

### **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 Cabinet; and
- (b) all other Members present.

### **3. MINUTES (Pages 1 - 38)**

That the minutes of the Cabinet meeting held on 20 June 2013 be taken as read and signed as a correct record.

### **4. PETITIONS**

To receive any petitions submitted by members of the public or Councillors.

### **5. PUBLIC QUESTIONS \***

To receive any public questions received in accordance with paragraph 16 of the Executive Procedure Rules.

Questions will be asked in the order notice of them was received and there be a time limit of 15 minutes.

**[The deadline for receipt of public questions is 3.00 pm, 15 July 2013. Questions should be sent to [publicquestions@harrow.gov.uk](mailto:publicquestions@harrow.gov.uk) No person may submit more than one question].**

### **6. COUNCILLOR QUESTIONS \***

To receive any Councillor questions received in accordance with paragraph 17 of the Executive Procedure Rules.

Questions will be asked in the order agreed with the relevant Group Leader by the deadline for submission and there be a time limit of 15 minutes.

**[The deadline for receipt of Councillor questions is 3.00 pm, 15 July 2013].**

### **7. KEY DECISION SCHEDULE - JULY TO SEPTEMBER 2013 (Pages 39 - 48)**

**8. PROGRESS ON SCRUTINY PROJECTS** (Pages 49 - 50)

For consideration.

**9. HARROW PARTNERSHIP BOARD** (Pages 51 - 54)

Report of the Corporate Director of Resources.

## **CHILDREN AND FAMILIES**

**KEY 10. SCHOOL ORGANISATION** (Pages 55 - 116)

Report of the Corporate Director of Children and Families.

**11. WEST LONDON INDEPENDENT FOSTERING AGENCY FRAMEWORK TENDER** (Pages 117 - 130)

Report of the Corporate Director of Children and Families.

## **COMMUNITY, HEALTH AND WELL-BEING**

**KEY 12. TRANSFORMATION OF DAY OPPORTUNITIES IN HARROW** (Pages 131 - 324)

Report of the Corporate Director of Community, Health and Wellbeing.

## **ENVIRONMENT AND ENTERPRISE**

**KEY 13. ADOPTION OF HARROW'S COMMUNITY INFRASTRUCTURE LEVY** (Pages 325 - 348)

Report of the Corporate Director of Environment and Enterprise.

## **RESOURCES**

**KEY 14. DISCRETIONARY HOUSING PAYMENT** (Pages 349 - 400)

Report of the Corporate Director of Resources.

**KEY 15. CONCESSIONARY TRAVEL - CHANGES TO THE TAXICARD SCHEME** (Pages 401 - 484)

Report of the Corporate Director of Resources.

**16. STRATEGIC PERFORMANCE REPORT (Q4)** (Pages 485 - 542)

Report of the Corporate Director of Resources.

**17. TREASURY MANAGEMENT OUTTURN REPORT 2012/13** (Pages 543 - 558)

Report of the Corporate Director of Resources.

**18. ANY OTHER URGENT BUSINESS**

Which cannot otherwise be dealt with.

**AGENDA - PART II - Nil**

**\* DATA PROTECTION ACT NOTICE**

The Council will record items 4 and 5 (Public and Councillor Questions) to help ensure the accuracy of the published minutes, which will be produced after the meeting.

The recording will be retained for one month after the date of publication of the minutes, after which it will be destroyed.

Deadline for questions	3.00 pm on Monday 15 July 2013
Publication of decisions	Friday 19 July 2013
Deadline for Call in	5.00 pm on 26 July 2013
Decisions implemented if not Called in	27 July 2013

# CABINET MINUTES

## 20 JUNE 2013

**Chairman:** \* Councillor Thaya Idaikkadar

**Councillors:** \* Nizam Ismail \* Asad Omar  
\* Krishna James \* William Stoodley  
\* Zarina Khalid

**Non Executive  
Non Voting  
Councillors:** \* Susan Hall \* Barry Macleod-Cullinane

**In attendance:  
(Councillors)** Joyce Nickolay Minute 652  
Paul Osborn Minute 652  
David Perry  
Sachin Shah

\* Denotes Member present

### 647. Apologies for Absence

None received.

### 648. Declarations of Interest

**RESOLVED:** To note that the following interests were declared:

#### Agenda Item 5 – Public Questions

Councillor Barry Macleod-Cullinane declared a non-pecuniary interest in that he was employed by London Councils Limited, which was mentioned in an answer given to a question.

Agenda Item 12 – Adoption of the Development Management Policies DPD, Site Allocations DPD and Harrow and Wealdstone Area Action Plan DPD

Councillor Barry Macleod-Cullinane declared a non-pecuniary interest in that he lived close to the Harrow-on-the-Hill Conservation Area and that his mother owned a property near a development site in Northolt Road. He would remain in the room and participate in the debate relating to this matter, which he did not envisage to be specific to the interests declared.

Councillor Susan Hall declared a non-pecuniary interest in that she owned a business in Wealdstone. She would participate in the discussion relating to this item.

Councillors Paul Osborn and Joyce Nickolay declared a non-pecuniary interest in that they were members of the Harrow West Conservative Association, which was referenced to in the report. They would remain in the room to listen to the debate relating to the report.

**649. Minutes**

**RESOLVED:** That the minutes of the ordinary Cabinet meeting held on 11 April 2013 and special Cabinet meetings held on 23 May, 28 May and 6 June 2013 be taken as read and signed as a correct record.

**650. Petitions**

**RESOLVED:** To note that no petitions had been received.

**651. Public Questions**

**RESOLVED:** To note that the following public questions had been received:

1.

**Questioner:** Jeremy Zeid

**Asked of:** Councillor Zarina Khalid, Portfolio Holder for Children, Schools and Families

**Question:** In view of the shocking cases in Blackpool, Oxford etc. What assurances can you give to Harrow Residents from across the community, that Harrow has robust checks, balances, public accountability in place, no veil of official secrecy and no culture of political correctness, to ensure that children removed from families and put into care, are fully protected from predatory gangs, and that girls from particular sections of the community are being protected from FGM?

**Answer:** Good evening and thank you for raising such an important question.

Just today, I was at an LSCB development day and

before that I had attended another LSCB function. It is an issue which is very important to me.

This issue was also raised at my first meeting with the Corporate Director of Children and Families in order to ensure we have robust mechanisms in place for safeguarding.

This is one of my key priorities and I can assure you that scrutiny in this area and the process of continually looking at ways to enhance our services will be taking place. Currently, there are a variety of monitoring arrangements and initiatives in Harrow to support young people to minimise the risk of exploitation and raise awareness.

With regard to monitoring, there are a number of structures in place to monitor the progress and safety of young people in the care system. They receive regular visits by Social Workers and we are currently in the process of employing more. They have access to an Independent Visitor and an advocate. Independent Reviewing Officers also see young people on their own prior to their reviews. The Independent Reviewing Officers chair the reviews of Children Looked After and will raise any concerns arising from that or from their conversations with young people with the relevant Social Workers. This is also overseen by managers as well, to ensure that, adequate work is taking place.

Children who go missing, for example, for periods over 48 hours are subject to strategy discussions. This is with the Police and other key professionals. So it is about proactive participation in our multi-agency approach - including health, youth offending team, drug and alcohol services. Persistent absconders will be subject to regular strategy meetings and key lines of enquiry will include those who they may be associating with, other people, friends for example, and whether they may be linked to any issues as well. So again it is really looking at it from a holistic perspective to ensure we cover all avenues. Children who have unauthorised absences from placements, who stay out later than agreed, for example, there is always that worry "Where could they be?", may also be subject to strategy discussions in order to consider whether they are placing themselves at similar risks.

I will be more than willing to discuss this with you later because this is a major issue. Before the time runs out, I will just touch on the FGM (female genital mutilation). Last year the LSCB delivered two full day training

sessions regarding gang involvement which included learning from children, from child sex exploitation. In 2011 and 2012 the LSCB wrote to local schools before the summer holidays regarding FGM and schools play a key role here. They have first hand information of their students and again it is working very closely with schools to ensure they are fully empowered and understand what the issues are and how they should deal with them.

The LSCB has looked into FGM reporting with the help of local police and the maternity unit at Northwick Park Hospital. This reporting information has been shared with the designated and named health professionals in Harrow.

In January 2013 there was a briefing for schools' designated leads by Harrow's e-safety ambassadors, based at two local schools, regarding online safety using CEOP (Child Exploitation and Online Protection Centre) material.

Later this month there will be another school briefing session regarding child sexual exploitation by the Children's Society as part of a project called Rise.

The LSCB has been considering child sexual exploitation issues in Harrow quite seriously. It is about to launch a sub-group looking at the needs of vulnerable teenagers, which will include the needs of those affected by child sexual exploitation and / or gang involvement and missing children. The LSCB is also drafting a multi agency Child Sexual Exploitation Strategy and is overseeing the development of a local multi agency Gang Strategy.

In 2009 and 2010 the LSCB had "safer internet" sessions involving young children. This year the LSCB has refreshed its e-safety policy. The LSCB Section 11 safeguarding evaluation process for local agencies now considers e-safety issues.

In Harrow, Children's Services commissioned Barnardo's for year 2011/12 to provide outreach work – which again is crucial. Currently, the local voluntary sector organisation Ignite is working with young people affected by gang involvement and the local charity WISH, who are fantastic, is offering counselling support to those affected by CSE.

At the Health and Wellbeing Board which I attended recently, I raised the issue with regards to specific



psychotherapy that is needed for people who have suffered child sexual exploitation because that is an issue where, I believe, normal counselling does not really fit the bill. So not only do we need to do preventative work but we need to make sure that whoever has suffered they have the right help out there to help them recover.

Historically, Children's Services has worked closely with Police to minimise the risk to young people of gang related activity and exploitation. For example, following the London riots in 2011 staff from Children Services and the Police worked with young people on the streets to ward off potential tension.

In addition, Children's Services and the Police held multi agency meetings to discuss what further intervention was required for young people who were viewed to be at risk of rioting. The meetings also considered whether females associated with these groups may have been subjected to exploitation.

One thing I will be working on in particular from a personal perspective here is working more closely with the voluntary and community sector and mapping an increasing number of organisations who work with children. So it is not only about dealing with children that we currently know who are currently on our books so to speak. It is about trying to reach out to all organisations who work with children and making sure they are aware. The local Safeguarding Board have produced a fantastic book 'Green Book', which provides safeguarding policy and support and they will even write policy documents for these organisations. They will come in and train all interested organisations. For example, at Harrow Mosque they have a new education facility opening up there and again they will be working with a lot of children. So I want to make sure that either it is I who goes and personally invites these local organisations to work with us and make sure they have a safeguarding policy in place and these same initiatives go to any private sports clubs that open that work with children.

**Supplemental Question:** My previous experience of Children's Services over the last few years has been "chequered" to say the least but hopefully under the new Directorate it will be better than it was last time round.

It mentions FGM in passing, and policy. Are there any doctors under observation for perhaps carrying this out? Are any children on your books for having been at risk,

perhaps been taken by an aunty out of the country? Is there any meat on the bones rather than just policy?

**Supplemental Answer:** I am sorry I cannot give you that information now. I can provide these to you in writing but I can assure you that this area is something that I will focus on. No prosecutions have taken place that I am aware of.

2.

**Questioner:** Angela Dias

**Asked of:** Councillor Krishna James, Portfolio Holder for Adult Social Care, Health and Wellbeing

**Question:** There are very few services to support people with physical disabilities in Harrow. Can you guarantee that the outcome of the consultation will not leave us without an accessible, shared space that is easy to get to, and provides the same advantages as Bentley Day Centre?’

**Answer:** Thank you for your question.

I have not had the chance to look at all the Day Centres but I certainly will be visiting these. My predecessor was involved with the consultation, so I will be taking up where she has left off.

I am sorry that you feel that Harrow does not provide enough support to people with physical disabilities. According to the Department of Health information, Harrow spends a higher than average proportion of social care resources on people with physical disabilities. The Council is committed to ensuring we meet the assessed eligible needs of all adults with physical disabilities in the borough. This includes support to a wide range of people who use personal budgets, alongside specialist services such as Bentley.

The Council is committed to maintaining high quality local provision, including fully accessible facilities to meet the needs of all groups.

Formal consultation on the Transformation of Day Opportunities, finished on 7 May 2013 and a report is due to go to Cabinet on 18 July this year. At this stage, I am not able to tell you what the recommendations in the final report will be but I can guarantee that we will continue to meet the eligible assessed needs of all service users.

**Supplemental Question:** Many disabled people feel the accumulative impact of local and central government cuts leaves them doomed to a very frightening future. Does the equality impact assessment for the changes to Day Services recognise this?

**Supplemental Answer:** I for one certainly recognise this and I am very aware of the fact that these two processes were going together. If it had been up to me it certainly would not have happened that way but, unfortunately, I was not in power to do anything about it at that time. I totally understand where you are coming from. At the same time as the government was doing their Return to Work Programme, and I did alert my then colleagues to this process. I wish it could be different - some of it could have been held back a little bit.

I will do everything in my power to make sure that the facilities are provided for and as I have said to you, Harrow provides higher than others in the country.

3.

**Questioner:** Chris Stewart

**Asked of:** Councillor Krishna James, Portfolio Holder for Adult Social Care, Health and Wellbeing

**Question:** I want to raise the serious concerns of HAD, and service users at Bentley Day Centre, regarding the Council's plans to reduce access to the Taxicard Scheme. Are you aware that this service is very unreliable, poor quality and expensive, and that few people would ever use it if they had any other choice, so what options can you suggest for people who cannot use public transport at all, or without a lot of support, cannot drive, and cannot get into a mini cab?'

**Answer:** Thank you for your question.

Part of this has been about balancing budgets. We live in times of austerity and we have had to take some of the cuts.

Taxicard funding has had to be cut in 2013/14. Harrow consulted on this topic widely for 12 weeks, between 8 March and 31 May. We received an enormous response, together with very valuable feedback regarding the quality of the service.

The Taxicard Service is wholly discretionary and from 2014/15 will rely on a Transport for London subsidy to

fund it. London Councils manage the service and tender and manage the many contracts issued to taxi operators in all 33 boroughs. The quality, value for money and responsiveness of the service is managed as part of this contract management.

In response to the consultation, we received many complaints about the existing service providers operating in Harrow. So in answer to you, yes we are aware. We have made representations to London Councils on behalf of users to ensure adequate monitoring is in place.

In addition, Harrow has recently developed alternative transport options as part of its development of the 'Personalised' market place, so with the budget and personalised budgets, we will be looking further into this matter.

**Supplemental Question:** If you were a disabled person, would you be happy doing that?

**Supplemental Answer:** I totally understand. Yes, it is a very difficult time. I have nursed for 15 years in Harrow, so I know what disability is and I can very well understand from some of the service users and groups that sometimes, we are not able to meet some of the requests.

I will try my hardest with the support of my colleagues to meet the needs of service users. I think that is why I have found myself in this space at the moment because I felt certain things were not happening. I cannot promise anything at this stage but I will certainly work towards it.

## 652. Councillor Questions

**RESOLVED:** To note the following Councillor Questions had been received:

1.

**Questioner:** Councillor David Perry

**Asked of:** Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Services and Corporate Services, Property and Major Contracts

**Question:** Please could you indicate how you wish to re-allocate the Council under-spends from 2012/13?

**Answer:**

David, we are a responsible administration. We would never use this money as an election budget. The proof of that is that we have increased the amount going into the service.

To give you some details. The Council has ended the financial year in a healthy financial position, having delivered the level of savings required whilst continuing to deliver vital services to residents. Officers have worked hard to contain expenditure in a demand-led budget and minimise non essential spend across the Council.

The Cabinet report highlights the fact that a number of transfers to reserves are proposed at the end of the 2012/13 financial year.

- £4.8m is to be transferred to a MTFS implementation reserve to cover redundancy and other one-off costs associated with delivering the savings approved by Members in February, as part of the budget for next two years.

The use of any underspend in this way was part of the Council report approved by Members in February.

- £3.3m is to be carried forward into next year for departments to continue to deliver Council priorities for residents and projects that will help to deliver more savings in the future. A schedule of the individual carry-forward requests has been distributed as part of the supplementary agenda.
- A business Risk reserve is also being established in order to cover the financial risk of a number of contractual disputes the Council is currently engaged in.
- The remaining £996k will be transferred to the Council's General Fund balance, taking the total in the reserve to £8.6m.

The above is a prudent use of the monies available at the end of the financial year and helps to position the Council to face the difficult financial times ahead.

I had to bear in mind that there is going to be £24 million cuts in the next two years. I do not want to bankrupt the Council spending all the money I have got and leave

somebody else with the Council with no money in it. So I think it is a prudent, responsible decision.

**Supplemental Question:** The figure of which I am interested in is the £156,000 which is being installed with the PRISM project and what I am keen to know is, does that money, that carry forward, that additional money there, what changes in the current policy does that cater for and will you be carrying through the policy of PRISM, of which you were a senior Member of the Cabinet that approved it originally?

**Supplemental Answer:** Okay, the PRISM was, at that time, brought by a Portfolio Holder. I thought it was a good item at the time but I was not made aware of a number of things. Specifically, he did not tell me of a number of slippages in consultation.

The Chief Executive is carrying out a lot of consultation with the employees. When that consultation is finished, we will look at it, we will make a decision that is right for Harrow.

2.

**Questioner:** Councillor David Perry

**Asked of:** Councillor Krishna James, Portfolio Holder for Adult Social Care, Health and Wellbeing

**Question:** What action are you taking to protect the people of Harrow and campaign against the A&E Crisis facing Northwick Park Hospital?

**Answer:** Thank you.

As you might recall, I was Chair of Health Scrutiny Sub-Committee, so I had quite a lot of input into this area.

Unfortunately, I took it over halfway through, and by the time I took responsibility, the Business Case was approved. So my job was very difficult. I am not making excuses but I saw at the forefront that there would be a problem with A&E and a backlog would be there. We have seen the publicity locally and it has been in the national paper as well as on the news.

There are a number of issues which cause the problems – it is not all local. The actions I have taken are:

- To satisfy myself that adult services and public

health are playing a full part in reducing these problems where possible.

Adult Services are working closely with colleagues from across the health service to support hospital discharges and reduce pressure on accident and emergency. We have been working together as part of an Integrated Care project to plan support for people who have complex needs and require hospital care. One initiative the Council has recently commenced is to identify people who are frequent ambulance or accident and emergency users and to provide them with a tailored re-ablement service.

We work closely together to identify people who may need to stay in hospital for longer when necessary, including Harrow's Hospital discharge team who are based at Northwick Park and work hand in hand with the services there. In April for example there was only one person delayed whilst a social care package was finalised.

- To promote greater integrated working across health and care through the Health and Wellbeing Board – we are proposing to bid for pioneer status to build on our integrated care project.
- I have also raised the issue with national and local partners, the Health and Wellbeing Board took place yesterday, for information, to ask them to feedback on steps they are taking to deal with these problems.

**Supplemental Question:** I think the figures which have recently come out regarding the A&E waiting times, over 4 hours in Northwick Park Hospital, is the second worst in London and this is even before local hospitals in surrounding boroughs have closed and sometimes I think, regardless of what the officers are doing, there is a political solution. What efforts and what message can I give to the people of Marlborough and the people of Harrow?

What efforts will you be taking to liaise with Councillor Hall and Macleod-Cullinane in order for them to talk to their seniors in Westminster in order to reverse the devastating cuts which are happening to the NHS and one which Angela Dias, the representative from the voluntary sector, has already alluded to tonight?

**Supplemental Answer:** It is an extremely important issue and I will be looking at the figures. I am someone who uses the hospital and I will come back to you with any figures that you need.

**Written Answer:** I share your concern about the national and local problems in A&E services.

As you know, in my position as the previous chair of Health Scrutiny, I championed this issue. In my new role as Portfolio Holder I am using my influence in a number of ways to lobby locally, regionally and nationally on this issue:

Firstly, I raised the issue at the last Health and Wellbeing Board and asked for an action plan to be submitted by local organisations to show how we would deal with pressures in A&E over the winter.

Secondly, I have overseen the development of a proposal to integrate health and social care services in North West London - as you will appreciate hospital pressures can't be dealt with by one borough alone.

Finally, a proposal has been submitted to national government to highlight the issues we face and to secure government support to resolve it by us becoming a pioneer in health and social care joint working.

I am always happy to do more on such a crucial issue David and would welcome a cross-party approach and ideas from all Councillors.

3.

**Questioner:** Councillor Sachin Shah

**Asked of:** Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Services and Corporate Services, Property and Major Contracts  
*(Answer provided by Councillor William Stoodley, Portfolio Holder for Planning and Regeneration)*

**Question:** What are you planning to do about the alleged breaches of the lease by the leaseholders at Prince Edward Playing Field (the Hive)?

**Answer:** I will answer this question as a commercial lease's terms and conditions are mainly backed up by the planning permission granted originally which is my Portfolio.



There are no actionable breaches of that lease to Football First Limited that have occurred so far.

I think what you are asking by your question is with reference to the number of complaints, the number of incidents that have happened over the last few months. I feel it would be better to come from the end and work backwards to explain what is going on.

Firstly, we would like to point out and stress, Barnet Football Club have not actually yet played a single football match at The Hive. So the disturbances are not actually related to Barnet Football Club playing. Whether or not they should play, again I know we have discussed this before; the lease definition is what is commonly accepted as professional football league standard of equivalent Coca Cola Standard 2. As you may be aware they were relegated and they therefore claim they are not of that standard. One could argue that, well if you are in the next league down and you are playing at a standard capable of being promoted then you are still of that standard. I have researched this and we could get counsel's opinion on that. It would cost a couple of thousand pounds but it would, once and for all, settle that point.

However, there could be a bit of a sticky wicket because it was actually resolved by Cabinet that professional league football matches may be played at the Prince Edward Playing Fields anyway. So I think whether we like it or not, Barnet are, at the end of the day, entitled to play at The Hive and as I said at the meeting the other night, I would suggest that is the best answer to this. Let them play. I suspect the disturbance will be a lot less. I suspect the events will be over a lot sooner than the other events that have caused the complaints so far.

We need to bear in mind the history of this. The capacity for the crowd in 2008 was granted planning permission for it to go up to 5,164. It was already at 4,000 in 2003. They had planning permission for a crowd of 4,000. They have not started to use that until next month probably when the friendly games start and I would liken that to being in the pub for a couple of hours, getting a couple of pints for £2 and suddenly the bar staff tells you oh, it is £3.50. Well, if the other person made a mistake that is your fortitude and the fact that for 4 or 5,000 have not been turning up the Hive for the last 9 years is presumably fortuitous to the residents but that does not mean to say that it could not have been happening all that time. It could have been happening

all that time and it is about to start now.

While on the subject of alcohol, one of the complaints raised was the possibility of people leaving the crowd drinking and I have been assured that actually it is the Police that would rather a bar on site available to the fans and the reason for this is that the away fans, if there is no bar, will stop off at various pubs in your Ward and the other Wards surrounding, cause problems possibly, go to the match, leave, back to the pub before they go home. The Police's view I am told, is that if the bar is on site, the coach goes to the football ground, it unloads. The fans have a drink, they watch the match, they have a great time. They get back on their coach, they go home. No problem, no hassle for the surrounding area.

Noise has been raised as a possible breach of the lease. Again it is not but we have acted on that and an abatement order has been served. We have spoken to Mr Kleanthos about this incident. He claims he had no idea that this mediaeval fighting and swords banging on shields was going to happen. Well, I am just saying that is what he claims and the second night it happened he told them they had to stop early but nevertheless I doubt that will happen again. It was a one off event and it is certainly not going to be coinciding with football matches when Barnet are playing. They will not want any periphery or distraction or car park filled up with other items while the matches are being played.

The other point I would raise is we are in the process of obtaining noise reports from them for the other complaint residents have raised that the new stand is higher and shorter, whereas the other one was long. I have spoken to him today and I have been assured that that is on its way. Again, it would be worth adding at this point that it was as a result of Tony Blair winning the London Olympic bid that Transport for London wanted to run more trains down the Jubilee Line, checked out the embankment and decided it was not solid enough to support the extra trains. They therefore proceeded to rip out all the trees which again is now a reason why the neighbours can see the stand as much as it is, that when you are on the ground you can see other periphery buildings that you could not see before.

The floodlights also are in hand. The timings are 10.30pm for the actual practice playing fields that are being complained about and again he has been told by a senior officer, in no uncertain terms, that he will be served with an Order if they are on any later than

10.30pm. So please ask your residents to keep us informed about that but again that is a breach of planning permission, not a breach of a lease.

We do have plans for the car parking which we are in negotiation with. I have been asked perhaps if I can run that by you later if you like. We also want to arrange with all the Councillors in the Wards affected so we can move forward on this and keep you informed as to what is going on but with respect to actual breaches of that lease, none have so far happened that would be actionable.

**Supplemental Question:** I think your response is disgraceful and it shows the absolute contempt in which you hold the people of Queensbury. Let us be very clear, the lease actually says they must stick to the planning permission and the conditions within the planning, so therefore if there is a breach of the planning, there is also a breach of the lease.

The question is, last night the floodlights were on until midnight, they were on until midnight which is a breach of the planning and it is also a breach of the lease. The question is, why are you not doing anything? Why are you treating the people of Queensbury with such utter contempt?

**Supplemental Answer:** I just spent a considerable amount of time explaining to you what we were doing. I never said there was no problem. I said there was no breach of the lease and a breach of planning permission is not a breach of the lease.

*The following questions were not reached in the time limit of 15 minutes. It was noted that written responses would be provided, which have been reproduced below:*

4.

**Questioner:** Councillor Bill Phillips

**Asked of:** Councillor Zarina Khalid, Portfolio Holder for Children, Schools and Families

**Question:** Currently families under the stress of having to resolve their differences through the courts, or are themselves involved with the courts through child protection issues, have to travel to Willesden in the neighbouring borough of Brent. This is bad enough, particularly for very poor families who might need to travel there to pursue a partner for non-payment of child maintenance, but now

we hear that the family courts are being moved to the now redundant Asylum and Immigration Tribunal offices in Hatton Cross.

Could the Portfolio Holder indicate to us the impact this will have on families within Harrow?

**Written Response:**

The simple answer to your question at Cabinet would be Yes, the impact would be big. Around 40 families would be affected by this change. The Hatton Cross building is a 30 minute walk away from the station and if travelling by public transport one would need to make around 3/4 changes of transport and the journey time would take around 2 hours. This is difficult for both social workers and the families.

Given all these issues we have requested that cases requiring a judge be heard at the PRFD (Principle Registry of the Family Division) in central London. A meeting was also held with the Courts Service and it was indicated that we were likely to have most cases heard in Barnet however this is still being consulted on. I will inform you of the outcome.

5.

**Questioner:** Councillor David Perry

**Asked of:** Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Services and Corporate Services, Property and Major Contracts

**Question:** With the threat of 12 fire stations closures and cuts in 18 fire engines & 520 fire-fighter posts across London, could you indicate whether you oppose the Fire Commissioner's proposals?

**Written Response:**

The London Fire Brigade, in common with all of the public sector, faces severe challenges in terms of its budgets and the need to deliver modernised services. It has taken a strategic view of its challenges and resources and put a plan in place which is intended to meet its strategic and operational priorities, including the changing type of service which it needs to deliver in response to changes in these challenges. Obviously its proposals will have an impact across the city.

However, in Harrow, local resources have been gauged as being broadly appropriate to the needs of the borough and the needs for Harrow's resources to make

a contribution to emergencies in the wider geographical area. As such, we understand that the current plan is for Harrow to retain all its stations, retain or possibly increase the number of appliances based locally and retain all its firefighters.

The London Fire Brigade have always been committed partners to Safer Harrow and we must continue to place our trust in them to deliver a high quality and appropriate level of service on our behalf.

6.

**Questioner:** Councillor David Perry

**Asked of:** Councillor Asad Omar, Portfolio Holder for Environment and Community Safety

**Question:** Please provide details of when and how the borough-wide parking charges currently being reviewed will be implemented?

**Written Response:** Subject to Cabinet approval, the new tiered charging structure is scheduled to be operational by November / December 2013 following a statutory consultation to amend charges and time periods borough wide.

A trial of the 20 minutes free parking concession in on-street parking bays will be undertaken in Rayners Lane from July, reviewed in September and subsequently implemented borough wide in conjunction with the tiered charges programme of implementation.

7.

**Questioner:** Councillor David Perry

**Asked of:** Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Services and Corporate Services, Property and Major Contracts

**Question:** Do you plan to make any further appointments to your Cabinet from within the Independent or Conservative Group?

**Written Response:** No.

8.

**Questioner:** Councillor Graham Henson

**Asked of:** Councillor Nizam Ismail, Portfolio Holder for Community and Cultural Services and Housing

**Question:** What is the Portfolio Holder doing to maximise the HRA income and ensuring that all funds owed to it are recovered?

**Written Response:** We have a very robust rent recovery procedure – lowest levels of current tenant arrears for many years.

- assigned Housing Officers contact current and former tenants very early (2 weeks) when they fall into rent arrears. We continue to actively seek recovery of amounts owed by former tenants. Housing Officers have performance targets to collect any outstanding income owed to the council;
- we are adding resources to our income team to contact our 'hard to reach' tenants in the evening and weekends. This officer will increase the number of agreements to pay current/former rent arrears and recharges;
- working with the Citizens' Advice Bureau to better understand our tenants and leaseholders. We also conduct financial risk assessments with our tenants to ensure that we engage the relevant support agencies as early as possible into the process;
- we have a number of payment options. Recently we introduced a third date in the month where tenants can pay their rent by direct debit;
- we are programming our major works to allow the statutory consultation for section 20 purposes, and working to improve the analysis of information for leasehold service charges in order to maximise recovery;
- we are monitoring the impact of welfare reform as it develops to identify any new pressures on income, and working with colleagues across the Council to develop procedures and policies for cases where there are multiple debts;

- we are actively looking at alternative uses for surplus land and/or garage sites, and are seeking approval to start to develop new housing within the HRA to generate additional income and strengthen cash flows.

9.

**Questioner:** Councillor David Perry

**Asked of:** Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Services and Corporate Services, Property and Major Contracts

**Question:** Please could you indicate what policy areas / initiatives you will be prioritising within the Finance Department over the next 12 months?

**Written Response:** The finance department will focus on:

- a) delivering the Finance Transformation Project which aims to deliver a fit-for-purpose finance service for the Council. Specific projects include:
  - Restructuring the team
  - Developing a coherent L&D Plan
  - Creating a Service Charter
  - Improving the accuracy of our forecasting
  - Implementing the new Financial Regulations
  - Standardising management reports
  - Improving and rationalising our chart of accounts
- b) monitoring the delivery of the MTFS;
- c) horizon scanning and planning for the significant challenges ahead over the next four year planning period.

10.

**Questioner:** Councillor David Perry

**Asked of:** Councillor Asad Omar, Portfolio Holder for Environment and Community Safety

**Question:** Please could you indicate what policy areas / initiatives you will be prioritising within the Environment & Community Safety Departments over the next 12

months?

**Written Response:** Harrow has some of the best Environment and Community Safety services in London and our priority for the coming year will be to ensure that these services continue to develop and evolve to meet the challenges which are presented by our community.

Through Safer Harrow, Community Safety will be working on a new project to increase the level of partnership integration in dealing with Anti-Social Behaviour, introducing new systems and working methods which will ensure that all the resources of the Harrow Partnership are working as effectively as possible in investigating and tackling Anti Social Behaviour.

In Environmental Services we will be prioritising work aimed at ensuring that we are enforcing as effectively as possible against environmental nuisance. This will include work investigating the feasibility of introducing fixed penalty notice enforcement against low level nuisance issues such as littering and graffiti.

11.

**Questioner:** Councillor David Perry

**Asked of:** Councillor Zarina Khalid, Portfolio Holder for Children, Schools and Families

**Question:** Please could you indicate what policy areas / initiatives you will be prioritising within the Children's Services Department over the next 12 months?

**Written Response:** **Children's Priorities**  
Most of the services that come under my remit are dictated by statutory guidance and are key priorities of the Council. My priorities are aligned with those in the Health and Wellbeing Board.

One of my top priorities is to ensure that safeguarding services are robust and effective. I will work with the Corporate Director and the Chair of Harrow Safeguarding Board to ensure we have not only sufficient resources to provide good services but will ensure areas of improvement are a key priority i.e. the recruitment of qualified social workers. I will be enhancing the work we do with voluntary and community organisations as mentioned previously in my answer to the public question as this was not looked at adequately by the previous Portfolio Holder.



As you are aware, I was Lead Member for Scrutiny Performance for CS&F so was aware of key issues we were facing and was working to enhance performance in all areas. I am and will continue to work with officers to improve the outcomes for Looked After Children across the Council, working with all departments who play a key role in ensuring improvements for our most disadvantaged children and young people i.e. housing and youth employment.

I will take an active role in the implementation of new government guidance that is being introduced around SEN and Disability Services and try to ensure a smooth transition for families.

I will ensure our early help offer is in line with Ofsted expectations and that the principles of Families First are embedded across Early Intervention Services. I see Early Intervention as key and also want to promote the mentoring services we provide to community and voluntary groups.

I will ensure the Youth Offending Services, who have historically faced difficulties, are continuing to demonstrate key improvements. I want to look at Improved CAMHS support through health and innovative ways to try and change antisocial behaviour. I have been in discussions for example with a group called Only Connect, a drama production based around gang culture who use ex offenders as actors who then recount their own life stories. I would like to see them perform in every school in Harrow.

I will ensure the School Expansion Programme is given full support and that we are able to fulfil our statutory duty to provide school places for all children in Harrow. Phase two of the expansion programme will soon be going to Cabinet.

I will work with schools to provide the necessary support to achieve good and better outcomes including Ofsted ratings in a climate of increased scrutiny.

I am fully briefed on the issues affecting schools and will be embarking on visits to schools over the next few weeks, which are planned. Fitting in school visits has been something which is key but must be done with the least disruption to schools working schedule.

In my first weeks of taking on the Portfolio I have spent time with all Divisional Directors and their teams to get a

better understanding of the services and the issues affecting them. I have spent time with front line staff and the youth parliament and will continue with a very focused programme of front line visits to ensure that we continue to improve outcomes for children and ensure that I have an active and engaging dialogue with front line staff.

I have had the full support of the Directorate and have ensured, within a short space of time that I have had a very full programme of induction that will continue and I would like to thank them for responding to all my needs and requests so swiftly.

I will continue to work to strengthen partnerships, particularly with health and the voluntary sector, to improve outcomes for all children in Harrow, but especially the most vulnerable. Children deserve the best start in life.

I have undertaken a number visits to teams and services over my short period of holding this Portfolio and have thoroughly enjoyed every minute of it. I will ensure I champion the needs of children and young people in everything I do and work co-operatively with staff and managers in our improvement journey.

12.

**Questioner:** Councillor David Perry

**Asked of:** Councillor Nizam Ismail, Portfolio Holder for Community and Cultural Services and Housing

**Question:** Please could you indicate what policy areas / initiatives you will be prioritising within the Community & Cultural Services Department over the next 12 months?

**Written Response:** We will be prioritising the delivery of the stringent savings targets that we have inherited for the next 12 months which includes the delivery of the new libraries and leisure management contracts and working to reduce the Council subsidies on Harrow Arts Centre and Harrow Museum, which includes through the Heritage Lottery funded development work for the Museum and the work to completely refurbish the Tithe Barn, which is already underway.

Although these savings targets leave little room for fresh initiatives, I will be leading the Division to work even more closely with local communities particularly in the delivery of future community events including the

planning for Under One Sky in 2014.

In addition, I am keen to identify areas for bringing in external investment into our facilities, such as Bannister Stadium, to maximise the improvements for our residents whilst reducing costs to the Council. We will be working closely with Public Health.

Finally, I want to ensure that we work with local community organisations to meet their infrastructure needs including accommodation so that we are helping to support them through the difficult financial times ahead.

As my Portfolio also covers housing I thought I should point out the important developments in housing policy that are also included on this cabinet agenda, they include for the first time:

- a thirty year business plan for housing which is showing a very healthy surplus - almost £200 million in surplus over the life of the plan which provides opportunities for the Council to develop new housing.
- a draft asset management strategy for consultation which will consult people on the best way of managing and maintaining our own Council stock.
- A host of new housing incentives in the form of grants to help free up council housing for those most in need.

13.

**Questioner:** Councillor David Perry

**Asked of:** Councillor Krishna James, Portfolio Holder for Adults Social Care, Health and Wellbeing

**Question:** Please could you indicate what policy areas / initiatives you will be prioritising within the Adult Services Department over the next 12 months?

**Written Response:** The coming year will be another year of substantial challenges for adult services, with a significant amount of change taking place alongside the constant need to support and protect the most vulnerable adults in the borough.

Broadly speaking we have five main priority areas this year. These are delivering Personalisation, continuing to focus on quality and assurance, delivering MTFs savings improving mental health services and continuing to work more closely with the health service.

Harrow are already leaders in Personalisation, but with the deliver and roll-out of My Community ePurse this year we will be the first borough to provide an on-line support planning tool which will allow everyone who receives social care in the community to take advantage of a personal budget. People will be facilitated by our support workers to plan, purchase and track services and satisfaction of services.

Quality and safety have always been at the heart of work in Harrow, and following Winterbourne View and the Francis report the benefit of this emphasis is even clearer. We will be further improving quality assurance in social care and enabling us to track the experience of every single service user.

David, you will be aware of the extensive savings targets set for adult services in the MTFs you agreed in February. These follow successive years of delivering savings on target. A number of projects such as the review of residential care have been to Cabinet and are being implemented and others such as the Transformation of Day Services will be coming in future months.

Mental Health is a big priority of mine, and something that I have campaigned about for years. We will be working with CNWL during the year to challenge the quality of their services and the experiences of the people who use them. An example of this is work underway by the National Development Team for Inclusion to understand the experience of people with personal budgets and to lead to improvements.

Finally, We have made excellent progress with the Integrated Care Project in recent months, and expect this to continue as we work together in the Health & Wellbeing Board to identify more opportunities in the future.

14.

**Questioner:** Councillor David Perry

**Asked of:** Councillor William Stoodley, Portfolio Holder for Planning and Regeneration

**Question:** Please could you indicate what policy areas / initiatives you will be prioritising within the Planning / Regeneration Departments over the next 12 months?

**Written Response:** Our priority focus to stimulate economic growth will centre on initiatives to support People, Place and Business. This will include continued support for the Xcite employment initiative, which will be holding its next Job Fair on 25 June, providing a bridge between local employers and jobseekers.

The completion of the Harrow Town Centre regeneration schemes, to bring footfall and spend to Harrow town centre, safeguarding existing jobs and creating new jobs.

The continued delivery of provision to support local businesses, which includes an event being held this evening to help businesses secure Access to Finance, and our continued work to develop local supply chains which in 2012/13 saw the council increase spend with small firms from 10% to 12% of total spend, and the number of contracts with small firms up from 17.5% of the total to 25%.

The priorities for planning and regeneration are to focus on the implementation of the Local Plan objectives set out in Harrow's Core Strategy. In particular:

1. The delivery of 4,000 new jobs and 6,000 homes through the management of completions on existing permissions for Honeypot Lane, Bentley Priory, Stonebridge & Rayners Lane;
2. The conclusion of planning applications and reserve matters for key development sites such as Bradstowe House, ColArt, RNOH, Kodak and Lyon Road;
3. The engagement of landowners and developers on taking forward other development opportunities;
4. The effective delivery of Council programmes including schools expansion, HRA and affordable housing delivery and the planned improvements to Lowlands Reserve;
5. The implementation of Harrow's CIL and infrastructure planning process (with partners) to fund much needed improvements and enhancements to the borough's social and

physical infrastructure;

6. Continued engagement with TfL and the Mayor for London regarding investment in transport and Harrow's town centres;
7. Continued support for the Xcite employment initiative, providing a bridge between local employers and jobseekers;
8. The continued delivery of provision to support local businesses, including events to help businesses secure Access to Finance and work to develop local supply chains.

This is totally in keeping with Harrow's planning and urban regeneration policy that Harrow Labour had in place for the last three years under the then Portfolio Holder, Councillor Keith Ferry.

15.

**Questioner:** Councillor Sachin Shah

**Asked of:** Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Services and Corporate Services, Property and Major Contracts

**Question:** Please provide me with a line by budget line break down of how you intent to spend the £3.268m in carry forwards from the 2012/2013 budget to the 2013/2014 budget.

**Written Response:** This detail has been supplied as part of the supplementary agenda.

16.

**Questioner:** Councillor Sachin Shah

**Asked of:** Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Services and Corporate Services, Property and Major Contracts

**Question:** Please provide me with a line by line budget break down of how you intent to spend the new business risk reserve.

**Written Response:** The Business Risk reserve has been established to cover the financial risk of a number of contractual disputes. It would compromise the council's negotiating position to give a line-by-line response but I am happy for the Finance Director to brief you separately.

**653. Key Decision Schedule - June to August 2013**

The Leader of the Council reported that the 'Community Safety Plan' and the 'Joint Waste London Waste Plan' items from the Key Decision Schedule had been deferred to later Cabinet meetings. He added that a report on the 'Commissioning of Libraries and Leisure Management' was considered at the special Cabinet meeting on 6 June 2013.

**RESOLVED:** To note the contents of the Key Decision Schedule for June 2013.

**654. Progress on Scrutiny Projects**

**RESOLVED:** To receive and note the progress of scrutiny projects.

**RECOMMENDED ITEMS**

**655. Adoption of the Development Management Policies DPD, Site Allocations DPD and Harrow and Wealdstone Area Action Plan DPD**

Cabinet received a report of the Corporate Director of Environment and Enterprise, which documented the outcome of the independent Examination in Public of the three Local Plans, formerly known as Development Plan Documents. The proposal was to recommend to Council the adoption of the Local Plans, as part of the Local Development Plan for Harrow.

The Portfolio Holder for Planning and Regeneration briefed Cabinet on the outcome of the Examination in Public and the subsequent changes made to simplify the Plans. He added that the Plans would set policy until 2026.

In commending the report to Cabinet, the Portfolio Holder explained that the Plans may need re-visiting before that time should the forthcoming revision to the London Plan significantly increase Harrow's housing delivery "target."

A non-Executive non-Voting Cabinet Member suggested that instead of wasting valuable resources, reference to tall buildings ought to be deleted from the Plans. He was of the view that the Council's vision that it would not support, for example, 20-storey buildings being built in Harrow should be clearly set out in the Plans.

In response, the Portfolio Holder stated that whilst he too recognised the Member's concern, the Council was not in a position to make unequivocal statements and that the Council had been guided by the Planning Inspector in this regard. He added that the Planning Inspector was satisfied with the Plans.

**Resolved to RECOMMEND:** (to Council)

That the Harrow and Wealdstone Area Action Plan Local Plan, the Site Allocations Local Plan, and the Development Management Policies Local Plan be adopted.

**RESOLVED:** That

- (1) the outcome of the independent Examination in Public of the three Local Plans be noted;
- (2) the Portfolio Holder for Planning and Regeneration be notified as soon as practicable when the post-adoption statutory requirements for the Local Plans have been complied with.

**Reason for Decision:** To progress the Local Plans to adoption in accordance with the current Local Development Scheme. To ensure that an up-to-date Development Plan for the Borough was in place and to comply with regulatory requirements.

**Alternative Options Considered and Rejected:** As set out in the report.

**Conflict of Interest relating to the matter declared by Cabinet Member / Dispensation Granted:** None.

*[Call-in does not apply as the decision is reserved to Council.]*

**RESOLVED ITEMS**

**656. Housing Business Plan 2013, consultation draft Asset Management Strategy, Proposals for a future Affordable Housing Programme, and Proposed Grants to Move Scheme**

Cabinet received a report of the Corporate Director of Community, Health and Wellbeing setting out the long term aspirations of the Council to be achieved through the Housing Business Plan, including how the Council intended to maintain and improve its housing stock over a 30 year period, offering grants to existing tenants to move if they wished and deliver a new build Council Housing Programme on housing land that was underutilised.

The Portfolio Holder for Housing highlighted the key aspects of the report, as follows:

- the HRA account was in a healthy position and was projected to generate a balance of £170m once costs had been deducted;
- the draft Asset Management Strategy was 'fit for purpose' to meet both current and future housing needs;



- the HRA could afford to develop up to 150 new affordable homes, which was a clear priority of this administration. He thanked the former Portfolio Holder for Housing, Councillor Currie, and Councillor Bath for their work in identifying the potential sites for development; some of which would be utilised for this purpose;
- houses owned by the Council would be utilised effectively, as grants would be provided to tenants whose properties were under occupied thereby encouraging them to downsize. Such measures would help free up affordable housing for the vulnerable.

A Non-Executive Non-Voting Cabinet Member asked why Option 1, a higher cost option, was being recommended over Option 2. He was also concerned that the report had not addressed the risks associated with changes in the governing of the HRA by future governments, as in the past 15 years three different arrangements for the HRA had been put in place by consecutive governments. He was of the view that the report should have addressed these points on the basis that a 30-year Business Plan had been put in place for the HRA. Additionally, he was also concerned how and why only some estates had been chosen for the regeneration programme and others in similar condition, such as Grange Farm, had been omitted.

The Divisional Director of Housing explained that Option 2 was a one off event while Option 1 was linked with the developing of the Council's skills base and ability thereby keeping options open for determining what the Council did in the future and how it developed alternative development options. The logic behind recommending Option 1 was to rebuild that capacity to keep options open for the future, which, whilst expensive in the short term would provide long term benefits. The Portfolio Holder for Housing added that Option 1 represented better value for Harrow residents.

The Portfolio Holder for Housing explained that various estates had been chosen for feasibility studies as part of the regeneration programme on the basis that they were dilapidated and consideration had been given to identifying these across the borough.

The same Non-Executive Non-Voting Cabinet Member, whilst welcoming the desire for new development on existing garage sites as part of the programme, was concerned that the Council might not have the capacity to drive this forward. He concluded his remarks with a request that the language used in reports ought to be politically neutral.

**RESOLVED:** That

- (1) the Housing Business Plan 2013, at Appendix 1 to the report, be approved;
- (2) the consultation draft Asset Management Strategy, at Appendix 2 to the report, be approved;
- (3) officers be authorised to proceed with the first phase of the Affordable Housing Programme, set out at Appendix 3 to the report, and the

Corporate Director of Community, Health and Wellbeing and the Portfolio Holder for Community and Cultural Services and Housing be authorised to approve alternative sites if those identified were unable to be progressed;

- (4) expenditure from HRA reserves, HRA capital receipts and the Affordable Housing Fund of up to £6.5m to fund the development of the first phase of the Affordable Housing Programme be approved;
- (5) officers be authorised to procure an external Development Management Service with a value of up to 5% of the estimated development costs to support the first phase of the Affordable Housing Programme, as set out in Appendix 3 to the report;
- (6) officers be authorised to undertake detailed regeneration feasibilities on the HRA housing estates, as set out in the Affordable Housing Programme at Appendix 3 to the report;
- (7) officers be authorised to develop Business Cases for long term strategic housing delivery options, as set out at Appendix 3 to the report;
- (8) the Grants to Move Scheme, attached at Appendix 4 to the report, be approved and the Corporate Director of Community, Health and Wellbeing, the Director of Finance and Assurance and the Portfolio Holder for Community and Cultural Services and Housing be granted delegated authority to approve amendments to the Scheme as necessary to ensure the Scheme objectives were achieved to time and within budget.

**Reason for Decision:** To have in place an agreed 30 year Housing Business Plan for the purposes of long term planning (subject to annual review) and to enable delivery of agreed key housing objectives.

**Alternative Options Considered and Rejected:** As set out in the officer report.

**Conflict of Interest relating to the matter declared by Cabinet Member / Dispensation Granted:** None.

#### **657. Parking Charges Review Implementation**

The Portfolio Holder for Environment and Community Safety introduced the report, which set out the background to the Parking Review, including proposals to implement the Review agreed in 2011.

The Portfolio Holder added that the report focused on standardising parking charges across the borough in order to avoid confusion and frustration amongst users. He was pleased that part of the proposals included a free 20 minute free period of parking, which had been championed by the Leader of the Council, and would involve a trial in Rayners Lane prior to its introduction across the borough.

A Non-Executive Non-Voting Cabinet Member expressed caution, as the proposal for concessionary or free parking was not supported by a key Director. The same Member stated that she too was concerned, as free parking could be easily abused, resulting in loss of income thereby putting additional pressure on the budget. She asked if extra enforcement officers would be required to stop abuse and the associated costs of the trial in Rayners Lane, including the nature of the trial. She added that it was important to identify these issues now rather than later as once the proposal was introduced, it would be unreasonable to remove. Moreover, would the money be better spent elsewhere, such as on repairing potholes and street cleaning.

Both the Non-Executive Non-Voting Members felt that it was important to be aware of the cost implications at the outset, including costs associated with the implementation of 20-minute free parking across the borough. They asked if the proposals were robust. They were mindful of the risks identified in the report and urged that all information be gathered and made available before important decisions were taken. Additionally, Equality Impact Assessments and Corporate Priorities needed to be assessed, as sections of the report were contradictory. They felt that all these matters had also been ignored in the initial report considered in 2011. They added that the Review had failed to gather all the relevant information and asked that the report be deferred as there was need to have true regard of the impact of the trial and the roll out.

In response, the Portfolio Holder for Environment and Community Safety stated that it was important that the Council listened to its residents and businesses who wanted some free parking time and he cited recent examples where the Council had listened to its residents and where it had tackled parking abuse.

An officer explained that the financial impact of the Rayners Lane trial would be monitored as part of the before and after study of the trial and the costs of the trial were minimal, the principle cost being one day of officer time. The trial was not anticipated to cost more than £1,000 and related to the physical nature of the proposal. Operation costs would be additional and it was difficult to assess these until a trial was conducted. The trial would also help establish the true impact on the vulnerable. Should the proposal be rolled out, it would cost the Council up to three weeks of officer time to alter 150 parking machines. There may additional costs associated with the physical change to the infrastructure. Costs could be provided separately to Members.

The Portfolio Holder added that it was important to have a trial first in order to understand and assess the impact of a borough-wide roll out of 20-minute free parking.

The Leader of the Council stated that the primary reason for introducing a 20-minute free parking was to ensure that Harrow's town centres did not become 'ghost' towns. Moreover, businesses, such as supermarkets and shopping centres, provided free parking for shoppers. He added that enforcement would continue in the same spirit as applied currently. He

agreed that the Harrow Card was probably unworkable, but that a 20-minute free parking trial in Rayners Lane would help identify issues prior to agreeing a roll out across the borough. He concluded that he was satisfied with a further report being presented to Cabinet to allow consideration of the outcome of the before and after study of the trial.

**RESOLVED:** That

- (1) the new on-street and off-street tiered parking charges and standard charging periods in paragraph 2.10 of the report be agreed and statutory consultation be authorised to amend the Traffic Regulation Orders;
- (2) the Deputy Leader and Portfolio Holder for Environment and Community Safety be delegated authority to consider representations received from the statutory consultation and to agree the final Scheme for implementation;
- (3) a trial locally in Rayners Lane with a variation to the tiered parking charges that permits the first 20 minutes of on-street parking free be implemented;
- (4) a before and after study on the trial in Rayners Lane be undertaken and a report be submitted to Cabinet to allow consideration of the outcome of the study with a view to a wider implementation across the borough as soon as was practicably possible.

**Reason for Decision:** To implement a new charging regime for on and off street parking to enable the borough to simplify parking charges and better support the local economy.

**Alternative Options Considered and Rejected:** As set out in the report.

**Conflict of Interest relating to the matter declared by Cabinet Member / Dispensation Granted:** None.

**658. Appointment of Contractors to deliver Repairs and Maintenance to Corporate Properties and Schools**

The Leader of the Council and Portfolio Holder for Major Contracts introduced the report, which set out the results of the tender process for the provision of general repair and maintenance services to Corporate properties and schools.

The Non-Executive Non-Voting Cabinet Members enquired if Cabinet was satisfied that staffing levels were sufficient to manage the contracts and that the staff had had the requisite skills, as they were mindful that the Council had not always managed contracts successfully, such as the Kier contract. They identified this as a risk, and asked if the Council was getting value for money.

The Leader of the Council stated that there had been no objections from residents in relation to the proposals and that the contracts were small, including the savings to be achieved. The Corporate Director(s) had not

identified any staffing issues. He was satisfied that the contracts provided value for money.

**RESOLVED:** That

- (1) the Council be authorised to enter into a framework agreement commencing on 1 August 2013 for a period of up to four years, subject to performance review at the end of Year 3, for the provision of Responsive Repairs and Maintenance Works in Lots to Corporate Properties and Schools with the companies listed below:

**Lot 1 General Build** – 1<sup>st</sup> D & L Contract Services; 2<sup>nd</sup> Terry & Stephens; 3<sup>rd</sup> Mead Building Services

**Lot 2 Fencing** – 1<sup>st</sup> D & L Contract Services; 2<sup>nd</sup> Terry & Stephens

**Lot 3 Plumbing** – 1<sup>st</sup> Blackbourne Integrated Services; 2<sup>nd</sup> Terry and Stephens; 3<sup>rd</sup> Mead Building Services

**Lot 4 Electrical** – 1<sup>st</sup> SCC International; 2<sup>nd</sup> Blackbourne Integrated Services; 3<sup>rd</sup> P3 Electrical Services

**Lot 5 Drainage and External Works** – 1<sup>st</sup> D & L Contract Services; 2<sup>nd</sup> P & R Installations Company Limited

**Lot 6 Gas and Heating** – 1<sup>st</sup> R & L Paul; 2<sup>nd</sup> P & R Installations Company Limited;

- (2) the Corporate Director of Environment and Enterprise, in consultation with the Director of Legal and Governance Services, be delegated authority to agree the final contract details with the contractors and to award call off contracts under the framework agreement throughout the term of the framework agreement.

**Reason for Decision:** The evaluation of the tenders received had been conducted to arrive at the most economically advantageous bids. The framework structure was designed to maintain a degree of competitiveness and resilience throughout the 4-year framework period.

**Alternative Options Considered and Rejected:** As set out in the report.

**Conflict of Interest relating to the matter declared by Cabinet Member / Dispensation Granted:** None.

## **659. Draft Planning Obligations Supplementary Planning Document**

The Portfolio Holder for Planning and Regeneration introduced the report, which set out the Council's approach, policies and procedures in respect of the use of planning obligations alongside the proposed introduction of Harrow's Community Infrastructure Levy (CIL) in September 2013.

The Portfolio Holder added that government policy was clear and the legislative framework within which planning obligations were considered had changed with the introduction of the CIL. These changes meant that the strategic infrastructure, such as schools and healthcare, could no longer be funded through planning obligations, which had been scaled back. He added that the role of Planning Obligations had been limited to funding affordable housing, including the mitigation of site specific impacts. The purpose of the draft SPD was to clarify the types of site specific obligations, such as affordable housing, that the Council might see in addition to a CIL depending on the nature of the development, including any mitigation required.

The Portfolio Holder agreed that the consultation period ought to be extended and he undertook to address, through the imposition of relevant planning conditions, the concerns relating to littering in relation to fast food restaurants in new developments, as this would help alleviate the problems associated with street cleaning.

**RESOLVED:** That

- (1) the draft Supplementary Planning Document (SPD) on Planning Obligations, attached as Appendix 1 to the report, be approved for publication for formal public consultation to be undertaken in accordance with the Council's Statement of Community Involvement;
- (2) it be noted that the consultation period would be extended.

**Reason for Decision:** To ensure the SPD, when adopted, was afforded weight as a material planning consideration. To reflect the Council's proposal to introduce a Community Infrastructure Levy (CIL) and to clarify the relationship between CIL and Planning Obligations to reduce the planning risk of 'double dipping' when seeking or securing contributions from development towards specific infrastructure requirements.

**Alternative Options Considered and Rejected:** As set out in the report.

**Conflict of Interest relating to the matter declared by Cabinet Member / Dispensation Granted:** None.

## **660. Revenue and Capital Outturn 2012/13**

Cabinet received a report of the Director of Finance and Assurance, which set out the Council's Revenue and Capital Outturn position for 2012/13.

The Leader of the Council and Portfolio Holder for Finance introduced the report and added that Cabinet was being asked to approve a number of transfers to reserves and the addition of £996k to the General Fund balance, taking it to a figure of £8.6m. He identified the transfers, as follows:

- £4.8m to be transferred to a MTFS implementation reserve;

- £3.3m to be carried forward into the next financial year to allow Directorates to continue to deliver Council priorities for residents and projects that would help deliver additional savings in future years;
- a Business Risk Reserve to cover the financial risks associated with contractual disputes.

The Leader added that the Council's Section 151 officer had advised that it would be appropriate for the Council to hold reserves of £10m and, as a result, £996k would be added to the existing reserves. Moreover, any additional spend would not be dictated by political events.

The Non-Executive Non Voting Cabinet Members welcomed the desire of the administration to retain the dog mess collection service, which residents had campaigned for and asked which other services would be implemented to improve outcomes for residents. The Leader of the Council replied that amongst the suggestions included spot fines for littering, environmental projects such as potholes, street cleaning and tree pruning. He added that the costs of the various proposals had not yet been identified.

The Non-Executive Non Voting Cabinet Members asked questions on the underspend on sewage and highway works, the small amount of money that was being carried forward, if there had been any loss of income from the TfL resulting from non-implementation of schemes, how issues associated with troubled families were funded, including related costs, and how slippage on the HRA budget could be avoided. They were concerned that income from parking enforcement would be lost as a result of the introduction of a 20-minutes free parking period.

In response, the Leader of the Council and Portfolio Holder for Finance, the Director of Finance and Assurance, the Corporate Directors of Resources, Children and Families, and Community, Health and Wellbeing stated that:

- the change of contractors had led to an underspend in sewage and highway works. The TfL grant money had to be submitted in August 2013;
- £150k had been used for intervention measures for troubled families. The youth service was also being targeted as part of the overall early intervention programme. The Early Intervention Service would be funded by the Local Area Agreement Reward Grant, which would be received and measured following its successful delivery;
- due to a challenging number of referrals, recruitment and retention of staff in the social care area was underway, as part of the Transformation Programme. This had proved to be a challenge and bench marking of salaries had been built into the programme. Internships were also being considered. The Corporate Director of Children and Families added that the costs associated with recruitment and retention of staff would be provided to Members. Additionally, the outcome of the process would be reported to the Overview and

Scrutiny Committee and Cabinet. A dedicated person had been recruited to look at this specialised area. A Non-Executive Non-Voting Cabinet Member was concerned to learn of the possible duplication of the HR functions described by the Corporate Director and he was informed that it was not unusual to have a dedicated person overseeing this crucial area;

- credits would be received from Capita for non-delivery of the IT Contract. There were two types of savings against the contact with Capita – performance credit and savings resulting from the not moving to a data centre;
- an extensive Capital Programme had been delivered. Any slippages had largely been due to the transition from the Kier Contract to localised contracts;
- housing capital schemes included a number of intensive schemes and the good news element was the reduction in the cost of homelessness;
- the Council's ability to deliver on the HRA had been tested successfully in 2012. The Corporate Director of Community, health and Wellbeing was confident that the Asset Management Strategy would be delivered on time.

The officers also agreed to provide further details on the following information:

- a detail account of whether the premium proposed had been sufficient or whether it should have been a higher figure. The Corporate Director of Children and Families informed Cabinet that the premium had had to be benchmarked and the issue also related to relocation costs and workloads. A long term solution was required to this problem which was acute to London;
- the cost of the delay towards a shared legal practice;
- a line by line detail in relation to the underspend of £1.2m;
- the amount of credits received Capita.

**RESOLVED:** That

- (1) the revenue and capital outturn position for 2012/13 be noted;
- (2) the contributions to Reserves outlined in paragraph 3 of the report be approved;
- (3) the net remaining revenue underspend of £0.996m be utilised to increase the General Reserves from £7.650m to £8.646m;



- (4) the changes in quarter 4 and carry forwards on the Capital Programme outlined in paragraph 26 and set out at Appendix 2 of the report be approved;
- (5) the timetable for accounts completion and external audit review as outlined in paragraph 29 of the report be noted.

**Reason for Decision:** To confirm the financial position as at 31 March 2013.

**Alternative Options Considered and Rejected:** None.

**Conflict of Interest relating to the matter declared by Cabinet Member / Dispensation Granted:** None.

(Note: The meeting, having commenced at 6.30 pm, closed at 8.38 pm).

(Signed) COUNCILLOR THAYA IDAIKKADAR  
Chairman

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**London Borough of Harrow**

**KEY DECISION SCHEDULE ( JULY 2013 - SEPTEMBER 2013 )**

**MONTH: July**

The following is a list of Key Decisions which the Authority proposes to take at the above Cabinet meeting. The list may change over the next few weeks. A further notice, by way of the Cabinet agenda, will be published no less than 5 clear days before the date of the Cabinet meeting, showing the final list of Key Decisions to be considered at that meeting.

**A Key Decision is a decision by the Executive which is likely to:**

- (i) result in the Council incurring expenditure which is, or the making of savings which are, significant having regard to the Council's budget for the service or function to which the decision relates; or
- (ii) be significant in terms of its effects on communities living or working in an area of two or more wards or electoral divisions of the Borough.

A decision is significant for the purposes of (i) above if it involves expenditure or the making of savings of an amount in excess of £1m capital expenditure or £500,000 for revenue expenditure or, where expenditure or savings are less than the amounts specified above, it constitute more than 50% of the budget attributable to the service in question.

### **Decisions which the Cabinet intends to make in private**

The Cabinet hereby gives notice that it may meet in private after its public meeting to consider reports which contain confidential information. The private meeting of the Cabinet is open only to Members of the Cabinet, other Councillors and Council officers.

Reports relating to decisions which the Cabinet will take at its private meeting are indicated in the list of Key Decisions below with the reasons for the decision being made in private where appropriate. The Schedule also contains non-Key Decisions which involve Cabinet having to meet in private. Any person is able to make representations to the Cabinet if he/she believes the decision should instead be made in the public Cabinet meeting. If you want to make such representations please contact Democratic & Electoral Services. You will then be sent a response in reply to your representations. Both your representations and the Cabinet's/Leader's response will be published on the Council's website <http://www.harrow.gov.uk/www2/mgListPlans.aspx> at least 5 clear days before the Cabinet meeting.

The Cabinet/Leader will be considering a report prepared by the relevant Directorate. The report together with any other documents (unless they contain exempt information) will be available for inspection 5 clear days before the decision is taken by Cabinet/Leader from Daksha Ghelani, Senior Democratic Services Officer, on 020 8424 1881 or by contacting [daksha.ghelani@harrow.gov.uk](mailto:daksha.ghelani@harrow.gov.uk) or by writing to Democratic & Electoral Services, Harrow Council, Civic Centre PO Box 2, Station Road, Harrow, HA1 2UH or on the Council's website. Copies may be requested but a fee will be payable. Reports to be considered at the Cabinet's public meeting will be available on the Council's website 5 clear days before the meeting.

The KDS looks 3 meetings ahead and will be published 28 clear days before the Decision Date / Period of Decision.

Subject	Nature of decision	Decision Maker	Decision date / Period of Decision	Cabinet Member / Lead officer	Open or Private Meeting	Additional Documents to be submitted
<b>JULY 2013</b>						
Harrow Community Infrastructure Levy Charging Schedule	That Cabinet be requested to recommend the Community Infrastructure Levy Charging Schedule for adoption	Cabinet Council	18 July 2013 To be advised	Councillor William Stoodley  Stephen Kelly, Divisional Director of Planning Services matthew.paterson@harrow.gov.uk Tel: 02 8736 6083	Open	Agenda Report and any related appendices: Community Infrastructure Levy Charging Schedule, CIL Viability report, CIL Examination report, CIL Infrastructure Report
Adult Day Services Review Consultation	Following formal consultation to present proposals to Cabinet on the transformation of Adult Day Service provision which will deliver modernised day services and MTFS savings.	Cabinet	18 July 2013	Councillor Krishna James  Paul Najsarek, Corporate Director, Community Health and Wellbeing thom.wilson@harrow.gov.uk Tel: 020 8736 6022	Open	Agenda Report and any related appendices

Subject	Nature of decision	Decision Maker	Decision date / Period of Decision	Cabinet Member / Lead officer	Open or Private Meeting	Additional Documents to be submitted
School Organisation	Approval of School Organisation matters	Cabinet	18 July 2013	Councillor Zarina Khalid Catherine Doran, Corporate Director, Children and Families johanna.morgan@harrow.gov.uk Tel: 020 8736 6841	Open	Officer Report and any related appendices
Approval of Discretionary Housing Payments Policy (DHP)	To agree the revised DHP Policy in light of the need to support residents affected by welfare reform	Cabinet	18 July 2013	Councillor Thaya Idaikkadar Tom Whiting, Corporate Director of Resources fern.silverio@harrow.gov.uk Tel: 020 8736 6818	Open	Agenda Report and any related appendices: DWP Guidance and rules regarding allocation and distribution, Harrow's consultation feedback
Changes to The Taxi Card Scheme	To agree the revised Taxi Card Scheme which will come into effect from 1 October 2013	Cabinet	18 July 2013	Councillor Thaya Idaikkadar Tom Whiting, Corporate Director of Resources	Open	Agenda Report and any related appendices

Subject	Nature of decision	Decision Maker	Decision date / Period of Decision	Cabinet Member / Lead officer	Open or Private Meeting	Additional Documents to be submitted
				fern.silverio@harrow.gov.uk Tel: 020 8736 6818		
<b>AUGUST - currently no items</b>						
<b>SEPTEMBER</b>						
Community Safety Plan	To Recommend to Council for adoption	Cabinet Council	12 September 2013 14 November 2013	Councillor Asad Omar  Tom Whiting, Corporate Director of Resources mike.howes@harrow.gov.uk Tel: 020 8420 9637	Open	Agenda Report and any related appendices
Harrow School SPD	That Cabinet be requested to approve the draft SPD for a minimum of four weeks public	Cabinet	12 September 2013	Councillor William Stoodley  Stephen Kelly, Divisional Director of Planning	Open	Agenda Report and related appendices:draft Harrow School SPD

Subject	Nature of decision	Decision Maker	Decision date / Period of Decision	Cabinet Member / Lead officer	Open or Private Meeting	Additional Documents to be submitted
	consultation in line with the Council's Statement of Community Involvement			Services matthew.paterson@harrow.gov.uk Tel: 020 8736 6083		
Special Needs Transport 3	<p>Authorise the Corporate Director of Children &amp; Families in consultation with the Portfolio Holder for Children and Families, Property &amp; Major Contracts and Adults &amp; Housing to:</p> <p>a) To implement the best option for the service that meets</p>	Cabinet	12 September 2013	<p>Councillors Idaikkadar, Khalid &amp; James</p> <p>Catherine Doran, Corporate Director, Children and Families roger.rickman@harrow.gov.uk Tel: 020 8966 6334</p>	Open	Agenda Report and any related appendices: Business Case, EqIA



Subject	Nature of decision	Decision Maker	Decision date / Period of Decision	Cabinet Member / Lead officer	Open or Private Meeting	Additional Documents to be submitted
	<p>the MTFS saving taking into account the further consultation being conducted</p> <p>b) Agree to adopt the new transport eligibility policy</p>					
<p>Revenue and Capital Monitoring for Q1 at at 30 June 2013</p>	<p>To present the forecast financial position and actions required to be taken including noting the monitoring position, approving virements</p>	<p>Cabinet</p>	<p>12 September 2013</p>	<p>Councillor Thaya Idaikkadar</p> <p>Simon George, Director of Finance and Assurance steve.tingle@harrow.gov.uk Tel: 020 8420 9384</p>	<p>Open</p>	<p>Agenda Report and any related appendices</p>

Subject	Nature of decision	Decision Maker	Decision date / Period of Decision	Cabinet Member / Lead officer	Open or Private Meeting	Additional Documents to be submitted
Property Disposal Programme 2013/14	recommended and approving debt write offs	Cabinet	13 September 2013	Councillor Thaya Idiakkadar Caroline Bruce, Corporate Director of Environment and Enterprise philip.loveland-cooper@harrow.gov.uk Tel: 020 8424 1877	Open but with Private/Exempt (Part II) appendices By virtue of paragraph 3 of Part I of Schedule 12A to the Local Government Act 1972 in that it contains information	Agenda Report and any related appendices

**HARROW COUNCIL CABINET 2013/14**  
**CONTACT DETAILS OF PORTFOLIO HOLDERS**

<b>Portfolio</b>	<b>Councillor</b>	<b>Address</b>	<b>Telephone no.</b>	<b>Email</b>
Leader, Business Transformation & Communications, Finance, Performance, Customer Services & Corporate Services, Property & Major Contracts	Thaya Idaikkadar	Independent Labour Group Office Middlesex Suite North PO Box, 2, Civic Centre Station Road HARROW HA1 2UH	Home: (020) 8863 2372 Mobile: 07812 028741 Group Office: (020) 8424 1154	Email: <a href="mailto:thaya.idaikkadar@harrow.gov.uk">thaya.idaikkadar@harrow.gov.uk</a>
Deputy Leader, Environment & Community Safety	Asad Omar	Independent Labour Group Office Middlesex Suite North PO Box 2, Civic Centre Station Road HARROW HA1 2UH	Mobile: 07944 296473 Group Office: (020) 8424 1154	Email: <a href="mailto:asad.omar@harrow.gov.uk">asad.omar@harrow.gov.uk</a>
Community & Cultural Services, Housing	Nizam Ismail	Independent Labour Group Office Middlesex Suite North PO Box 2, Civic Centre Station Road HARROW HA1 2UH	Home: (020) 8952 7886 Group Office: (020) 8424 1154	Email: <a href="mailto:nizam.ismail@harrow.gov.uk">nizam.ismail@harrow.gov.uk</a>
Adult Social Care, Health and Wellbeing	Krishna James	Independent Labour Group Office Middlesex Suite North PO Box 2, Civic Centre Station Road HARROW HA1 2UH	Mobile: 07720 262610 Group Office: (020) 8424 1154	Email: <a href="mailto:krishna.james@harrow.gov.uk">krishna.james@harrow.gov.uk</a>

Portfolio	Councillor	Address	Telephone no.	Email
Children, Schools and Families	Zarina Khalid	Independent Labour Group Office Middlesex Suite North PO Box 2, Civic Centre Station Road HARROW HA1 2UH	Mobile: 07812 007385 Group Office: (020) 8424 1154	Email: <a href="mailto:zarina.khalid@harrow.gov.uk">zarina.khalid@harrow.gov.uk</a>
Planning and Regeneration	William Stoodley	Independent Labour Group Office Middlesex Suite North PO Box 2, Civic Centre Station Road HARROW HA1 2UH	Mobile: 07742 598786 Group Office: (020) 8424 1154	Email: <a href="mailto:william.stoodley@harrow.gov.uk">william.stoodley@harrow.gov.uk</a>

Non Executive Members	Councillor	Address	Telephone no.	Email
Leader of the Conservative Group	Susan Hall	Conservative Group Office, Room 109 PO Box 2, Civic Centre Station Road HARROW HA1 2UH	Mobile: 07860 742093 Group Office: (020) 8424 1852	Email: <a href="mailto:susan.hall@harrow.gov.uk">susan.hall@harrow.gov.uk</a>
Deputy Leader of the Conservative Group	Barry Macleod-Cullinane	Conservative Group Office, Room 109 PO Box 2, Civic Centre Station Road HARROW HA1 2UH	Mobile: 07976 712611 Group Office: (020) 8424 1852	Email: <a href="mailto:barry.macleod-cullinane@harrow.gov.uk">barry.macleod-cullinane@harrow.gov.uk</a>

**PROGRESS ON SCRUTINY PROJECTS**

<b>Review</b>	<b>Methodology</b>	<b>Type of report</b>	<b>Expected date for report to Cabinet</b>	<b>Comments</b>
Standing Review of the Budget	Standing Review	Regular update reports to O&S and interim, specific topic and final reports to O&S and Cabinet	A report from the review's consideration of the use of capital has been drafted.	The next meeting of the group, will consider the implications of the Business Rate Retention Scheme.
Customer Care	Light touch review	Final Report to O&S and Cabinet	September 2013	Emerging findings and recommendations of the review are likely to be agreed at the end of June. It is anticipated that the review group report will be presented to the Overview and Scrutiny committee in September.
Accessible Transport	Light touch review	Final Report to O&S and Cabinet with reference to Transport for London	October 2013	The project has now reached the closing stages with Members due to consider their emerging findings and recommendations at the end of July.
NHS Health Checks – supported by Centre for Public Scrutiny (CfPS)	Joint light touch review with Barnet	Final Report to O&S and Cabinet	TBC	This is a joint review between Harrow and Barnet which will look at the role of the Council having effective arrangements in place for NHS Health Checks. This project is in the initial stages.

<p>Joint Overview and Scrutiny Committee 'Shaping a Healthier Future'</p>	<p>Joint Committee</p>	<p>Final Report to O&amp;S and Cabinet (for information) and NHS NW London</p>	<p>The Harrow response was considered by the Adult Social Care, Health and former Wellbeing Portfolio Holder and the Leader of the Council.</p>	<p>As previously reported, NHS NW London has announced its proposals.</p> <p>Harrow's involvement in ongoing monitoring of this is still to be determined by the Lead Councillors. A senior officer leading the Shaping a Healthier Future programme has been invited to the Health and Social Care Sub-Committee meeting in July to address a number of questions arising from NHS NW London's announcement.</p> <p>The next meeting of the Joint Committee is likely to take place in September 2013.</p>
<p>Child's Journey Through Care</p>	<p>Light touch review</p>	<p>Final Report to O&amp;S and Cabinet</p>	<p>TBC</p>	<p>This review will consider the child's journey through the care system in an attempt to identify any gaps in the council's and partners' systems which create potential risk for Harrow children.</p> <p>The review has been deferred until the summer.</p>
<p>Mental Health</p>	<p>TBC</p>	<p>TBC</p>	<p>TBC</p>	<p>The Chair and Vice Chair of the Health and Social Care Scrutiny Sub-Committee are committed to looking at mental health services in more detail and are currently considering how best to format this review.</p>

**Contact:** Felicity Page, Senior Professional Scrutiny, 020 8420 9204

## **REPORT FOR: CABINET**

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<b>Date of Meeting:</b>	18 July 2013
<b>Subject:</b>	<b>INFORMATION REPORT</b> – Harrow Partnership Board
<b>Responsible Officer:</b>	Tom Whiting, Corporate Director of Resources
<b>Exempt:</b>	No
<b>Enclosures:</b>	None

### **Section 1 – Summary and Recommendations**

This report summarises discussion at the meeting of the Partnership Board held on 27<sup>th</sup> June 2013.

**FOR INFORMATION**

### **Section 2 – Report**

#### **Introduction**

This report sets out the Partnership's decisions reached at a recent meeting.

#### **Options considered**

None

#### **Background**

The Partnership Board comprises representatives of the Council, the Police, The Fire Brigade, the Health Service, the Further Education Sector, Business and the voluntary and community sector. It meets to consider issues that will

influence the future of the borough and consider how they take forward the ambitions set out in the Sustainable Community Strategy.

After each Board meeting, a report of the business considered is made to Cabinet for information.

## **Current situation**

At the Board's most recent meeting on 27<sup>h</sup> June, the Board considered a report considering the future of the Partnership Board itself. The Board also received a report on the business considered by Harrow Chief Executives.

### The Future of the Partnership Board

The report summarised attempts since the abolition of the Local Area Agreement in 2010 to identify a role for the Partnership Board that would enable it to make an effective and valuable contribution to the Borough. It also drew attention to the development of the statutory Health and Wellbeing Board, which has responsibility for a wide range of activity that was previously considered by the Board and to the wider agenda being pursued by Safer Harrow.

The paper provided three options:

- to continue the existing arrangements;
- to devise a better version of the Harrow Assembly to replace the Board; and
- to use the Health and Wellbeing Board and Safer harrow as the principal partnership vehicles, underpinned by Harrow Chief Executives.

The Board identified the benefits that the existing arrangements had brought in the past, not least in providing a forum for better understanding the priorities of and difficulties faced by partner organisations, but also recognised that the Board no longer controlled a budget nor had decision-making responsibilities.

Representatives of the voluntary and community sector had particular concerns regarding their access to decision-makers if the Board were to cease to meet and a number of other detailed issues.

After a full discussion, it was agreed that officers should initiate further discussions with partners and prepare a further report for the Board's next meeting in September.

### Harrow Chief Executives

Harrow Chief Executives reported that they had devoted a significant amount of time to understanding how their services contributed to safeguarding children and young people and to identifying ways in which these services could work better together in the future.



## **Financial Implications**

There are no financial implications arising from this report.

## **Equalities implications**

Equality Impact Assessments have or are being undertaken for all of the projects referred to in this report.

## **Corporate Priorities**

The Partnership's priorities support aspects of all of the Council's Corporate Priorities.

## **Section 3 - Statutory Officer Clearance**

Name: Steve Tingle	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 8 July 2013		

## **Section 6 - Contact Details and Background Papers**

**Contact:** Mike Howes, Service Manager, Policy and Partnerships Ext 5637

**Background Papers:** Agenda and Minutes of the Partnership Board, 27<sup>th</sup> June, 2013

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## REPORT FOR: **CABINET**

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<b>Date of Meeting:</b>	18 July 2013
<b>Subject:</b>	School Organisation
<b>Key Decision:</b>	No
<b>Responsible Officer:</b>	Catherine Doran, Corporate Director of Children and Families
<b>Portfolio Holder:</b>	Councillor Zarina Khalid, Portfolio Holder for Children, Schools and Families
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	No
<b>Enclosures:</b>	Appendix A: Phase 2 Schools Appendix B: Special School SEN Placements Planning Framework Appendix C: Amalgamation Policy

### **Section 1 – Summary and Recommendations**

This report updates Cabinet about school organisation issues in Harrow including school place planning, Phase 2 of the Primary School Expansion Programme, the Special School SEN Placements Planning Framework, Early Years Strategy and the Amalgamation Policy.

#### **Recommendations:**

Cabinet is requested to:

1. Agree Phase 2 of the Primary School Expansion Programme be moved to the statutory process for permanent expansion as stated in Appendix A;
2. Approve the Special School SEN Placements Planning Framework, as set

- out in Appendix B;
3. Confirm the Amalgamation Policy as set out in Appendix C;
  4. Note the progress developing Harrow's Early Years Strategy.

**Reason: (For recommendation)**

To fulfil the Local Authority's statutory duties to provide sufficient, high quality school places in its area as part of its strategic role as champion for parents and families, for vulnerable pupils and of educational excellence.

## **Section 2 – Report**

### **Introduction**

1. The Local Authority has a statutory responsibility to provide sufficient school places for its area. The main pressure on school places currently is in the primary sector, though pressure is also being experienced in the special educational needs sector and will be experienced in the secondary sector when the additional pupil numbers progress through to the high schools.
2. The role of the Local Authority is changing in light of the Government's education reforms. The Local Authority increasingly has a strategic role to commission services rather than to be a provider. Schools are encouraged by the Government to become autonomous through the academy school and free school programmes and changes to funding arrangements. In this new strategic role it is important for the Local Authority to consider how it will:
  - ensure sufficient high quality school places;
  - promote and secure school organisation to support sustained school improvement;
  - continue to promote schools in Harrow at the heart of the community; and
  - promote choice for parents and excellence in education standards.

### **Options considered**

#### **Background to Primary School Expansions**

3. Cabinet agreed its School Place Planning Strategy in February 2010 to meet the increasing demand for school places that is primarily birth rate driven. Harrow has been opening additional temporary Reception classes since 2009, with an escalating trend. 5 additional Reception classes were opened in 2009 and in 2010, 8 additional Reception classes in 2011 and 12 additional Reception classes opened in September 2012, a 50% increase above September 2011. An additional

Year 1 class was also opened in October 2011. The increased demand for Reception places is projected to continue and to peak in 2018/19.

4. 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.
5. Following Cabinet's decision in July 2011, engagement and consultation processes about the permanent expansion of the first phase of schools were undertaken. A borough-wide consultation about schools for permanent expansion was held in Autumn 2011. In December 2011 Cabinet considered the consultation outcomes and agreed the schools that should be moved to the statutory process for permanent expansion. Statutory consultations occurred early in 2012 followed by the publication of statutory expansion proposals in Spring 2012. At its meeting on 20 June 2012 Cabinet considered the consultation and representation outcomes and approved the statutory proposals to expand nine schools on seven sites from September 2013. A building programme is underway to ensure that there is sufficient accommodation for the additional pupils at these schools.
6. In November 2012 Cabinet agreed that a second phase of primary schools should be moved to the statutory process for permanent expansion. Since then work has been progressed with schools to identify the schools that will be proposed for expansion. The next section of this report sets out the school place planning considerations that inform the proposed second phase of primary school expansions.

### **School Place Planning**

7. Analysis of the school roll projections and the applications for Reception places in September 2013 that were received by the closing date, led to the decision to open 9 additional temporary Reception classes in September 2013. Together with the 8 permanent additional Reception classes established from September 2013 in Phase 1 of the expansion programme, this totals 17 Reception classes more than the permanent baseline in 2008 before temporary additional Reception classes began to be opened in September 2009.
8. The opening of 17 additional Reception classes (above the 2008 baseline) in September 2013 has meant that all on-time applicants for places in Harrow schools have been offered places. Applications for school places are received in-year outside the annual application round and the situation will be carefully monitored in case further additional classes need to be opened.
9. The Fair Access Protocol is applied when a place is not available for a child at an appropriate school. The Panel of elected Members has been particularly busy during this academic year and has been meeting fortnightly to consider appeals. Between September 2012 and 15 May 2013, 405 primary aged children were placed in schools via the Panel with the greatest pressure being experienced for Key Stage 1 places.

10. Updated school roll projections data from the Greater London Authority was received in late May and is being considered by officers and analysed to ensure that the modelling fits with experience in Harrow. A Demographic Information School Roll Projections 2014 – 2023 Report will be published in the Autumn and will inform school place planning work and decisions about the exact number of additional classes that will be required in September 2014. The initial indications are that the updated data confirms the trend in previous projections with slightly higher totals of pupil numbers and reduced level of decrease following the peak in numbers.
11. The response of schools to the increased demand for places has been most impressive and has ensured high quality places have been provided to children under challenging circumstances. However, the pressures being experienced reinforce the need to permanently expand more schools in Phase 2 of the primary school expansion programme. The target number of permanent expansions in Phase 2 of the primary school expansion programme is around 13 forms of entry.
12. The exact number and location of schools that will be proposed for expansion and on what dates is dependent on a number of factors in addition to the projections. These factors include the outcome of the Targeted Basic Need Programme applications; any free school developments; the Avanti House future location; any expansion plans academies or voluntary aided schools may develop; provision of the proposed new school on the Kodak development and specific site or affordability matters of the listed schools.
13. This may result in other schools being identified for permanent expansion. A list of the schools currently proposed for consultation on Phase 2 permanent expansion is at Appendix A. The Appendix also includes the schools expanded permanently in Phase 1 and those schools that have taken bulge classes since September 2009. If other schools are identified then they will be agreed to be moved to the statutory process for permanent expansion by the Corporate Director in consultation with the Portfolio Holder as delegated by Cabinet at its meeting on 22 November 2012.
14. It is proposed that statutory consultations about the second phase of schools for permanent expansion will be undertaken for 5 weeks in September / October during the first half of the Autumn Term. A report will be presented to Cabinet on 21 November 2013 setting out the results of the consultations and recommending the schools that should have statutory expansion proposals published. Statutory proposals would be published in January / February during the Spring Term 2014 which would be determined by Cabinet on 13 March 2014.

#### **Targeted Basic Need Programme and 16-19 Demographic Growth Capital Fund**

15. On 1 March 2013 the Government announced the details of the school capital funding allocations for the next two financial years 2013/14 and 2014/15. The announcement included the launch of the Targeted Basic Need Programme and the 16-19 Demographic Growth Capital Fund for additional spend during these same two financial years.

16. Harrow's allocation for Basic Need (£14.69million over the two years 2013/14 and 2014/15) is higher than the previous allocations which reflects the hard work done to present as fully as possible the needs of Harrow's community for more school places.
17. The Targeted Basic Need Programme is the additional funding of nearly £1billion over the next two years announced by the Chancellor in his Autumn Statement and is over and above the Basic Need allocations for new school places.
18. The 16-19 Demographic Growth Capital Fund is funding of £80million to support the cost of additional places needed by young people.
19. The Government set key criteria for applications and set a very tight deadline of 30 April 2013 for applications to be submitted to these funds. Letters were sent on 13 March 2013 to Harrow schools, colleges and to diocesan bodies inviting interest in having applications submitted. This was followed by letters sent on 28 March 2013 to schools that had not responded and that fitted the key criteria for the Targeted Basic Need Programme stating that Harrow would consider them as part of the bid. This was because Harrow wanted to maximise this opportunity for the benefit of the residents of Harrow.
20. Officers held discussions with relevant schools, colleges and diocesan bodies about applications that fit with the school place planning priorities to meet projected increased demand up to 2015. 16 applications were submitted to the Targeted Basic Need Programme covering expansions in primary and special schools, future secondary expansion, and 16/19 to 25 years provision for learners with learning difficulties and disabilities (LLDD).
21. The Government target date to inform applicants of the outcome is June 2013 for the Targeted Basic Need Programme and July 2013 for the 16-19 Demographic Growth Capital Fund. At the time of writing this report the Government announcements had not been made and the up-to-date position will be reported at the Cabinet meeting.

### **Special School and SEN Placements Planning Framework**

22. Cabinet considered the draft Special School SEN Placements Planning Framework at its meeting on 11 October 2012 and approved the aims and guiding principles and that a wide stakeholder engagement and consultation be undertaken. The consultation on the draft Framework and options to increase provision was undertaken from Monday 12 November to Friday 21 December 2012. Consultation documents were distributed to all schools, chairs of governors, colleges and other stakeholders. Meetings for parents were also held at Woodlands, Kingsley and Shaftesbury special schools.
23. The level of consultation response was fairly low but did indicate a broad level of support for the direction of the Framework and the options presented in the consultation. The consultation responses were supplemented by discussions and open meetings held during the

consultation. Analysis of the consultation responses is available as a Background Paper to this report.

24. The Special School SEN Placements Planning Framework provides a framework for bringing forward proposals over the next 3-5 years to increase capacity to meet the rising demand for provision for children and young people with special educational needs and is attached at Appendix B for approval. Demand for special educational needs provision will continue to be monitored. Proposals will be informed by continuing stakeholder engagement and opportunities will be sought to implement initiatives over this period.
25. There are four key proposals based around pupil special educational needs and age:
  - Increase the number of places at special schools for primary-age pupils with severe and profound learning difficulties.
  - Increase the number of places at special schools for secondary-age pupils with severe and profound learning difficulties and moderate learning difficulties, autism and/or behaviour, emotional and social difficulties.
  - Increase the choice and number of places at mainstream schools for primary and secondary-age pupils with moderate learning difficulties and autism.
  - Increase and develop post-16/19 to 25 years provision for young people with severe and profound learning difficulties and moderate learning difficulties, autism and/or behaviour, emotional and social difficulties.
26. In its developing role as commissioner of services rather than provider, the local authority will promote commissioned provision wherever appropriate. Regional initiatives that will meet special educational needs in collaboration with neighbouring local authorities and private and voluntary sector providers will be considered and promoted as may be appropriate. Funding will be sought as necessary to implement proposals. For example, the options have informed the applications made to the Targeted Basic Need Programme and the 16-19 Demographic Growth Capital Fund. Government announcements about the outcomes of applications to these funds are expected in June and July.

### **Early Years Strategy**

27. The Council holds a statutory duty to improve Early Years outcomes for children and narrow the attainment gap. Currently these responsibilities are fulfilled through a range of maintained, private, voluntary and independent sector providers in health and the local authority. The various ways of working have led to a diversity of practice, including locality partnerships that have had a positive impact on children's experiences. However the impact on outcomes for children is not sufficiently effective across the borough, or across provider organisations, and multi-agency work is under way to focus on the needs of children and families to improve outcomes and narrow the gap.



28. The Early Years Strategy Board was established in 2012, meets monthly and consists of representatives from key stakeholder groups across: the private, voluntary and independent sectors, health service providers early intervention and targeted as well as special services. Its purpose is to develop a shared understanding of what works well and to identify gaps in provision and practice.
29. As a result of the early years needs assessment undertaken in 2012/13 a consensus has been reached around improving outcomes and narrowing the gap through three key themes:
  - Broadening participation
  - Building capacity
  - Raising quality for all.
30. The board has developed the Early Years Strategy that forms the basis for the transformation of early years services through commissioning for improved outcomes for children. Partnership work in support of the three themes will ensure the Local Authority's statutory duties are met and compliance with Government policy and guidance. The Early Years Strategy is available as a Background Paper.

### **Amalgamation Policy**

31. In its role as a commissioner of school places, and in the context of a different landscape and the new legislation, Harrow has been reviewing its approach to school organisation.
32. An established part of the Council's strategic approach to school organisation is the school amalgamation policy that establishes a preferred model of primary school organisation as combined all through infant and junior schools.
33. The Amalgamation Policy was agreed initially in February 2005, and has subsequently been revised and up-dated. In October 2007 Cabinet incorporated the Amalgamation Policy in its Strategic Approach to School Organisation. The most recent version was agreed by Cabinet in October 2008. Since 2006, 20 community schools have amalgamated to form 10 combined primary schools. On 28 May 2013, Cabinet approved that the Cannon Lane schools will combine on 1 September 2013. There will be 14 separate infant and junior schools remaining.
34. Harrow's amalgamation policy, is based on an educational rationale for a preferred model of school organisation that is a combined infant and junior school. When a school or schools meet the policy triggers they must amalgamate, unless there are compelling and over-riding reasons for them to remain separate.
35. The policy triggers are:
  - A headteacher vacancy arises in either or both schools.
  - Pupil numbers are 25% or more below admission number in either school.
  - Ofsted inspection in one of the schools identifies 'special measures'.

- Other situations whereby the educational provision would be improved through amalgamations. For example, these circumstances might include provision of SEN support, building and accommodation issues, financial difficulties, part of the Council's strategy for schools causing concern, staffing recruitment and retention issues.
36. Since the amalgamation policy was agreed, there have been changes to the education landscape that affect the context in which the policy is applied. Changes to education legislation offer other governance and management arrangements and the Government has introduced a new national funding formula.
  37. The Amalgamation Policy documentation has been reviewed and updated to reflect the current educational landscape and is attached at Appendix C for approval. The policy remains unchanged in its expectation that, if the triggers apply, amalgamation will occur unless there are over-riding and compelling reasons not to.
  38. Governing bodies of separate schools are encouraged to consider how they work collaboratively before the amalgamation policy triggers are met. This might include soft federation or joint staff activities. Governing bodies are also encouraged to consider the transition to a combined school and how the governing bodies could collaborate on a range of matters and how staff groups could work closely together. Collaboration will help to bring educational benefits and promote effective consultation with the school communities about amalgamation.
  39. The Government's academy school model offers schools the potential to become autonomous of the Local Authority. At their meeting in June 2012, Cabinet confirmed their approach to academy schools and to work in partnership with schools regardless of their status. Harrow Council would urge all governing bodies of separate infant and junior schools to consider amalgamation as part of any investigation they undertake into academy conversion. A combined school would be more sustainable than separate academy schools, or a separate academy and community school, which are paired in infant and junior phases and service the same local community.
  40. In this context, it is important to recognise that once the Amalgamation Policy has been triggered and statutory processes have been initiated, no alternative proposals can be considered until the amalgamation statutory processes have been concluded.

### **Legal Implications**

41. The Council has a statutory duty under the Education Act 1996 to ensure the provision of sufficient schools for the provision of primary and secondary education in their area.
42. There is a statutory process for permanently expanding maintained schools. This process includes statutory consultation and the publication of proposals with a formal representation period. The statutory

requirements and national guidance will be followed when progressing any proposals of expansion of an individual school.

43. The Local Authority has a statutory entitlement under Sections 15 and 19 of the Education and Inspections Act 2006, to issue statutory proposals in respect of school reorganisation.

## **Financial Implications**

### **Revenue**

44. Any extension of the school expansion programme will inevitably have financial implications. School revenue budgets are funded from the Dedicated Schools Grant (DSG). As the Department for Education (DfE) allocates DSG based on pupil numbers, any increase in pupil numbers results in additional revenue funding. This revenue funding is then allocated to schools based on the Schools' Funding Formula.
45. From 2013/14 the DfE have introduced significant changes to school funding. The legislation allows authorities to seek Schools Forum approval to create a ring fenced Growth Fund from the DSG in order to fund in year pupil growth. This is important for Harrow given the scale of additional classes identified through the Primary School Expansion Programme. The Growth Fund needed for the additional classes in September 2013 was considered by Schools Forum in October 2012. It was agreed to allocate £63,000 of revenue funding for each additional temporary Reception class to provide for basic costs for the period September to March. In the following year the mainstream funding formula takes effect. This funding is available for additional classes in both maintained and academy schools but not Free Schools.
46. Under the Government's new funding formula the combining of two schools would result in the loss of one element of 'lump sum' funding allocated to schools. In 2013/14 the lump sum amount is £142,230. The Government introduced this 'lump sum' funding change as an interim measure for two years and is currently reviewing all factors within the School Funding Reform, including the lump sum with regards to any changes in the 2014/15 school funding. Though this is a significant issue, there are immediate savings as a combined school, not least in only having one headteacher salary, and as a combined school the governing body would be able to plan ahead strategically across the combined school to achieve efficiencies as all other primary schools in Harrow do currently.
47. Any changes proposed by the Government's review will be presented to Schools Forum accordingly.

### **Capital**

48. Phase 1 of the primary school expansion programme is expected to cost £26.2m over five years. The 2012/13 to 2014/15 Capital Programme, approved by Council, includes the first three years of the programme. The majority of the programme will be financed from Department for Education capital grants. However these capital grants are currently insufficient to fully fund the expansion programme so council funding,

totalling £2.25m, has been allocated in the capital programme, plus additional funding required of £3.8m.

49. Phase 2 of the primary school expansion programme will require additional capital spend. If the applications made to the Targeted Basic Need Programme are successful, this will make a significant contribution to meeting the additional capital requirements. Two of the schools that are proposed for permanent expansion in Phase 2 are included in the Priority School Building Programme for expansion as well as having their priority condition needs met. Until the final list of schools proposed for permanent expansion is developed it is not possible to quantify the cost. The capital cost of delivering a second phase of school expansion would need to be considered as part of setting the Council's Capital Programme.
50. Further details of Phase 2 capital programme will be reported to Cabinet in November with the outcomes of the statutory consultation in the Autumn Term. At this time there will also be greater clarity on the Government allocations for Harrow in relation to the Targeted Basic Need Programme, Priority Schools Building Programme and the 16-19 Demographic Growth Capital Fund.

### **Performance Issues**

51. 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. The vast majority of primary schools and secondary schools are judged good or outstanding.
52. 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 has changed significantly and is reduced from its previous level. However, the Local Authority maintains 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 Local Authority is also statutorily responsible for supporting and improving underperforming schools.
53. The Local Authority continues to monitor key education indicators. The indicators are used locally to monitor, improve and support education at both school and local authority level; they are also used within information provided to the DfE.
54. The indicators fall within the following areas:
  - Attendance and exclusions - remain a statutory duty for the Local Authority to monitor and improve;
  - Narrowing the Gap - is a fundamental part of Ofsted's school inspection process, and accordingly the Local Authority monitors the attainment of identified groups of pupils in its schools, for example SEN children;
  - Underperforming schools – schools are assessed at Key Stage 2 & Key Stage 4 against defined floor standards.

## **Environmental Impact**

55. Phase 2 of 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. This applies to new build as well as existing schools.
56. The Government has issued revised guidance under the CRC scheme which removes all school emissions from local authority responsibilities - from March 2014. The intention is that the DfE will organise a national scheme covering schools' emissions.
57. For those schools that are proposed for expansion, planning applications will be required and part of the application will be a school 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**

58. The directorate and corporate risk management implications for the council arising from school place planning are included on the directorate and corporate risk registers.
59. The key risks for this programme are affordability and an over or under estimate of pupil growth.

## **Equalities implications**

60. Equalities Impact Assessments were undertaken during Phase 1 of the school expansion programme. The conclusion of these assessments is that the implications are positive or neutral in that the school expansion programme will ensure sufficient school places for the increasing numbers of children in Harrow.
61. Harrow's schools are successful and inclusive and provide a diversity of provision. The continuing 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 Special School and SEN Placements Planning Framework seeks to address the projected increased demand for school places for children with disabilities arising from the growth in the school age population overall.
62. Equality Impact Assessments will be undertaken on all the schools in the final list of schools that will be taken forward for statutory permanent expansion processes.

## **Corporate Priorities**

63. 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: Patricia Harvey	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 17 June 2013		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 17 June 2013		

### **Section 4 – Performance Officer Clearance**

Name: David Harrington	<input checked="" type="checkbox"/>	on behalf of the Divisional Director Strategic Commissioning
Date: 8 July 2013		

### **Section 5 – Environmental Impact Officer Clearance**

Name: Andrew Baker	<input checked="" type="checkbox"/>	on behalf of the Corporate Director of Environment and Enterprise
Date: 26 June 2013		

### **Section 6 - Contact Details and Background Papers**

**Contact:** Johanna Morgan, Education Lead School Organisation  
[johanna.morgan@harrow.gov.uk](mailto:johanna.morgan@harrow.gov.uk) 020 8736 6841

**Background Papers:**

Outcomes of the consultation on the draft Special School SEN Placements Planning Framework held from 12 November 2012 to 21 December 2012.

Early Years Strategy.

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

**NOT APPLICABLE**

*[Call-in applies]*

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**Phase 2 Schools proposed for consultation on permanent expansion****Group 1: Proposed permanent expansion September 2014 with bulge Reception class in Sept 2013**

Aylward Primary School  
 Pinner Wood School  
 Grange Primary School  
 Norbury School  
 Belmont School

**Group 2: Proposed permanent expansion September 2015 with bulge Reception class in September 2014.**

Priestmead School and Nursery  
 Newton Farm Nursery, Infant and Junior School  
 Cannon Lane First School and Cannon Lane Junior School  
 Kenmore Park Infant and Nursery School and Kenmore Park Junior School  
 Whitchurch First School and Nursery and Whitchurch Junior School  
 St Anselm's Catholic Primary School  
 St John Fisher Catholic Primary School

**Note**

The exact number and location of schools that will be proposed for expansion and on what dates is dependent on a number of factors that may result in other schools being identified for permanent expansion. If other schools are identified then they will be agreed to be moved to the statutory process for permanent expansion by the Corporate Director in consultation with the Portfolio Holder as delegated by Cabinet at its meeting on 22 November 2012.

**Phase 1 Schools Permanent Expansion from September 2013**

- Camrose Primary School with Nursery
- Glebe Primary School
- Pinner Park Infant and Nursery School and Pinner Park Junior School
- Stanburn First School and Stanburn Junior School
- Marlborough Primary School
- Vaughan Primary School
- Cedars Manor School
- Krishna Avanti Primary School

Harrow primary schools by geographical Primary Planning Area showing where temporary additional (bulge) classes have been opened.

PPA	Schools	Bulge Classes
1. North East	Aylward	2013
	Stanburn	2011, 2012
	Weald	2010, 2011
	Whitchurch	
	<i>St John's CofE</i>	
2. North West	Cedars Manor	2009, 2011, 2012
	Cannon Lane	2012
	Grimsdyke	
	Longfield	2010, 2013
	Pinner Wood	2010, 2013
	West Lodge	
	<i>Moriah</i>	
	<i>St John Fisher</i>	
	<i>St Teresa's</i>	
3. South East	Camrose	2011 (Yr 1), 2012
	Glebe	2011, 2012
	Kenmore Park	2010, 2011
	Priestmead	
	Stag Lane	
	<i>Krishna Avanti</i>	*
	<i>St Bernadette's</i>	
4. South West	Earlsmead	
	Grange	2009, 2011, 2013
	Heathland	
	Newton Farm	
	Roxbourne	
	Roxeth	2013
	Vaughan	2012
	Welldon Park	2009, 2012
	<i>St George's</i>	2009
5. Central	Belmont	2009, 2013
	Elmgrove	2012
	Marlborough	2012
	Norbury	2010, 2011, 2013
	Pinner Park	2011, 2012
	Whitefriars	
	<i>St Anselm's</i>	
	<i>St Joseph's</i>	

Notes: All these temporary additional classes are Reception classes of 30 pupils (except a Year 1 class at Camrose Primary School opened in October 2011).

\*Avanti House free school has provided 2 Reception classes in 2012 and in 2013.

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## Special School SEN Placements Planning Framework

### Introduction

1. In Harrow there is provision for pupils with special educational needs (SEN) in mainstream schools, including specialist resourced provision in some schools, and special schools. Some pupils with special educational needs attend schools outside Harrow where their needs cannot be met in the authority. Harrow is experiencing a growing and changing population and there is increasing pressure on the current provision for pupils with special educational needs. A shortfall in local provision increases the cost pressures of placements at provision outside the borough.
2. The Government is introducing significant changes to the special educational needs and disability system and processes, as well as to the role of the local authority and its relationship with schools and stakeholders. The local authority retains statutory responsibility to ensure that there is sufficient high quality provision. However, it is no longer so clearly the provider of services, but a commissioner of services. The local authority's new role is to champion vulnerable children and young people, parents and families and promote educational excellence.
3. In this context, to meet the growth in Harrow, in partnership with stakeholders, this Special School SEN Placements Planning Framework has been developed. The framework aims to ensure that there is sufficient and sustainable high quality provision in Harrow.
4. The Special School SEN Placements Planning Framework sets out the national and Harrow context, including details of the pattern of demand and next steps including options to increase the range of provision and choice for children with special educational needs. A set of guiding principles are included to inform the development of short and long term options. Four priority proposals to increase capacity are identified.

### Cabinet and Consultation

5. At its meeting on 11 October 2012, Harrow Cabinet agreed the aims and guiding principles for the Special School SEN Placements Planning Framework that are set out in this document. Cabinet also agreed to a wide stakeholder engagement and consultation to develop options to increase provision in special schools and mainstream schools to meet growing demand.
6. The consultation was held from 12 November 2012 to 21 December 2012. A broad approach was adopted to this consultation to try to seek as wide an engagement as possible, and the intention is to continue dialogue with key stakeholders as proposals are developed, agreed and implemented. The next steps and options set out in this document are informed by the outcomes of the consultations and the continuing engagement activity with stakeholders.
7. At its meeting on 18 July 2013, Harrow Cabinet will be recommended to approve this Special School SEN Placements Planning Framework as the framework to inform proposals for increased provision over the next 3-5 years.

## National Policy Context

8. The Government is planning to introduce significant reform and change to the special educational needs and disability system. In March 2011, the Government published a Green Paper Support and aspiration: A new approach to special educational needs and disability (SEND) for consultation. In May 2012, the Government published their response to the Green Paper consultation and described the progress made on the implementation of proposals and the next steps. The Government's vision for special education needs is a system in which:
- Children's special educational needs are identified early and support is routinely put in place quickly;
  - Staff have the knowledge, understanding and skills to provide the right support for children and young people who have SEN or are disabled wherever they are;
  - Parents know what they can reasonably expect their local school, local college, local authority and local services to provide, without them having to fight for it and are more closely involved in decisions about services;
  - Children who would currently have a statement of SEN, and young people over 16 who would have a learning difficulty assessment, have an integrated assessment and a single Education, Health and Care Plan which is completed in a shorter time and without families having the stress of going from pillar to post to get the support they need; and,
  - Parents have greater control over the services they and their family use with:
    - every family with an Education, Health and Care Plan having the right to a personal budget for their support, and;
    - parents whose children have an Education, Health and Care Plan having the right to seek a place at any state-funded school, whether that is a special or mainstream school, a maintained school, Academy or Free School.
9. The Children and Families Bill will introduce legislation to implement a single assessment process, an Education, Health and Care Plan (EHCP) and offer personal budgets for families with an EHCP.
10. In addition, the Government has consulted on proposed changes to school funding. There are significant changes proposed for the funding for statements of special educational needs and special schools. The funding for special schools and specialist provision will continue to be funded by the Dedicated Schools Grant (DSG), however, the level of funding will be based on places commissioned by the Local Authority. Developments for increasing provision will need to take into account the changes to funding to ensure that they are cost effective.

## Local Policy Context

### Harrow Special Educational Needs and Disability (SEND) Strategy

11. The Government's changes will affect the whole of the special educational needs system. To ensure that Harrow is best placed to implement the Government's vision within the new funding arrangements, it will be necessary to consider the full implications and develop the overarching Harrow SEND Strategy including system and processes. This strategy will inform all future developments for special educational needs in Harrow.
12. This work will take time to complete and to some extent the timescales will be determined by the Government and the legislative process. However, there is a need

to address the current pressure in special schools in Harrow in the immediate and medium term. The Special School SEN Placements Planning Framework is developed in the context of the proposed changes and seeks to ensure there is sufficient flexibility over time to ensure that as the changes to the system become clearer, the framework can evolve accordingly. The framework will contribute to the wider work to develop the overarching Harrow SEND strategy.

### **Provision for pupils with special educational needs in Harrow**

13. Wherever possible children with special educational needs attend a local school, either a mainstream school, a mainstream school with specialist resourced provision or a special school. For some pupils this may be a school outside the authority. In Harrow, the current provision is as follows:
14. Special Schools
  - Kingsley High School for pupils with severe and complex needs, including autism, aged 11 - 19 years old;
  - Woodlands School for pupils with severe and complex needs, including autism, aged 3 - 11 years old;
  - Shaftesbury High School for pupils with moderate learning difficulties (MLD), autism and/or behaviour, emotional and social difficulties, aged 11-19 years old;
  - Alexandra School for pupils with moderate learning difficulties, autism and/or behaviour, emotional and social difficulties, aged 4 – 11 years old.
15. Specialist resourced provision at mainstream schools  
There is specialist resourced provision at the following mainstream schools:
  - Aylward Primary School specialist resourced provision for children with autistic spectrum disorders;
  - Priestmead Primary School specialist resourced provision for children with autistic spectrum disorders;
  - Welldon Park Infant School specialist resourced provision for children with specific language impairment;
  - Elmgrove Primary School specialist resourced provision for children with physical impairment;
  - Cedars Manor School specialist resourced provision for hearing impairment;
  - Whitmore High School specialist resourced provision for children with physical impairment and autistic spectrum disorders;
  - Hatch End High School specialist resourced provision for children with hearing impairment.

### **Current Pressure on Places**

16. Harrow's population is growing and there is considerable pressure on school places for primary aged pupils. In addition, there is a corresponding increase in the number of pupils with special educational needs. The total number of special needs statements in Harrow has increased by 93 (or 9%) between 2006 and 2011 calendar years. In addition, the percentage of children with a statement placed in a special school (Harrow, other local authority, independent or non-maintained) has increased from 35% to 43% during the same period. This represents continued pressure and demand for more special school places.
17. The factors contributing to this increasing demand include:
  - Rising overall population;

- Increase in premature baby survival rate with the consequent greater percentage of children with severe and complex needs;
  - Growing number of children with significant learning difficulties moving in to the borough.
18. The biggest growth in demand across the four special schools is for pupils with autism (63% increase between 2009 and 2012). Three specialist resourced provisions for pupils with autism have been established in mainstream schools, eventually providing 36 places. While an increase in specialist resourced provision for autism might reduce current demand on special school places at the margins, more special school places will be required to accommodate pupils with severe autism.
19. The four special schools have nearly reached capacity within their existing sites not just in terms of classroom and small group/breakout space, but in associated infrastructure such as hall, dining facilities, equipment storage and therapy/changing facilities. The addition of further classrooms should be accompanied by a corresponding increase in those facilities if possible, including space to accommodate higher staff numbers. Further assessment of potential development within their sites will need to contribute to the Planning Framework, but this needs to be accompanied by other options to increase provision.
20. The most acute pressure point is for pupils with the most severe needs, currently at Woodlands which will in time progress through to Kingsley High School. Space and specialist facilities are required for pupils with profound medical and healthcare needs. Pupils with autism and significant learning difficulties require sufficient classroom space and breakout/cooling off areas in which their sometimes challenging behaviour can be managed.
21. The current demand has therefore not peaked. In addition, the proposed national change from pupils having a statement of SEN up to the age of 19 towards a single education, health and social care plan up to the age of 25 will further increase the requirement for specialist provision.
22. With Harrow special schools nearing capacity on their current sites, the local authority is presented with increasing difficulty in placing pupils requiring a place at one of the four schools. Placement officers are faced with less capacity to respond to parental preference and are in some cases having to make placements at special schools out of the borough. Headteachers are nearing the limits of their ability to make use of available space and create viable teaching groups, often losing communal or specialist areas to create more classrooms.
23. Given the high quality and popularity of special school provision in Harrow, it is expected that the solutions to meet increasing demand will be developed in partnership with special schools.

### **Financial Pressures**

24. Any increase to special educational needs provision will inevitably have significant financial capital and revenue costs. Under the Government's new school funding proposals places at both special schools and specialist resource provision would be commissioned by the Local Authority and funded from Dedicated Schools Grant (DSG). The increase in places would result in a pressure on the DSG budget for high needs



pupils and this would have to be considered as part of setting the annual School Budgets.

25. The Department for Education (DfE) are currently proposing to amend the funding of post-16 places in special schools and specialist provision. The impact of this change is not yet fully understood but it would need to be considered as part of developing the options for increasing provision.
26. The Council has statutory duties around transporting SEN pupils to school that have to be funded from council revenue budgets. The increase in SEN pupils is likely to increase the pressure on the Special Needs Transport budgets. By addressing the increase in pupils through expanding provision in Harrow schools it minimises the need for out of borough placements, which on average have significantly higher transport costs.

### **Aims and Objectives of the Special School SEN Placements Planning Framework**

27. The aim of the Special School SEN Placements Planning Framework is to ensure there is a strategic approach to secure sufficient high quality local provision for pupils and their families with SEN that:
  - improves outcomes;
  - is continuous from 0 to 25 years;
  - offers choice; and,
  - maximises the efficient use of resources.
28. The focus is on the special schools and their interface with other provision for pupils and young people with special educational needs, including mainstream schools, specialist resourced provision in mainstream schools, out-borough placements, alternative providers e.g. academies/free schools and provision in colleges and Independent Specialist Providers (ISP).
29. The Special School SEN Placements Planning Framework is one element in the local authority's vision for a new special education needs system. It will contribute to and inform other developments as they evolve.
30. A central element of the framework is to increase capacity at each school by developing new provision on the site or on separate sites. Continuing to increase the capacity on existing sites may limit headteachers' ability to manage their schools effectively and, in some cases, may be prohibitively expensive or impracticable. Site capacity assessments are being undertaken of the special school sites that will inform the development of options.
31. As well as the special schools possibly having further accommodation on their existing or separate sites for which they are responsible, additional specialist capacity needs to be created in the borough's primary and secondary mainstream schools. There may also be alternative models that are appropriate to consider, including specialist provision at mainstream schools that is supported or commissioned from a special school.
32. Beyond increasing capacity within the borough, the local authority continues to be conscious of and involved in developments within the West London Alliance of local

authorities. Collaborations and partnerships among neighbouring authorities may lead to the development of regional provision that benefits children and families in Harrow.

33. There may be opportunities for a free school provider to contribute to the increase in provision in the borough, or within the region, that Harrow children and families could benefit from.
34. This strategic approach will give the local authority its best chance of developing capacity in a way which builds on the expertise and success of Harrow's special and mainstream schools, enables Harrow's children and young people to attend specialist provision as close as possible to their home, as well as future proofing against subsequent increases and/or changes in demand.

### **Guiding Principles**

35. To guide the development of options to increase capacity, a set of guiding principles have been adopted by Harrow Cabinet on 11 November 2012. Provision for children with special educational needs will be:
  - high quality and achieve the best outcomes for children and their families;
  - age appropriate, comprehensive and offer continuity and progression;
  - informed by best practice and stakeholders views;
  - increasing choice for parents by providing greater support in mainstream schools;
  - a model that places the child at the centre and is collaborative in approach;
  - sustainable and demonstrate the most efficient use of resources;
  - shaped by opportunities offered by government policy for models of school organisation, leadership and governance;
  - a commission-based model with the local authority and health agencies commissioning places and packages of support rather than being the provider;
  - effective in reducing the number of out-borough placements.

### **Options to Increase Capacity**

36. A series of options to increase capacity have been developed to be delivered over the short and medium/long term that have been informed by the consultation processes with stakeholders. It is expected that options, building on the current provision, may be further developed as engagement continues that could contribute to short and medium/long term solutions. There is good provision in Harrow's mainstream and special schools and it is expected that the solutions for increasing capacity will evolve and be delivered from within Harrow. This could include some increase in existing capacity in the short/medium term as part of the long term solutions. The pupil projections will continue to be analysed to align the planning for the medium and long term solutions.
37. There are four key proposals based around pupil special educational needs and age:
  - Increase the number of places at special schools for primary-age pupils with severe and profound learning difficulties.
  - Increase the number of places at special schools for secondary-age pupils with severe and profound learning difficulties and moderate learning difficulties, autism and/or behaviour, emotional and social difficulties.
  - Increase the choice and number of places at mainstream schools for primary and secondary-age pupils with moderate learning difficulties and autism.

- Increase and develop post-16/19 to 25 years provision for young people with severe and profound learning difficulties and moderate learning difficulties, autism and/or behaviour, emotional and social difficulties.

### **Next Steps**

38. This Special School SEN Placements Planning Framework provides a framework for bringing forward proposals over the next 3-5 years. Proposals will be informed by continuing stakeholder engagement and opportunities will be sought to implement initiatives over this period.
39. Demand for special educational needs provision will be monitored. Regional initiatives that will meet special educational needs in collaboration with neighbouring local authorities and private and voluntary sector providers will be considered and promoted as may be appropriate.
40. In its developing role as commissioner of services rather than provider the local authority will promote commissioned provision wherever appropriate. An example is envisaged to be specialist resourced provision at maintained mainstream schools.
41. Funding will be sought as necessary to implement proposals. The Government's free school programme may provide opportunities and where possible proposals will be considered for funding through the Council's capital programme.

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# **Amalgamation Policy and Implementation Guidance**

**July 2013**

# **AMALGAMATION POLICY FOR INFANT AND JUNIOR SCHOOLS**

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## Foreword

The Education Act 2011 has changed the school landscape considerably. The local authority has a role as commissioner and champion of parents and children. The Government policy to promote the conversion of schools to academies coupled with the free school policy will create increasingly autonomous schools and a new relationship with the local authority. However, the local authority retains a statutory duty to ensure that there are sufficient and high quality school places.

School organisation with appropriate models of governance, is fundamental to securing sufficient and high quality school places. There are many models of school organisation which are successful including combined and separate maintained primary sector schools. In Harrow and across the country there are also governance models, for example, federations and academy schools that also contribute to quality school provision.

In its role as a commissioner of school places Harrow Council's preferred model of organisation for primary phased schools is a combined school for educational and other reasons set out in this policy. In the implementation of the amalgamation policy the local authority will work with governing bodies and other parties to achieve a combined school.

Harrow Council has had a school amalgamation policy since 2005 and through the continuous implementation of the Policy 20 community separate first and middle schools or infant and junior schools have combined. There are currently 16 separate infant and junior schools, four of which are in the amalgamation process. The impact of the amalgamation policy has been significant. 6 of the amalgamated schools have been judged by Ofsted as Outstanding at their first inspection following amalgamations.

The amalgamation policy has been reviewed and up-dated in the current context. The under-pinning rationale for amalgamation to contribute to school improvement is retained.

The Policy is presented with supporting documentation provided to assist governors, staff and others involved in the implementation of the Policy. The supporting documents are dynamic and will be reviewed and revised in the light of further experience of implementing the Policy and changes to the Policy context.

## **Harrow Council Amalgamation Policy**

### **Introduction**

1. Harrow's schools provide a high quality education to their pupils and strive constantly to raise the standard of education. All schools are committed to working collaboratively, in partnership with all their stakeholders and with a strong focus on developing extended service provision for their local communities.
2. Harrow's amalgamation policy aims to establish combined primary schools with continuity across the Foundation Stage, Key Stage 1 and Key Stage 2. The policy is based on an educational rationale that will contribute to school improvement. The policy enables amalgamation to be undertaken within current school development planning and funding opportunities.

### **The educational case for amalgamation**

3. The creation of all-through primary schools brings a number of benefits, including:
  - Organisational structure is aligned with the National Curriculum Key Stages. Planning across Foundation, Key Stages 1 and 2 as a coherent whole for the primary phase provides greater flexibility across and between the Key Stages.
  - Reducing the number of changes for children in a school system strengthens continuity and progression for children and families in the primary phase, both in terms of the curriculum and pastoral experience. Research shows that the fewer moves children have during their school career the better they perform. However, currently some children could change schools at the end of Year 2 in the Infant School, at the end of Year 6 in the Junior School and at the end of Year 11 in the High School. There can be further changes during pre-school provision where a child might attend a number of settings before starting in reception class. If there is a system with combined primary schools, and high schools with post-16 available on sites, the number of imposed changes will be minimised. In general, children and their families will have just one major school change. This reduction in the number of school moves is important, and particularly for children with special educational needs.
  - Greater opportunities are created for older children to take on responsibility. For younger children the presence of older children provides aspirational role models and also mentoring support.
  - Teachers and classroom staff have access to the whole primary curriculum. This supports and informs whole school planning, assessment, pastoral systems, etc, and provides opportunities for wider staff development and experience across the full primary phase.
  - Growing national evidence shows that all-through primary schools create more consistency between year groups and key stages in learning, planning and assessment. There is improved use of teachers' skills, specialist teaching and improved pastoral arrangements, as well as benefits for management, leadership and financial management.



*“Where primary education is provided in separate key stages, there is generally very little effective curriculum continuity and progression. In such situations the scope for discontinuity of learning is increased, together with the attendant, wasteful, repetitive teaching of subject content and learning experiences in the receiving key stage.”*

Educational Management Information Exchange

4. The impact on school improvement for those schools in Harrow that have amalgamated substantiates the evidence about combined schools. Of the 10 combined community schools established through the amalgamation policy, 6 have been judged by Ofsted as outstanding following the amalgamation.

### **Governance and Leadership**

5. A single governing body provides strategic governance and vision, accountability for the all the primary key stages and outcomes, and acts as a critical friend to the headteacher across the school phases.
6. A headteacher of a combined primary school provides over arching leadership of the school and enables the establishment of coordinated senior leadership arrangements across the school.
7. A combined primary school aids recruitment and retention of the headteacher, which has been an issue with separate infant and junior schools.

### **Resources and school site**

8. Combined schools sharing the same site are able to maximise the efficiency of their resources. This is of particular relevance in the current economic climate and Government policy moving towards a schools national funding formula.
9. A combined school staffing structure removes duplication and support functions can be consolidated across the single school. This has a positive impact on the revenue budget. If the school site and its accommodation are managed as a single entity there is greater flexibility and there can be a strategic approach to capital investment.
10. Some of the early amalgamations under this policy were used to review the planned admission number, and as a result the number was reduced. This approach was appropriate at the time of the amalgamation and was in the context of a very stable but slightly reduced pupil population trend. The trend in pupil numbers is currently rising and any review of planned admission number is likely to retain the existing number or consider an increase. Dealing with a combined single school on a site has potential to offer more flexibility and opportunity to improve the accommodation and site usage that could be used to facilitate expansion either on a temporary or permanent basis.

### **Policy**

11. Governing Bodies of all separate infant and junior schools are required to amalgamate the two schools when one or more of the following circumstances arise unless there are compelling and over-riding reasons not to:
  - A headteacher vacancy arises in either or both schools

- Pupil numbers are 25% or more below admission number in either school
  - Ofsted inspection in one of the schools identifies ‘special measures’
  - Other situations whereby the educational provision would be improved through amalgamations. For example, provision of SEN support, building and accommodation issues, financial difficulties, part of the Council’s strategy for schools causing concern, staffing recruitment and retention issues
12. Unless the educational advantages set out in this policy would not be delivered by combining the two schools it is expected that the amalgamation would happen.
  13. Given the Council’s amalgamation policy, governing bodies of separate schools are encouraged to consider how they work collaboratively before the triggers are met. This might include soft federation or joint staff activities. Governing bodies are encouraged to consider the transition to a combined school and how the governing bodies could collaborate on a range of matters and how staff groups could work closely together. Collaboration will help to bring educational benefits and promote effective consultation with the school communities about amalgamation.
  14. To meet the increasing demand for school primary school places there are larger primary schools arising from school expansion programmes across the country and in London. Harrow is no exception and there will be larger schools than experienced previously. The local authority does not consider that the creation of a combined four forms of entry school should prohibit amalgamation of two schools.
  15. Through the process of developing and evaluating the amalgamation proposal, the combined school size is taken into consideration. There are different leadership models for schools according to their size and it is expected that this is considered during this phase.
  16. Harrow Council would urge all governing bodies of separate infant and junior schools to consider amalgamation as part of any consideration they have of academy conversion. The local authority considers that a combined school would be more sustainable than separate academy schools, or separate academy and community schools, which are paired in infant and junior phases and service the same local community.
  17. In this context, it is important to recognise that once the Amalgamation Policy has been triggered and statutory processes have been initiated, no alternative proposals can be considered until the amalgamation statutory processes have concluded.
  18. In the new commissioner role for local authorities, discussions about school organisation matters will be lead by the Head of Education Strategy and School Organisation (ESSO) for the Corporate Director of Children and Families.

## **Process to implement an amalgamation in partnership with the Council**

### **Legislative Framework**

19. Amalgamation involves making changes to the organisation of schools. This is governed by statutory processes that are detailed in the ‘The Secretary of State’s Guidance for Decision Makers on Statutory Proposals for Changes in School Organisation’. There are a number of Sections to this Guidance, which can be found on the Department for Education School Choice & Operations Team website at <http://www.education.gov.uk/schools/leadership/schoolorganisation>
20. In accordance with the Education and Inspections Act 2006 (“the 2006 Act”) the local authority has power to bring forward proposals to make changes to schools. Within these powers there are three routes for the local authority to achieve a combined school:
  - To extend the age range and expand the capacity of one school and to discontinue the other school.
  - To discontinue both schools and seek proposals for the establishment of an academy school.
  - To discontinue both schools and establish a new maintained community school. Secretary of State consent would be required for this route.
21. When it is proposed to amalgamate schools under the terms of this amalgamation policy, Harrow will expect to extend the age range and expand the capacity of one school and to discontinue the other school. This approach is adopted to ensure timely processes can be planned and to minimise any risk to the continuity of the current school arrangements.
22. When the trigger circumstance to amalgamate schools is the resignation of a headteacher, the local authority will usually discontinue the school where the headteacher has resigned and the vacancy occurs. If there are vacancies in both schools, the school where the first resignation was made will be discontinued. The local authority considers that this provides a consistent and objective approach that does not imply any issue of underperformance or of take over. However, the local authority will consider each case on an individual basis in case there are specific circumstances that should be taken into account.
23. Whichever route is followed to establish the combined school, the governing body of the newly combined school must be representative of the former schools, with experience across the Foundation Stage to Key Stage 2. If one school is closed, the governing body of the other school whose age range is extended will reconstitute itself for the combined school to ensure that this representation is achieved. This will involve processes of resignation of governors, appointment of governors and elections of staff and parent governors.

### **Stages of Amalgamation**

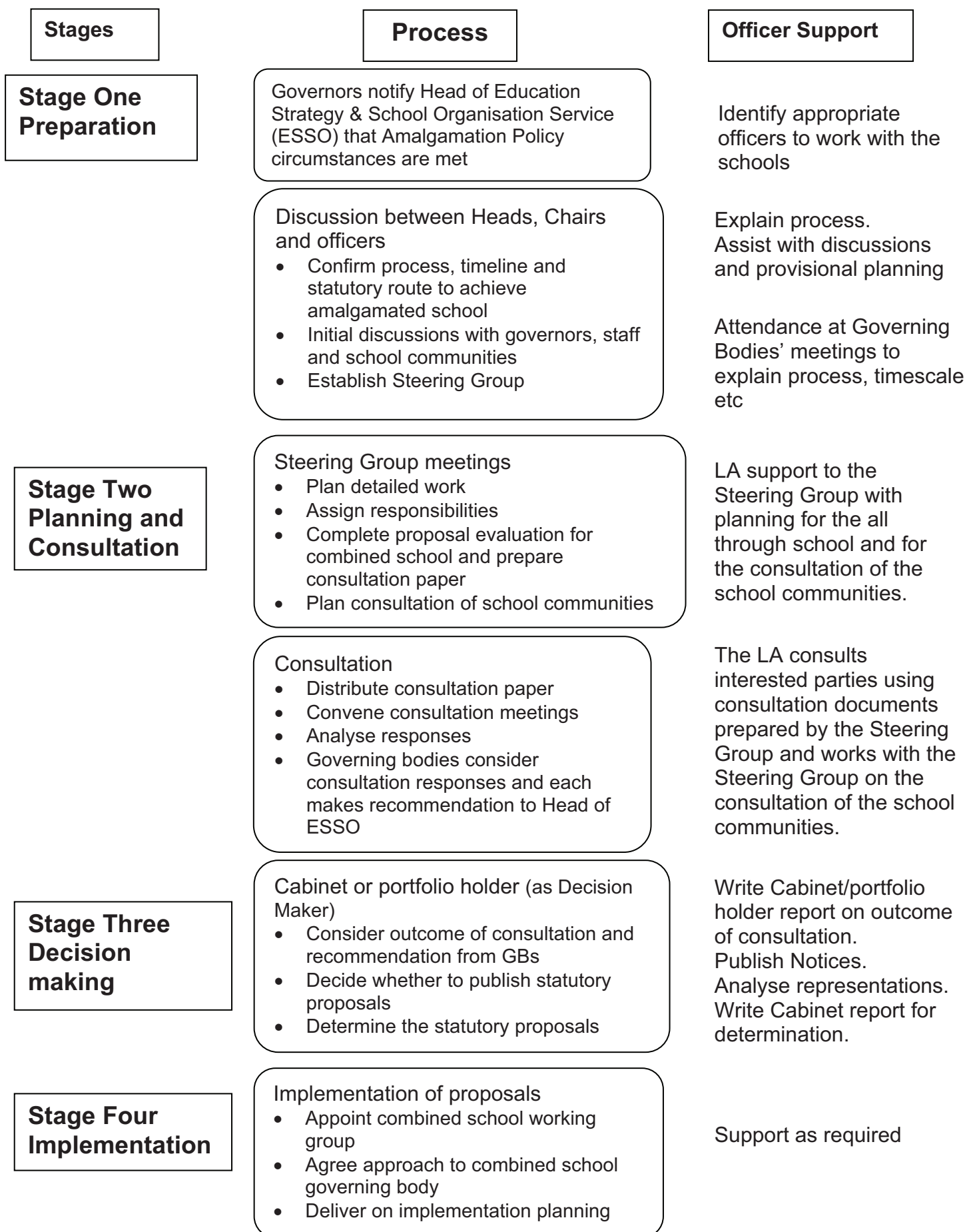
24. The process to implement amalgamation is approached in four stages. The local authority will support governing bodies through each Stage.

Stage One	Preparation
Stage Two	Planning and Consultation
Stage Three	Decision Making
Stage Four	Implementation

25. Detailed guidance has been developed to support this policy, including details of the activities for each stage of the process with indicative timescales and additional notes. This guidance will be updated as may be necessary to aid implementation. The guidance includes:

- Amalgamation Process Flow Chart
- Timeline of the four stages
- Guidance Notes on statutory processes, governance and leadership
- Exemplar documents on Steering Group, Proposal Evaluation, and Consultation
- Template document on Implementation Plan

## Amalgamation Process Flow Chart



## Timeline for Amalgamation Process

In order to facilitate planning, and to ensure there is no unnecessary delay, the following timelines give indicative timings for each stage of the process. This is for guidance only as it is possible to complete the stages in a shorter time period. It is important that there is sufficient time for the work to be undertaken, but that the decision making process that sets the future direction of the schools avoids prolonged periods of uncertainty. This timeline is complementary to the Flow Chart. Within the timeline there are references to further information provided in the Exemplar Documents or Guidance Notes.

### Stage One – Preparation (approx 3 weeks)

This stage begins as soon as any party knows that one or more of the triggering circumstances will or may apply to a separate infant and/or junior school.

Indicative Timescale	Activity	Note/Additional Documents
Immediate	Chair of Governors notify Head of Education Strategy & School Organisation.	This must happen immediately to avoid uncertainty and delay.
Within 1 week (Week 1)	Discussion between Heads, Chairs and officers to confirm the process, including: <ul style="list-style-type: none"> <li>• statutory process to combine the schools,</li> <li>• decision making authority,</li> <li>• role of existing Governing Bodies,</li> <li>• membership and remit of the steering group,</li> <li>• timescales,</li> <li>• headteacher and governance arrangements for an all through school.</li> </ul>	Identify officers to work with the schools.  Guidance Note 1: Statutory Processes to Amalgamate Schools  It is important that there is clarity about the arrangements that would be proposed for the headteacher and governing body of an all through school so that this forms part of the consultation documents.
Within 2 weeks (Weeks 2 and 3)	<ul style="list-style-type: none"> <li>• Chairs of Governors hold initial soundings with governors, staff.</li> <li>• Governing Bodies identify representatives for the Steering Group.</li> <li>• The remit of the Steering Group is to complete a Proposal Evaluation, prepare consultation documents, and plan and conduct consultation of the school communities.</li> <li>• Letter to school community about the Steering Group and its work and inviting any comments.</li> </ul>	Document A: Steering Group Terms of Reference exemplar

## Stage Two – Planning and Consultation (approx 9-12 weeks)

During this stage the Steering Group undertakes detailed planning work and plans and conducts the consultation of the school communities.

The statutory consultation is the responsibility of the local authority, which has the power to bring proposals to make changes to schools. How consultation is carried out is not prescribed in regulations. In Harrow, the local authority consults interested parties, and works with the governing bodies on the conduct of the consultation of the school communities. The governing bodies are best placed to ensure that all in their school communities are properly informed about the proposals, are able to make their views known, and can give due consideration to the views expressed. It is expected that the Steering Group undertakes this consultation for the governing bodies with the support of the local authority.

Indicative Timescale	Activity	Note/Additional Documents
Within 1 week (Week 4)	<ul style="list-style-type: none"> <li>• First meeting of Steering Group.</li> <li>• Agree working arrangements for the group.</li> <li>• Consider the feedback from initial soundings.</li> <li>• Consider the issues to be addressed in the Proposal Evaluation.</li> <li>• Plan any discussions with officers, visits to schools, etc.</li> <li>• Consider the exemplar documents.</li> </ul>	<p>Document B: Proposal Evaluation exemplar</p> <p>Document C: Consultation document</p>
4 weeks (Weeks 4-7)	<ul style="list-style-type: none"> <li>• Complete the Proposal Evaluation setting out the implications for the schools of amalgamation.</li> <li>• Write the consultation papers.</li> <li>• Plan the consultation of the school communities. The Steering Group must consider how it will consult parents, pupils, staff, governors, and any others it considers appropriate, and provide opportunities for all to be able to respond and to participate in discussions.</li> </ul>	As above
3-6 weeks (Weeks 7 - 10/13)	<ul style="list-style-type: none"> <li>• Send out consultation papers.</li> <li>• Hold consultation meetings.</li> <li>• Analyse the consultation.</li> </ul>	Statutory consultation. The LA will consult interested parties.
Within 1 week	<ul style="list-style-type: none"> <li>• Governing Bodies consider outcome of consultation.</li> <li>• Make written recommendation to the Corporate Director stating the reasons for the recommendation.</li> </ul>	Governing Bodies confirm recommendation to Corporate Director.

**Stage Three – Decision Making (approx 16-27 weeks)**

This stage covers the

- presentation of the outcome of the statutory consultation and the Governing Bodies' recommendations to Cabinet or the portfolio holder by the Corporate Director of Children and Families
- publication of statutory proposals, if Cabinet or the portfolio holder decides this;
- representation period;
- decision making (determination of the proposals).

Cabinet or the portfolio holder decide whether to publish statutory notices in relation to community schools. Cabinet will determine the notices. This stage is led by Council officers. The timescales for this Stage needs to take account of DfE and legal advice in relation to avoiding School Holiday periods.

<b>Indicative Timescale</b>	<b>Activity</b>	<b>Note/Additional Documents</b>
Within 4 weeks	Cabinet or portfolio holder decision whether to publish statutory proposals.	It will normally be appropriate for the portfolio holder to make a decision to publish statutory notices, however in cases where there is strong opposition to the proposal or it is considered controversial, the portfolio holder may consider referring the matter for Cabinet decision.
Within 2 weeks	Publish related statutory proposals	Cabinet call-in period applies before decision is implemented. <i>Cabinet decisions cannot be implemented for 5 full working days from the date the minutes of the meeting are published.</i>
6 weeks	Statutory representation period	Representations must be sent to the local authority.
Within 4 weeks	Cabinet determination of the statutory proposals.	LA must decide proposals within 2 months of the end of the representation period.
Up to 11 weeks	If there is an appeal against the Local Authority decision.	Appeals must be submitted to LA within 4 weeks of decision. LA must send papers to schools adjudicator within 1 week. Adjudicator aims to make a decision within 6 weeks.
No prescribed period	Implementation of the statutory proposals.	The statutory proposals must be implemented as approved.



### Stage Four – Implementation

Once the statutory notices have been determined and the amalgamation is agreed, the Amalgamation Implementation Plan commences. This does not prevent preliminary and contingency planning without prejudice prior to the decision being made. It is important that there is no delay once the decision has been made.

There are two phases to the Amalgamation Implementation Plan. Those actions that have to be completed prior to the date of the amalgamation for example confirming the leadership of the all through school. Other aspects of the Implementation Plan will take place over a longer timescale. For example, building works; appointments to the combined school staffing structure.

Indicative Timescale Phase 1	Activity	Note/Additional Documents
Prior to the decision about the proposals	Governing bodies and LA discuss: <ul style="list-style-type: none"> <li>• the composition and remit of a Working Group to lead on detailed implementation work;</li> <li>• contingency planning in case Cabinet decides against amalgamation.</li> </ul>	
Within 2 weeks following Cabinet decision to combine the schools	Working Group meets to action the Implementation Plan. Key work streams include: <ul style="list-style-type: none"> <li>• Governance of the all through school</li> <li>• Headteacher position</li> <li>• Finance</li> <li>• Staffing structure</li> <li>• Curriculum and school development planning</li> <li>• School site and premises plan</li> <li>• Communications, including:               <ul style="list-style-type: none"> <li>▪ Engage with staff.</li> <li>▪ Establish communication strategy with school community</li> <li>▪ Agree key messages.</li> </ul> </li> </ul>	Document D: Amalgamation Implementation Plan template  Guidance Note 2: Guidance on establishing a new governing body  Guidance Note 3: Leadership of an amalgamated school

Indicative Timescale Phase 2	Activity	Note/Additional Documents
As agreed	Implementation of action plans	Amalgamation Implementation Plan

## **Amalgamation Policy Guidance Note 1: Statutory routes to achieve an amalgamated school**

### **Introduction**

1. This Guidance Note sets out the Legislative framework for local authorities to make changes to schools.

### **Education and Inspections Act 2006**

2. The Education and Inspections Act 2006 introduced a new statutory framework for the establishment of any new maintained school. This new framework is part of the Government's agenda to increase diversity and choice of schools, and introduces competitions where it is proposed to establish a new school.
3. The Education and Inspections Act 2006 legislates that where the local authority wishes to see a new school established they must either:
  - Invite proposals for the school (as provided for in Section 7 of the Act) i.e. run a competition, or
  - Apply to the Secretary of State for consent to publish proposals for a new school, without running a competition (as provided for in Section 10 of the Act)
4. Thus, formal application has to be made to the Secretary of State for consent to publish proposals to establish a new maintained school without running a competition.
5. It is important to note that the consent of the Secretary of State, if given, is consent to publish proposals: it is not consent to establish a new school. Where permission is granted to publish proposals, the normal statutory process will apply i.e. Consultation; Publication; Representations; Decision; and Implementation.
6. The change in the law means that there are three statutory routes to achieve a combined school:
  - Close both schools, and open a new school with a competition
  - Close both schools, and open a new school without a competition by virtue of a waiver from the Secretary of State
  - Close one school, and extend the age range and expand the capacity of the other school

### **Approach to be taken in Harrow**

7. When it is proposed to join together two schools under the terms of this amalgamation policy, Harrow will expect to change the age range and capacity of one school and to discontinue the other school. The reasons for this include:
  - Harrow schools are popular and successful and perform consistently in line with or above National Averages at all Key Stages. There are not reasons to change the current school arrangements.
  - The usual trigger circumstance in Harrow for joining together two schools is the resignation of a headteacher.

- Many of the separate schools share not only the site but also the same buildings. There is only one infant and one junior school which do not share the same site.
  - Seeking the consent of the Secretary of State is potentially a longer statutory process (the Department for Education (DfE) target for responding to an application is 6 weeks)
8. The local authority will usually discontinue the school where the headteacher has resigned and the vacancy occurs. If there are vacancies in both schools, the school where the first resignation was made will be discontinued. The local authority considers that this provides a consistent and objective approach that does not imply any issue of underperformance. Sensitivity will be needed about equity for both schools to avoid potential perceptions of one school taking over another.
9. Harrow Council is committed to ensuring diversity and choice within our schools. Thus, despite the overall approach as stated above, a decision will need to be made each time schools are considering joining together about which statutory route to follow.
10. The School Organisation Unit publishes guides for local authorities, governing bodies, promoters and parents, including:
- Opening a new school (by competition or otherwise)
  - Closing a school
  - Making Changes to a Maintained Mainstream School (other than expansion)
  - Expanding a Maintained Mainstream School or Adding a Sixth Form
11. Copies are available via the DfE website:  
<http://www.education.gov.uk/schools/leadership/schoolorganisation>

## **Amalgamation Policy Guidance Note 2: Confirmation of Governance of an Amalgamated School**

### **Introduction**

1. In accordance with the Local Authority's amalgamation policy, schools are required to amalgamate (unless there are compelling and overriding reasons not to), when one or more of the trigger criteria are met.
2. In Harrow amalgamating schools will usually involve the legal closure of one school and the extension of age range and the expansion of capacity of the other school.
3. This guidance note describes the Local Authority's approach to securing the appropriate governance of the all through primary school. The Governing Body of the combined school must be representative of both former schools. This will ensure that there is experience and expertise across the full primary phase of schooling. The Local Authority will support the Governing Body to prepare a new Instrument of Government, which involves a re-constitution in accordance with current legislation, to ensure that this representation is secured.
4. The governing bodies of both schools must consider how the governing bodies can collaborate as part of the transition to a combined school and establish a working group with representation from both governing bodies to lead on detailed implementation work.
5. This guidance note is not applicable in cases where there is an existing federated governing body for the schools that will be joined together.

### **Legislation**

6. In line with the legislation the following process has been developed to ensure that the Governing Body of the all through primary school is appropriate for the size and age range of the school.

### **Principles**

7. The Governing Body should be representative of both previously existing schools and use the expertise of governors from all phases.
8. The establishment of the Governing Body should demonstrate the goodwill and desire to achieve a harmonious and successful amalgamation. The process should be transparent, fair and acceptable to both school communities and seek to allay anxieties and uncertainties.
9. The new Governing Body should be constituted in accordance with the government's policy of allowing governing bodies to recruit governors on the basis of skills needed to conduct the Governing Body's business effectively, in particular in relation to co-opted governors. The Governing Body should co-opt these governors on the basis of their skills.

### **Process**

10. The whole process must be designed to achieve a Governing Body within the spirit of the Council's principles as above, being fully representative of the whole school and having the ability to be fully effective to carry out its duties.

Additional necessary and required skills should be provided by the co-opted governors.

11. In developing this process, the governing body of the school that is being extended and expanded should be mindful that:
  - both schools have a Governing Body that has experience and skills in governing a school with a specific age range and curriculum that may not exist within the current governing body.
  - the Governing Body should be representative of all stakeholders in the combined school
  - the process should be efficient and reduce the period of uncertainty about the governance of the school. Delays may impact on staff, parent and pupil morale.
  - the process should be transparent and fair to those who are likely to be involved with the governance of the all through primary school.
12. Once statutory proposals to create an all through school have been determined by Cabinet, a representative working group with membership from both schools is established by the governing bodies to lead on detailed implementation work. One of the tasks for this group is to draft an Instrument of Government for the all through primary school. A timeline to make appointments and to re-constitute the governing body should be drafted. Key actions are listed in the Implementation Plan template (Document D). Note: The change of a school's name necessitates a new Instrument of Government and, therefore, the reconstitution of the Governing Body.
13. The draft instrument is considered by both governing bodies, ratified by the Governing Body remaining, and endorsed by the Governing Body that will be discontinued.
14. The Instrument of Government is legally signed off by the Local Authority. The Local Authority also has the power to review an Instrument of Government at any time and having given notice and tried to seek agreement with the Governing Body, to impose a variation to the Instrument of Government of any maintained school. If this step was required, the Local Authority would provide reasons for its decision.
15. Elections and appointments will be made for the re-constituted governing body in accordance with the timeline.
16. Some governing bodies have found it helpful to have Associate Members in place to assist the Governing Body in its work. Associate Members are not governors and are not listed on the Instrument of Government.
17. The tables below summarise two approaches that have been successful in Harrow, conform to the principles, are lawful and lead to a more representative Governing Body on the day the schools combine. In all cases the Governing Body should seek to minimise risks to achieving the objectives.

**Example 1:**

<b>Decision by Cabinet to legally amalgamate the two schools on a specified date</b>
Joint representative Working Group established by the Governing Bodies develops a detailed plan with timelines to achieve representative governance of the combined

<p>school.</p> <ul style="list-style-type: none"> <li>• Draft an Instrument of Government for the combined school.</li> <li>• Propose who the co-opted governors will be from the amalgamation date and work with the Local Authority on the Nomination and appointment of the Local Authority governor.</li> <li>• Draft Instrument of Government is ratified by the Governing Body of the school being extended and expanded.</li> <li>• Draft Instrument of Government is endorsed by the Governing Body of the school being legally closed.</li> <li>• Once confirmed in post, the Headteacher of the combined school is a governor.</li> </ul>
<b>Day before Amalgamation date – one school legally closed</b>
Parent and staff governors of the school being extended and expanded resign.
<b>Amalgamation date – other school legally extended and expanded</b>
New Instrument of Government of the Governing Body becomes effective. At this point, co-opted and local authority governors and the Headteacher are in place.
<b>As soon as possible following the amalgamation date</b>
Elections of parent and staff governors.

**Example 2:**

<b>Decision by Cabinet to legally amalgamate the two schools on a specified date</b>
<p>Joint representative Working Group established by the Governing Bodies develops a detailed plan with timelines to achieve representative governance of the combined school.</p> <ul style="list-style-type: none"> <li>• Draft an Instrument of Government for the combined school.</li> <li>• Draft Instrument of Government is ratified by the Governing Body of the school being extended and expanded.</li> <li>• Draft Instrument of Government is endorsed by the Governing Body of the school being legally closed.</li> <li>• Work with the Local Authority on the nominations and appointment of the Local Authority governor effective from the amalgamation date.</li> <li>• Once confirmed in post, the Headteacher of the combined school is a governor.</li> </ul>
<b>Day before Amalgamation date – one school legally closed</b>
Parent and staff governors of the school being extended and expanded resign.
<b>Amalgamation date – other school legally extended and expanded</b>
New Instrument of Government of the Governing Body becomes effective. At this point, there are two governors on the governing body - the Headteacher and the Local Authority governor.
<b>As the earliest date possible following the amalgamation date</b>
<p>Elections of parent and staff governors. Selection of co-opted governors following the elections of parent and staff governors. <b>Note:</b> The two appointed governors do not make any decisions which could be controversial or make substantial changes to the running of the school, as these should properly be made after the majority of vacancies have been filled and a more representative governing body is in place.</p>

## **Amalgamation Policy Guidance Note 3: Leadership of an Amalgamated School**

The process to confirm the appointment of a headteacher is the responsibility of the governing body, and it is for the governing body to determine the appropriate process for their school context. However, this has to comply with the School Staffing (England) Regulations 2009 and Guidance issued by the Department for Education under s35(8) Education Act 2002.

This guidance note provides information for governing bodies about possible processes. It is recommended that the governing body seeks separate advice, for example from DfE or governors networks at the time of amalgamation and with reference to the specific circumstances of their school. This will ensure that the advice is current as the guidance may change over time. There is a legal note attached about the legislative context to assist governing bodies.

### **Introduction**

1. In accordance with the local authority amalgamation policy, separate infant and juniors schools are required to amalgamate to form an all through school (unless there are compelling and overriding reasons not to), when one or more of the trigger criteria are met. One of these circumstances is a vacancy of one or both headteachers.
2. In Harrow amalgamating schools will usually involve the legal closure of one school and the extension of age range and the expansion of capacity of the other school.
3. If both headteacher posts are vacant, the headteacher post for the all through school will be advertised in the usual way.
4. It is for the governing body to determine the process that it wishes to put in place where there is a substantive headteacher in post.
5. The governing bodies should consider the transition to the combined school and the leadership arrangements that will support this. There are a range of leadership models including acting headteacher to cover a headteacher vacancy, or executive headteacher arrangements that the governing bodies should consider.
6. Where there is a substantive headteacher in post, the governing body should seek to avoid any redundancy, while satisfying itself that the individual has suitable qualifications, experience and ability to undertake the role.
7. There are two models that governing bodies may consider applying that fit within employment and education law: ring fencing; and open competition.

### **Ring fencing**

8. The post of headteacher for the combined school is ring fenced to the substantive headteacher. A process is then developed to satisfy the governing body that the postholder has suitable qualifications, experience and ability to undertake the role.
9. This model can accommodate a developmental approach and focus on the developmental needs of the individual headteacher. This could be similar to

the annual performance review process and include the setting of performance targets.

10. Alternatively a process could be adopted that is an interview process more aligned to a competition approach.

### **Open Competition**

11. This model involves advertising the headteacher post. The governing body could also decide to apply this model if a ring fencing process did not confirm the leadership.

### **Job Description**

12. The amalgamation policy guidance recommends that once statutory proposals to create an all through school have been determined by Cabinet, a representative working group with membership from both schools is established by the governing bodies to lead on detailed implementation work. This working group should draft the headteacher job description, in line with teachers' pay and conditions and taking into consideration the leadership needs for the all through school. This may include, for example, the number of pupils, staffing, resources, change management skills etc. This could be supported by an information pack that outlines the proposals for the all through school e.g. governing body, any vision statements, implementation plans that have been developed, etc.

### **Confirmation of Leadership**

13. The governing body would need to confirm the school group size and the individual school range that will inform the salary of the headteacher.



## Legal Note

The following is an outline of how headteacher appointments are made:

### Education Act 2002

1. Section 35 Education Act 2002 contains provisions regarding the staffing of community schools. This includes headteachers. (s35(3)).
2. S35 (2) Education Act 2002 provides that the employer is the local education authority (LEA).
3. S35(4) Education Act 2002 enables the Secretary of State to make **regulations** related to the appointment, discipline, suspension and dismissal of staff (including headteachers).
4. S35(8) Education Act 2002 states that in discharging any function conferred by regulation under s35(4), the LEA or governing body of a maintained school shall have regard to any **guidance** given from time to time by the Secretary of State.

### School Staffing (England) Regulations 2003

5. These regulations are made under s 35(4) Education Act 2002.
6. S13 of the regulations details the procedure for appointing a headteacher. The essential elements are:
  - (a) the governing body (GB) notifies the LEA of a vacancy for the headteacher;
  - (b) the GB must advertise the vacancy in such a manner as it considers appropriate;
  - (c) the GB must appoint a selection panel of at least 3 to determine which applicants to interview;
  - (d) the selection panel must notify the LEA in writing of the names of the applicants selected for interview;
  - (e) the LEA has 7 days to make written representations to the selection panel in relation to any applicant it considers, if appointed would have a detrimental effect on the performance, management or conduct of the school;
  - (f) the selection panel must consider these representations;
  - (g) the selection panel must interview the applicants and where appropriate recommend to the GB for approval one of the applicants so interviewed;
  - (h) if the selection panel recommends appointing an applicant about whom the LEA has made representations, then the selection panel must notify the GB and the LEA in writing of its reasons;

- (i) where the selection panel's recommendation is approved by the GB, the LEA **must** appoint the person provided that the appointee's identity has been checked; s/he meets all the relevant staff qualification requirements; and s/he has the right to work in the UK; alternatively, the GB can engage the appointee, but not under a contract of employment;
  - (j) If the GB declines to approve the person recommended by the selection panel, or the LEA declines to appoint the person recommended by the GB, the selection panel may select another person.
7. However, if the GB has good reason not to advertise and conduct a selection process to fill the vacancy, the LEA must appoint the person identified to fill the vacancy providing that the conditions in 6(i) above apply. A "good reason" is defined in **the guidance** paraphrased in paragraphs 8-12 below as including school reorganisations.

### **Staffing guidance under section 35(8) Education Act 2002**

8. Inter alia, this guidance deals with headteacher appointments and school reorganisations.
9. In the preamble, it states that where 'should' is used, it is intended that this is the course that is followed and any deviation should only be for very good reason.
10. The guidance is not exhaustive nor does it contain detailed advice about the process of appointing staff including arrangements for assessing headteacher candidates.
11. The guidance states that the GB of a new or merged school resulting from a reorganisation should normally advertise the new headteacher post nationally to ensure that the best available candidates are considered.
12. However the GB of the new or merged school may take the view that the post of headteacher is not in effect vacant (this is not further defined), in which case it shall not be subject to the advertising and selection requirements if the following conditions apply:
- (a) the new or merged school is formed from the immediately pre-existing schools;
  - (b) for each headteacher (or deputy) post available in the new or merged school, there is only one person from the pre-existing schools available for continued employment in that role in the new school and that person's performance and ability is highly regarded by both the GB and the LEA;
  - (c) that person has suitable qualifications, experience and ability to undertake the role in the new or merged school.

## **Steering Group Terms of Reference exemplar**

The conduct of the statutory consultation of the school communities is delegated by Cabinet to the schools. The governing bodies of the two schools should ensure that an appropriate Steering Group is established and empowered to undertake the necessary detailed work so that the governing bodies can make their recommendations to Cabinet or the Portfolio Holder. The governing bodies need to set the strategic timeline for the statutory consultation that the Steering Group will follow.

The Steering Group should be representative of the key constituent groups of both schools, while being a manageable size to be able to work effectively. Key constituent groups should include parents, teaching staff, non-teaching staff, and governing bodies. The membership of the Steering Group does not need to be drawn exclusively from governors of the two governing bodies. Council officers will attend Steering Group meetings to advise and assist the work of the group.

The two governing bodies will notify the Head of Education Strategy and School Organisation of the proposed membership of the Steering Group. The Head of Education Strategy and School Organisation will need to be satisfied and have confidence that the membership is appropriate for the task, and to ensure relevant officer involvement.

### **Role of the Steering Group**

The role of the Steering Group is to:

- prepare consultation documents, including a proposal evaluation that considers the implications for the joining together of the two schools. (This provides the information for the consultation document)
- plan and lead the statutory consultation with the school community
- report to the governing bodies on the outcome of the consultation

### **Chair of the Steering Group**

The Chair of the Steering Group will be decided by the group. The Chair will be responsible for ensuring the effective working of the group, and for ensuring good communications to the school community about the work of the group and the consultation.

### **Representatives**

It is important that the representatives of the constituent groups are empowered to participate and contribute to the work and decision making of the Steering Group. Members of the group are responsible for ensuring that the work of the group and the consultation processes take place to agreed timescales.

### **Confidentiality**

To encourage full participation, views expressed within Steering Group meetings are to be kept strictly confidential. Members of the Steering Group will:

- maintain a clear focus on the best interests of children at both schools
- keep an open mind
- respect the contributions of all members of the group
- not divulge or discuss individual contributions or discussion details outside the meetings

**Meeting records**

An action record will be made of each meeting, and will be made publicly available.

**Communications**

The Steering Group will manage the information flow in a clear way, so that the message is agreed by the group and is conveyed in a consistent way to constituent groups. It is recognised that representatives of constituent groups need to be able to report back after meetings, and they may communicate agreed key action points pending the publication of the meeting record.

The Steering Group will decide the communications to be made to the school community including staff, governors and parents. It is recommended that neither school governing body is to undertake communications regarding the consultation during this period.

**Note:** This is an exemplar framework for a Proposal Evaluation that draws on work completed previously by schools going through amalgamation processes. Text may be adopted or amended by the Steering Group as thought appropriate. *Text in red italics* is for guidance, and may be used as the basis of text for the plan. ?? marks where personalising for the schools may be appropriate.

## Future Organisation of ?? Infant School and ?? Junior School

### Proposal Evaluation

The representative Steering Group established by the two governing bodies has developed this Proposal Evaluation document to provide sufficient information for stakeholders to understand the proposals for the combining of the two schools and to be able to give an informed opinion.

The Proposal Evaluation covers a range of issues related to the proposed joining together of the two ?? Schools. This Proposal Evaluation it is informed by the experience of schools that have been through the amalgamation process.

#### Contents:

1. Harrow Council's amalgamation policy
2. The School Size and Ethos
3. Premises, site and accommodation issues
4. Governance
5. Finance Issues
6. Staffing Issues
7. Primary Expansion Programme
8. How amalgamation would be legally effected
9. Conclusion

#### 1 Harrow Council's Amalgamation Policy

When specified circumstances apply, Governing Bodies of all separate Infant and Junior Schools are required to amalgamate the two schools unless there are compelling and over-riding reasons not to. Harrow presents the key educational factors in its case for the joining together of two schools as follows:

- Organisational structure is aligned with the National Curriculum Key Stages. Planning across Foundation, Key Stages 1 and 2 as a coherent whole for the primary phase provides greater flexibility across and between Key Stages.
- Reducing the number of changes for children in a school system strengthens continuity and progression for children and families in the primary phase, both in terms of the curriculum and pastoral experience. This reduction in the number of school moves is important, particularly for children with special educational needs.
- Greater opportunities are created for older children to take on responsibility. For younger children the presence of older children provides aspirational role models and also mentoring support.
- Teachers and classroom staff have access to the whole primary curriculum. This supports and informs whole school planning, assessment, pastoral systems etc and provides opportunities for wider staff development and experience across the full primary phase.

- Growing National evidence shows that all-through primary schools create more consistency between year groups and key stages in learning planning and assessment.  
“Where primary education is provided in separate key stages, there is generally very little effective curriculum continuity and progression. In such situations the scope for discontinuity of learning is increased”.  
(Educational Management Information Exchange).
- There is also local evidence in Harrow to support amalgamation. There has been continuous implementation of the amalgamation policy since 2005, and as a result 20 separate community first and middle schools or infant and junior schools have combined to become primary schools. There are currently 16 separate infant and junior schools, two of which have been approved to amalgamate and two are currently in statutory processes. The impact of the amalgamation policy has been significant. 6 of the amalgamated schools have been judged by OfSTED as Outstanding at their first inspection following amalgamations.

## 2 The School Size and Ethos:

A combined ?? School would have up to ?? pupils, based on ?? forms (?? pupils) per year group Reception to Year 6.

Research has been reviewed by other schools on school size and its impact on attainment and on the role of the Headteacher. The focus of evidence presented below is on large schools. However, this is not to say that smaller schools cannot be successful.

### School Size and attainment

It may be considered that children have a broader range of opportunities in larger schools arising from the educational factors stated above. However, this does not mean that there cannot be a range of successful organisations of schools. Harrow, for example, has: one, two and three form entry combined schools; two and three form entry separate schools; and will have some four form entry separate schools from September 2013. Most Special Schools are small. Other boroughs have some four form entry combined schools, or larger.

There is also some evidence from the Office for Standards in Education, Children's Services and Skills (Ofsted) that would suggest improvement in performance in bigger schools (David Bell<sup>1</sup> of Ofsted reported that Schools with over 400 pupils are more often judged to be very good or excellent than other schools). What is reassuring, however, is that there is no evidence that children perform badly in large schools.

In initial consultations with parents carried out by other schools, parents raised concerns that the ‘homely atmosphere’ of the school may be lost. However, for most children, it may be considered that school does not extend beyond their classroom, or at most their year group. This would not change in a bigger school. What children experience in the classroom has the most major impact on what they achieve and size alone is unlikely to damage this relationship.

### Leadership

Parents at other schools have also expressed concern regarding the ‘watering down’ of the Headteacher’s abilities. However, this need not be a problem if there are effective

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<sup>1</sup> Former Her Majesty’s Chief Inspector of Schools

management structures in place. The “Leadership in Large Primary Schools”<sup>2</sup> study is one of the most relevant pieces of research on this issue. Of the 404 Headteachers asked, and 26 amalgamated schools visited, the findings were that the Headteacher’s leadership can become more detached. However the majority of Headteachers did not agree that it was very hard to sustain a primary ethos or that there was danger of the school becoming impersonal, nor did they believe that children can be overwhelmed by the size of the school.

The Headteachers and deputies surveyed for the purposes of the study were of the view that the leadership advantages of a larger school over smaller schools outweighed the disadvantages. The conclusions of the study were that leadership in large schools involves a blend of shared leadership (where the head works with a small number of senior staff), that the Headteachers and deputies need to be highly skilled at developing leaders, and that good structure and effective communication were key to a successful school.

The leadership arrangements for the proposed combined school .....*Insert initial thinking about proposed arrangements or processes to develop them.*

### **3 Premises, site and accommodation issues**

*Note: It is likely that the Steering Group will want to give some consideration to building works that would maximise the use of the site and improve facilities for the benefit of all the children. In undertaking this exercise, it is important for the Steering Group to be clear about building works that might be considered essential to the feasibility of a combined school, and those that might be considered desirable.*

*Whatever the case, decisions about any building works would need to be taken after a decision had been made to combine the schools. Funding would need to be identified and it is likely that it would be from a combination of sources. For example, funding from school devolved formula capital, part of a Government investment initiative, Council. The Council would work constructively and positively with the combined school in support of implementation of its policy. However, the Council would not commit any funds prior to a decision and an agreed programme of work being developed.*

### **4 Governance**

Harrow Council is keen that a school’s governing body is inclusive and representative of its community. Under the current policy, schools that have combined in Harrow have followed a model in which a number of governors have resigned in order to reconstitute a new governing body. This enables elections for parents and staff across both previously existing schools, and tends to help the process and reduce any sense of a ‘take over’. To be representative many schools have opted for larger governing bodies in the first years after amalgamation with a view to a possible reconstitution to a small governing body when the combined school is more established. Governing bodies will be supported in this process by local authority officers.

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<sup>2</sup> ‘Leadership in Large Primary Schools’ by Geoff Southworth & Dick Weindling (2002). For the purposes of this study on leadership and management of large primary schools, 404 heads of primary schools with 400 or more children were surveyed. In support of the advantages of larger schools, their research states that: “*The advantages of large schools over smaller schools were seen as: much more staff expertise; more opportunities for peer support, and greater financial flexibility.*”

A process would be put in place to ensure that the combined school has a governing body that reflects the size, age range and ethos of the combined school. A joint implementation working group would draft an instrument of government for the governing body of the combined school, and a timeline would be agreed for any elections and appointments to the re-constituted governing body. *See Guidance Note 2 for further information.*

## 5 Finance Issues

**Note:** *It is expected that the Steering Group will discuss budgetary implications of combining the schools with the Children's Services Schools Finance Team.*

*Overall, joining together of two schools is generally viewed as budget neutral at least, and that there need be no net loss to schools. This position would be achieved by a combination of impacts. For example, a reduction in salary overheads by having one Headteacher.*

*There are significant changes to the funding of schools as the Government's National funding formula is implemented. Under the new funding formula the combining of two schools would result in the loss of one element of 'lump sum' funding allocated to schools. Government introduced this 'lump sum' funding change as an interim measure for two years and is currently reviewing all factors within the School Funding Reform, including the lump sum with regards to any changes in the 2014/15 school funding. Children's Services Schools Finance Team will be able to provide information that is current.*

## 6 Staffing Issues

**Note about overall staffing issues:** *The governing bodies and the Steering Group will want to be mindful of the concerns and anxieties that may arise for both teaching and non-teaching staff about the joining together of two schools, as well as the opportunities and potential benefits.*

*Opportunities and potential benefits include:*

- An all through primary school has benefits for teachers, providing them with access to the whole primary curriculum. This supports and informs their own planning, for the current stage that they are working in, and provides opportunities for wider experience across the full primary phase.*
- An all through primary school can provide greater opportunities for subject leadership, management and career development for all staff. This is a positive aspect in respect of recruitment and retention.*
- As part of the process to establish an all through primary school, a new staffing structure will be established. This provides the opportunity to remodel the school workforce in line with the Government's workforce reforms.*

*The combined school will have the same number of pupils overall, and there will be a similar staffing need. However, it should be recognised that there will need to be a review of the staffing structure for a combined all through primary school. This would have to be managed properly ensuring that an incoming head was able to bring the two staff groups together and ensure fairness in allocation of jobs. No changes to the staffing structure would take place without consultation with staff and governors.*

*The staffing structure for a combined school would reflect the needs of the size, ethos and age range of the school and it is likely there would be some changes for some staff over time. The new staffing structure would be subject to consultation with all staff and their*



*professional associations/unions and appointments would be made over time to the new staffing structure.*

*No redundancies have arisen in the schools that have been joined together to date. There are mandatory provisions within teachers' pay and conditions that provide safeguards for teachers where there are changes to Teaching and Learning Responsibilities (TLRs). In recent times, some teachers have had TLR positions reduced under the statutory regulations that include a mandatory sliding-down scale of salary protection.*

*Similar considerations may arise for non-teaching staff in the schools. The safeguarding arrangements for them are contained in the Council's Protocol for Managing Organisational Change, and are similar to those for teaching staff.*

**Note about Headteacher post:** See Guidance Note 3: Leadership of an Amalgamated School

## **7 Primary Expansion Programme**

Like many Boroughs Harrow is experiencing an increase in pupil numbers. Since September 2009 additional temporary classes have been opened to accommodate pupils in reception classes. 5 were opened in September 2009, five in September 2010, 8 in September 2011, 10 in September 2012 and 17 in September 2013.

Harrow Cabinet has agreed a Primary Expansion Programme that includes a combination of permanent and temporary expansions. Meeting the demand for the increased pupil numbers is a strategic challenge and all schools will be part of the solution either as a permanently expanded school or by taking bulge classes.

*There may be text to add depending on whether there are specific proposals to include.*

## **8 How amalgamation would be legally effected**

Legislation provides a framework for consultation, publication and determination of statutory notices in respect of proposals for schools, including the establishment of combined infant and junior schools. There is provision to join together separate infant/first and junior schools and create a combined school through three legal routes. Each route retains existing pupils and staff.

- extend the age range and expand the capacity of one school and discontinue the other school;
- discontinue both schools and invite proposals for a new foundation, voluntary or academy school;
- discontinue both schools and publish proposals to establish a new maintained community school.

To avoid any risk to the continuation of the current community schools, the local authority proposes in this consultation that the age range of ?? School is extended and the capacity expanded, and the ?? School is closed as a legal entity. This approach conforms to Harrow's policy and is based on the fact that ?? School *will not have a substantive Headteacher in post from ?? (if this is the reason)*. The closure of ?? School would be a technical process coinciding with the immediate extension of the age range and expansion of the capacity of ?? School to create a combined primary school with the same pupils and staff in the same buildings on the existing site.

## 9 Conclusion

**Note:** Concluding remarks. Emphasise the need to build on the successes and good practices of both schools. Consultation dates and events. Give details of contact persons. How views can be expressed. Date governing bodies will meet to decide their recommendations.

**Note:** This is an exemplar framework for a Consultation Document that draws on work done previously by schools going through amalgamation processes. Text may be adopted or amended by the Steering Group as thought appropriate. *Text in red italics* is for guidance, and may be used as the basis of text for the Consultation Document. ?? marks where personalising for the schools may be appropriate.

**Consultation on the Future Organisation of  
?? Infant School and ?? Junior School  
Consultation start date to close date**

**What Are the Proposals?**

- It is proposed that ?? Infant School and ?? Junior School are joined together to form a combined infant and junior school.
- All the pupils attending the schools at the time of the joining together of the two schools would transfer to the combined school, there would be the same number of places and the combined school would continue on the same site.
- *Add information if expansion is part of the proposals or*
- *Currently the Council is considering options to increase capacity of schools to meet the rising demand for school places. At this time, this is not being considered for these schools. This may be a consideration in future.*

**When would the combined school start?**

Within these proposals the combined school would be established from *insert proposed date*.

**The consultation**

- The consultation starts on *start date* and ends on *close date*.
- A Steering Group established by the Governing Bodies is undertaking this consultation of the school communities. This group has representatives from the two schools.
- This consultation paper is a summary of key points from a more detailed Proposal Evaluation, which is available from the school offices and school websites.
- At the end of this consultation, the Governing Bodies will meet to make their recommendations to Harrow Council about whether statutory proposals should be published with a view to the schools being combined.
- It is the elected councillors on Harrow Council Cabinet who will make the decision.

**Why is a combined school being suggested?**

- The Council's amalgamation policy is based on an educational rationale that will contribute to school improvement.
- Combined schools are more aligned with National Curriculum Key Stages.
- There is evidence from the amalgamations of Harrow Schools that as combined schools there has been improvement as judged by OfSTED.

**What is the Process to create a combined school?**

- Legislation provides a framework for consultation, publication and determination of statutory notices in respect of proposals for schools. There is provision to join together separate infant and junior schools and create a combined school through two routes. Both routes retain all existing pupils and staff.
- The options are to close one school and extend the age range and expand the capacity of the other school, or to close both schools and open a new school. However, under the Education and Skills Act 2006 Local Authorities are

required to apply to the Secretary of State for consent to establish new schools without a competition.

- To avoid any risk to the continuation of these successful schools, it is proposed that the age range and capacity of the **Infant/Junior** School is extended and the **Infant/Junior** School is closed. This is based on the fact that the **Infant/Junior** School **does not have a substantive Headteacher (or insert other reason that may apply)**.

**What would happen if the schools combine? (Note: this text assumes no change of pupil numbers)**

- The combined school would build on existing strengths and good practice within both schools.
- The combined school would have the same number of pupils overall, and there would be a similar staffing need. **NB – Unless there are proposals for expansion either as a temporary or permanent basis**
- There would be a new staffing structure reflecting the needs of the school. The structure would be subject to consultation with all staff and their professional associations/unions and appointments would be made to the new staffing structure over time. No redundancies have arisen in the schools combined to date and there is no reason for the situation to be different in this instance.
- If Cabinet decides to combine the schools following consultation, the governing bodies would establish a working group, with representatives from both schools, to draft an instrument of governance for the governing body of the all through school that reflects the age range and size of the school. A timeline would be agreed for any elections and appointments to the re-constituted governing body.
- It is proposed that the governing bodies establish a Working Group, supported by Local Authority officers, to plan for the combined school.
- If the schools are combined, any building plans would need to be revisited and would need to be fully costed and funding secured.
- There would be no significant impact on the school budget as there are no proposals to reduce the number of places at the school.

**How will the decision about the future organisation of the schools be made?**

- Cabinet **or the Portfolio Holder** will consider the recommendation of the governing bodies and the outcomes of the consultation at their meeting on **insert Cabinet or Portfolio Holder meeting date**.
- If Cabinet **or the Portfolio Holder** decide that the future organisation is a combined school, then Statutory Notices will be published for 6 weeks. During this time representations can be made to the Council, which Cabinet will then consider and will determine the notices accordingly.
- If, following this statutory consultation, Cabinet decide that the schools will remain separate, then the schools will continue in their present organisation for the time being and the local authority will continue to support both schools.

**How can I make comments about the proposal?**

- Parents, staff and governors of the two schools are invited to send their comments to the school offices.
- All other stakeholders are invited to send their comments to: Head of Education Strategy and School Organisation, Harrow Teachers' Centre, Tudor Road, Wealdstone, Harrow, HA3 5PQ

**Where I can I get further information?**

- You can access the Proposal Evaluation undertaken by the Steering Group, and the Local Authority's Amalgamation Policy, on Harrow Council's website [www.harrow.gov.uk](http://www.harrow.gov.uk) or by telephoning 020 8420 9270

## Document D: Implementation Plan template

Workstream	Action	Working Group Lead	LA support	Timescale	Outcome
<b>Finance</b>	<ol style="list-style-type: none"> <li>1. Establish combined school budget</li> <li>2. Produce a budget plan for the new school</li> </ol>		<b>CSFS</b>		Planned budget
<b>Governing Body</b>	<ol style="list-style-type: none"> <li>1. Plan for extending the governing body to take account of the increased size and age range of the school including proposals for re-constitution</li> <li>2. Draft Instrument of Governance, extended school GB to consider and agree proposals</li> <li>3. Elections for positions on GB as per Instrument of Governance.</li> <li>4. Re-constitution complete</li> <li>5. GB of discontinued school ceases to exist</li> </ol>		<b>ESSO</b>		Reconstituted GB and agreed instrument of governance
<b>Leadership</b>	<ol style="list-style-type: none"> <li>1. Confirm appointment of headteacher</li> <li>2. Develop proposals for interim SLT arrangements</li> <li>3. Extended school GB to agree interim arrangements</li> <li>4. Implement interim SLT arrangements</li> </ol>		<b>ESSO</b>		Headteacher position confirmed. SLT interim arrangements in place
<b>Staffing Structure</b>	<ol style="list-style-type: none"> <li>1. Develop staffing model for combined school, including SLT structure</li> <li>2. Consultation and agreement with all staff by GB</li> <li>3. Plan to appoint to new structure over time</li> </ol>		<b>ESSO and HRD</b>		Staffing model and appointment process

Workstream	Action	Working Group Lead	LA support	Timescale	Outcome
<b>Curriculum and School Development Planning</b>	<ol style="list-style-type: none"> <li>1. Audit of existing policies and identification of duplication/anomalies.</li> <li>2. Establish rolling programme to up-date and revise</li> <li>3. Identify areas for training and support</li> <li>4. Curriculum Resources - audit of existing, areas of duplication, address shortfalls etc</li> </ol>		<b>ESSO</b>		
<b>School Site and Premises Plan</b>	<ol style="list-style-type: none"> <li>1. Identify priority areas for investment as determined by AMP and from previous plans e.g. street frontage, site access and security</li> <li>2. Consider developments to improve environment for a combined school</li> <li>3. Complete Site Development Plan</li> <li>4. Identify and secure funding</li> </ol>		<b>CCPT</b>		
<b>Engagement and Communication</b>	<ol style="list-style-type: none"> <li>1. Establish Change Management Group</li> <li>2. Establish communication strategy with staff, parents and governors.</li> <li>3. Key messages to be agreed</li> </ol>		<b>ESSO</b>		<p>Engagement with staff</p> <p>Consistent and accurate information and engagement with school stakeholders</p>

Key to LA support

CSFS	Children's Services Finance Service
ESSO	Education Strategy and School Organisation
HRD	Human Resources and Development Service
CCPT	Children's Capital Project Team

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## REPORT FOR: **CABINET**

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<b>Date of Meeting:</b>	18 July 2013
<b>Subject:</b>	West London Independent Fostering Agency Framework Tender
<b>Key Decision:</b>	Yes
<b>Responsible Officer:</b>	Catherine Doran, Corporate Director of Children and Families
<b>Portfolio Holder:</b>	Councillor Zarina Khalid, Portfolio Holder for Children, Schools and Families
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	Yes
<b>Enclosures:</b>	None

### **Section 1 – Summary and Recommendations**

#### **Recommendations:**

- 1) Note the process taken by officers in entering into a framework agreement with the West London Independent Fostering Agency Framework headed by the London Borough of Hillingdon for a period of up to four years.
- 2) Delegate authority to the Corporate Director of Children and Families in consultation with Portfolio Holder of Children, Schools and Families to enter into the West London Independent Fostering Agency Framework for the provision of independent foster carers.

## **Section 2 – Report**

### **1. Introductory paragraph**

The West London Children's Services Efficiencies Programme was launched in Spring 2011 as a partnership of the 6 West London Authorities, (Hillingdon, Harrow, Hammersmith and Fulham, Hounslow, Brent, Ealing) plus Westminster, Kensington and Chelsea and Barnet.

- 1.1 A central project within the programme has been to develop a framework agreement to deliver more efficient commissioning arrangements for looked after children placed with external Independent Fostering Agencies (IFAs). The London Borough of Hillingdon has acted as the lead borough in delivering this project on behalf of the West London boroughs.
- 1.2 Collectively, the boroughs in the West London Alliance (WLA) spend in excess of £120m (2011/12) per year on looked after children and care leavers, of which £32 Million (11/12) was used to purchase fostering placements from the private and voluntary sector. By jointly developing a Framework Agreement for the provision of IFA placements across the sub-region, the aim is to exploit the West London boroughs' combined purchasing power delivering financial efficiencies and developing a diverse and quality assured market, with clear pricing frameworks and specifications.

### **2. Reasons for recommendation**

- 2.1 The framework, using the collective purchasing power of West London authorities, will deliver preferable rates for IFAs, with additional fee reductions/discounts, as well as the benefit of tendered prices being fixed for the first 2 years of the framework.
- 2.2 The framework will enable West London to more effectively manage the quality and availability of placements including ensuring more local placements are made available locally.

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

- 2.4 The alternative to using the framework is to return to a spot purchasing model for placements. This is not recommended as the Council will gain quality improvements, improved market management and fee reductions through significant volume discounts as a result of the nine participating boroughs using the framework.

2.5 The extent of the success of the framework (including the potential for additional savings to those modeled in this report) will depend upon close management of commissioning practice and co-operation across the West London boroughs.

2.6 A three month termination clause is built into the Framework Agreement allowing boroughs to terminate Framework contracts at reasonably short notice, should this prove necessary.

### **3. Introduction**

3.1 Fostering is a way of providing care for children, in a family setting, who cannot live with their own families. Local Authorities have their own internal arrangements for finding suitable carers for looked after children but, due to the lack of a sufficient supply, authorities have also used private sector Independent Fostering Agencies (IFAs) to source foster parents at an enhanced rate.

3.2 Harrow Council has acted as a partner borough in a West London initiative to develop a framework agreement for IFA placements which was led by the London Borough of Hillingdon. While the Council has had some success in the management of the IFA market to date, the framework is recommended as the most effective vehicle for achieving further quality and cost improvements in the sector over the coming four years.

3.3 The Council's core strategy for the provision of fostering placements has been to shift the balance of commissioning to in-house foster carers, ensuring the strong matches of Looked After Children (LAC) with carers in their local area. This approach continues to be successful. Harrow has increased its number of foster carers and the percentage of Looked After Children in inhouse foster placements. As of 19<sup>th</sup> June there were 186 Looked After Children in Harrow. 69 are in inhouse foster carers,40 with agency foster carers.

3.4 The average weekly cost of an inhouse foster carer is £350. The average weekly cost of an IFA placement was £750 Per week. The Framework will bring this down to £730 per week. Over the 40 IFA placements this makes a weekly saving of £800 and an annual saving of £41,600. This is just the initial savings for current placements. The new improved prices will also impact on future placement procurement and a decrease in the unit costs in all future placements with IFAs

3.5 The improved arrangements with providers and the focus on market development and ensuring that the needs of local children and young people are at the centre of placement procurement and provision will enable the department to have a wider choice of fostering placements. This will allow us to continue to reduce the number of residential placements and increase further the number of children and young people placed in foster care

### 3.6 This will have a significant impact on the costs of other Looked After Children placements as highlighted below

Children looked after at 19 June 2013

Placement category	Age at 19 June 2013					Grand	£
	0 to 2	3 to 6	7 to 10	11 to 14	15 to 17	Total	Average Weekly Cost Per Child
Placed for adoption	3	3	0	0	0	6	0
Residential Children's Homes	0	0	0	4	8	12	2,000
Placed with own parents	1	0	0	0	0	1	
Semi-Independent Living	0	0	0	0	18	18	250
Foster Placement with Relative or Friend	5	8	6	9	0	28	150
Foster Placements	21	11	15	26	36	109	see below
NHS/Health Trust	0	0	0	0	1	1	health paying
Family centre or mother and baby unit	2	0	0	0	0	2	2,500
All Residential schools	0	0	0	4	5	9	3,000
<b>Total</b>	<b>32</b>	<b>22</b>	<b>21</b>	<b>43</b>	<b>68</b>	<b>186</b>	

	Age at 19 June 2013					Grand	
	0 to 2	3 to 6	7 to 10	11 to 14	15 to 17	Total	
<b>In-house foster care placements</b>	<b>11</b>	<b>11</b>	<b>11</b>	<b>18</b>	<b>18</b>	<b>69</b>	350

	Age at 19 June 2013					Grand	
	0 to 2	3 to 6	7 to 10	11 to 14	15 to 17	Total	
<b>Agency foster placements</b>	<b>7</b>	<b>3</b>	<b>3</b>	<b>13</b>	<b>14</b>	<b>40</b>	730 / 750

3.4 The borough has played a key role in strengthening local market management arrangements through the West London Alliance (WLA) Children's Services Efficiencies programme. Joint commercial negotiations with the biggest IFA providers during 2012/13 have already delivered £650k of savings across the sub-region which represents a 4% saving on the £15.9m the WLA boroughs spend with the targeted providers (equivalent to a 2% saving on all WLA spend on IFAs)..

## 4. Opportunities and challenges in the IFA market

4.1 The IFA market is changing; Local Authorities are increasingly employing more robust approaches to procurement and market

management, while providers are seeking to rebalance their prices. The changing market centres on two particular factors:

- 4.2 Inflationary pressures - London Care Placements (LCP), the organisation responsible for setting benchmark rates in the IFA sector for London, have agreed to increases in rates for new placements in a significant number of cases. Many West London boroughs, including Harrow Council have held down prices for existing IFA placements for a number of years whilst seeing the prices for new placements consistently rise. This has led to strong cost pressures for the market. Boroughs across the WLA are now seeing a number of requests from providers both for continued increases in the cost of new placements and more recently inflation rises on existing placements as well.
- 4.3 Commissioning activity in London – Other sub-regions and individual Local Authorities in London are currently undertaking similar procurement processes which will have a significant impact on the market.
- 4.4 There is a need for Harrow Council and other West London boroughs to implement a robust market management vehicle which ensures that similar commissioning elsewhere in London does not negatively impact on the Council's ability to source placements at a competitive price.
- 4.5 In this context, Harrow Council and the other West London boroughs have collaborated to develop an effective response to this set of pressures. Hillingdon's West London IFA Framework is recommended as a core part of the solution to the effective commissioning of fostering placements in the borough.

## **5. The West London IFA framework**

- 5.1 West London boroughs currently purchase all of their IFA placements on a spot basis, with inconsistent rates and a duplication of approaches for contract management and inspection. There is now a need to move beyond this method of procurement, in order to deliver economies of scale and take a more robust, strategic approach to managing and developing the market.
- 5.2 Putting in place a framework agreement for the provision of IFA placements will improve the Council's procurement strategy by ensuring a diverse and quality assured market with clear agreed pricing structures and shared specifications. It will allow West London boroughs to operate collectively as a large and influential group of local authorities, seeking further efficiencies by using the boroughs' combined purchasing power.
- 5.3 While spot purchases and attendant commercial negotiations leave the Council exposed to the risk of annual inflationary increases, the use of a framework will deliver preferable rates fixed for the first two years

with additional fee reductions built in for volume of placements, long term placements and discounts for the placement of sibling groups.

- 5.4 The potential for quality improvements and better outcomes for Looked After Children are also improved through the use of an identified set of robustly quality tested providers, enabling boroughs to obtain services at the right time, the right price and the right quality.
- 5.5 Once the framework is operational, West London boroughs will work in partnership with the WLA to progress the development of more locally available services, reflecting the needs of the boroughs and addressing gaps in the market.

## **6. How the framework is constructed**

Providers have been grouped into 'lots' based upon different levels of care package specification.

### **6.1 Lot 1 - Core Fostering**

Placements into foster care are made by Local Authorities as part of their corporate parenting role for Looked After Children. Children's placements into foster care can last for weeks, months or for the rest of their childhood depending on their circumstances.

### **6.2 Lot 2 - Parent & Child Fostering**

Parent and child fostering involves the placement of a parent (mother or father) who is experiencing difficulties. The parent and their baby or young child are placed together in foster care. This does not mean the foster carer provides parental care to the baby (except if required). The foster carer's role is a supporting one, ensuring that the parent feeds, changes, clothes and handles the baby appropriately; ensuring that the infant's parent is providing appropriate stimulation and interaction for the infant; and observing and recording how the parent looks after the child.

### **6.3 Lot 3 - Specialist Fostering**

Specialist placements are sought where the child/young person's level of needs and/or behaviours would have a high level of placement breakdown in a regular family setting with "core" fostering levels of support.

- 6.4 The Terms & Conditions under the framework have been subject to a robust development process. They were initially developed using the London Care Placement Model Contract 2010 and have been updated in detail by the Legal Services of both Barnet and Hillingdon.

- 6.5 The core service specification for the framework has been developed using the London Care Placements Model Specification 2010 and further developed by the West London boroughs working in partnership as part of this project. Additional specifications for the provision of Parent & Child Placements and Specialist Fostering were also developed by the group.

- 6.6 The operational implementation of the framework will take place through the use of developed Call-Off Procedures setting out how individual placements will be made through the framework.
- 6.7 So long as local authorities remain satisfied with the quality of their service, providers can be relatively confident of a regular flow of placements. This enables providers to develop business plans and strategies over the medium term.

## **7. Operational implementation of the framework**

- 7.1 Providers under the framework have been rigorously assured for quality and this will be maintained through cross-cutting contract management coordinated in partnership with the West London Alliance.
- 7.2 It is proposed that the framework will be managed through the roll out of the IT procurement platform CarePlace (subject to the approval of the Children's Efficiency Programme Board), which has been successfully implemented in Adult Social Care. Allied to the information already received as part of the framework process, the live information on cost, quality, supply and capacity in CarePlace will enable better decision making and enhance West London boroughs' ability to work with quality local providers.
- 7.3 To maximise the financial benefits of the framework CarePlace will also track the range of discounts achieved as part of the framework and support placement decisions so further discounts are triggered.

## **8. Award of contracts**

- 8.1 51 tenders were received as part of the tender from Independent Fostering Agencies.

Following the evaluation process, it is recommended contracts will be awarded to the following 32 providers in the following Lots:

<b>Lot 1 – Core Fostering</b>	<b>Lot 2 – Parent &amp; Child Fostering</b>	<b>Lot 3 – Specialist Fostering</b>
<b>Tier 1</b>	<b>Tier 1</b>	<b>Tier 1</b>
Sunbeam	Nexus	Brighter Futures
Nexus	Greater London	Bridging Gaps
Pride Fostering	Sunbeam	Nexus
The National Fostering Agency	Pride Fostering	Pride Fostering
UK Fostering	Ethelbert	Sunbeam
Chrysalis Care	Integrated Services Programme	Foster Care Associates (FCA)
Foster Care Associates (FCA)	The National Fostering Agency	By the Bridge
Cornerways	Brighter Futures	Ethelbert

Brighter Futures	UK Fostering	UK Fostering
Time for Children	Cornerways	Capstone
Capstone	Chrysalis Care	Chrysalis Care
Bridging Gaps	Bridging Gaps	The National Fostering Agency
Children First Fostering	By the Bridge	St Christophers
Family Placement	Rainbow	<b>Tier 2</b>
Rainbow	Capstone	Foster care UK
Next Step	Family Placement	Fostering Outcomes
<b>Tier 2</b>	<b>Tier 2</b>	Family Placement
Ethelbert	Fostering Options	Rainbow
By the Bridge	Foster Care Associates (FCA)	Greater London
Fostering Options	Fostering Outcomes	Families for Children
Families for Children	Children First Fostering	Children First Fostering
Fostering Solution	Next Step	Integrated Services Programme
Foster care UK	Fostering Solution	Fostering Options
Fostering Outcomes	Families for Children	Hillcrest
Outlook	Foster care UK	Fostering Solution
St Christophers	St Christophers	Kites
Hillcrest	Futures for Children	Futures for Children
Greater London	Hillcrest	
The Fostering Foundation	Time for Children	
Futures for Children	The Fostering Foundation	
Safehouses	Outlook	

## 9. **Business Benefits**

- 9.1 The prices achieved through the framework are attractive, even more so in a challenging context for achieving further efficiencies from the IFA market in West London, due to the inflationary pressures and increased competition from other sub-regions in the market that have already considered in this report.
- 9.2 Non-financial benefits will also be achieved by establishing the framework. These include:
- **Sufficiency requirements** – The framework will enable Harrow Council to deliver its obligations under sufficiency duties placed on Local Authorities and ensure a greater proportion of our foster placements are within a 20 mile radius of the borough.
  - **Market development** – by awarding a framework contract for the next four years West London boroughs will communicate a clear message of our joint intention to stimulate the growth of local capacity. This will be achieved by giving providers on the framework the confidence to increase their recruitment of local foster carers, resulting in more placement choice for commissioners and children and decreasing the likelihood of costly placement moves. In addition, by delivering more local placements there will be savings to travel time for social workers/Independent Reviewing Officers/monitoring officers.



- **Improvement in quality** – by robustly specifying, tendering and monitoring independent fostering placements within the framework IFA placements will be delivered to a better standard of quality and any underperformance will be subject to rigorous performance management processes as set out in the Terms & Conditions of the IFA contract.
- **Contract management** – commercial contract management of the framework will be facilitated by the WLA in partnership with boroughs ensuring robust quality performance management of providers.
- **Placement searches/negotiation** - having a framework of approved providers with tendered prices, discounts, specifications and referral processes will reduce officer time required for finding and arranging placements

9.3 The delivery of volume discounts by aggregating the nine boroughs' spend will support the delivery of further savings for London Borough of Harrow.

9.4 A number of risks exist in managing and getting the most from this complex market. The success of the framework will rely on effective coordination between West London boroughs and careful management of placement decisions. Nonetheless, the risks attached to inaction or reverting to a spot purchase procurement of IFAs at the individual borough level exceed the risks associated to the framework. There is in fact the potential for much larger savings than those modelled on the pragmatic assumptions below, by shifting commissioning patterns to providers offering the greatest value and supporting them to increase their capacity.

## 10. Financial Implications

10.1 *A detailed financial model has been built to enable the tenders to be evaluated and to establish the likely costs over the lifetime of the framework contract compared with not going ahead. A key part of the tender is that existing placements made with an IFA on the Framework transfers at the same price or lower if the suppliers tendered price is lower. Should the supplier's tendered price be higher, then this can only be applied to new placements. The tender information also identified the current capacity of the suppliers and future plans for growth in the number of foster placements.*

10.2 *In order to undertake this exercise Hillingdon in consultation with the WLA boroughs made a number of assumptions:*

- a) the level of spend on IFA's by each Borough remains unchanged over this period unless advised to the contrary*
- b) the rate of turnover of new and closed placements remains unchanged unless advised to the contrary*
- c) that 70% of new placements are made on the Framework; 30% with other suppliers on a spot basis*

- d) *the current share of framework business enjoyed by each borough remains unchanged*
- e) *the current share of framework business enjoyed by each supplier by lot remains the same*
- f) *existing clients leave before any new starters leave, e.g. first in first out principle applied*
- g) *ratio of Sibling / Permanent Placements remains the same*
- h) *a split between Core and Specialist placements at £850 per week*
- i) *that all Boroughs adopt the framework*
- j) *the volume discounts calculated reflect these assumptions*
- k) *that inflation outside of the framework would be conceded at 2% in each of years one and two*

10.3 *Taking these assumptions into account it is possible to determine an immediate saving available from day one of the framework going live as there can only be a reduction in existing prices. This reduction will though change as existing placements are replaced by new placements at the framework prices.*

10.4 *Each Borough has been provided with a spread sheet which shows the outcome of the tender as it affects their Borough and the summary of all. The financial analysis is based on the assumptions as set out above and the activity data provided and validated by each individual Borough.*

10.5 *The model has then applied the assumptions above and as a result is able to show over the four year period the cost of commissioning the framework or not. The table below sets out the result and shows that for Harrow Council there is a saving of £101,641 (Column 8) assuming no change to current commissioning practice and assumes that a 2% fee increase would be agreed in each of the first 2 years should there be no framework. The framework agreement ensures that there is zero fee increases throughout years one and two. For years three and four the assumption used in the model is that any fee increase agreed will be the same percentage irrespective of whether the framework agreement is in place or not.*

10.6 *The percentage shown in column 2 represents the fee increase above which the saving calculated in column 4 can only increase; or the additional cost calculated becomes zero (e.g. break even). This is because the figures in column 5 reflect a zero fee increase in years one and two as determined by the framework and assume the same should the framework not be in place. The latter is considered to be an unlikely eventuality bearing in mind the inflationary pressures already considered by this report and bearing in mind this framework will freeze prices for a further 2 years so in real terms the Framework will deliver a financial saving by avoiding inflation.*

IFA Summary (assumes Commissioning Pattern Remains Unchanged)		Variance if zero inflation assumed in year 1 or 2			Variance if 2% inflation assumed in year 1 or 2		
Col: 1	2	3	4	5	6	7	8
Borough	Inflation avoided in each of the first 2 years	Gross Spend Without Framework	Gross Spend With Framework	Variance	Gross Spend Without Framework	Gross Spend With Framework	Variance
Barnet	0.00%	9,624,436	9,311,940	312,496	9,951,420	9,311,940	639,480
Brent	0.02%	10,303,818	10,306,871	(3,053)	10,668,824	10,306,871	361,952
Ealing	1.06%	20,988,798	21,387,246	(398,448)	21,742,861	21,387,246	355,615
H&F	0.00%	9,769,400	9,110,500	658,900	10,122,503	9,110,500	1,012,003
Harrow	0.00%	2,551,728	2,538,800	12,928	2,640,441	2,538,800	101,641
Hillingdon	0.00%	12,357,023	12,314,260	42,762	12,790,924	12,314,260	476,664
Hounslow	0.14%	8,872,836	8,893,087	(20,251)	9,158,808	8,893,087	265,721
RBKC	0.00%	1,640,623	1,560,807	79,815	1,698,389	1,560,807	137,582
Westminster	1.80%	5,141,489	5,302,539	(161,050)	5,321,010	5,302,539	18,471
<b>Total (cost) / saving</b>		<b>81,250,151</b>	<b>80,726,050</b>	<b>524,101</b>	<b>84,095,180</b>	<b>80,726,050</b>	<b>3,369,130</b>

*Should any Borough choose not to sign the framework then this would adversely impact on the volume discounts calculated.*

*The table below shows the full year impact of the framework on existing placement prices on day one with existing placements transferring onto the framework and assuming full year effect. In reality the day 1 saving is 1/365<sup>th</sup> of this figure and will change daily as placements end and start.*

<b>Borough</b>	<b>Saving</b>
<i>Barnet</i>	<b>173,408</b>
<i>Brent</i>	<b>108,110</b>
<i>Ealing</i>	<b>240,663</b>
<i>H&amp;F</i>	<b>79,061</b>
<i>Harrow</i>	<b>41,600</b>
<i>Hillingdon</i>	<b>181,306</b>
<i>Hounslow</i>	<b>179,701</b>
<i>K&amp;C</i>	<b>69,230</b>
<i>Westminster</i>	<b>86,921</b>
<b>WLA Total</b>	<b>1,160,000</b>

10.7 *The model has calculated that this first day gain will have been all but eliminated by the end of the second year should the historic procurement patterns remain unchanged.*

10.8 *Notwithstanding the financial analysis above modelling the impact of the framework should our commissioning pattern not change, but by having a sub-regional Framework and the way in which it has been*

*constructed it, we will no longer continue to have the same commissioning patterns, using the same providers in the same volumes. West London boroughs will shift our commissioning patterns to deliver savings, building provider capacity and volume of placements/market share where it delivers financial savings.*

- 10.9 *The West London Directors of Children's Services Programme are clear that for this Framework to be effective in delivering on-going savings then boroughs will have to apply best value to decision making for the procurement of new placements on the Framework once it is determined potential providers can meet the minimum threshold of the needs of a child.*
- 10.10 *It is accepted that there are risks that procurement patterns may not change. However the West London Boroughs and the WLA expect to be able to monitor spend by supplier to ensure that the direction of travel is as expected and will give regular reports to West London Directors of Children's Services Programme Board enabling them to take corrective action. This should be in the form of 6 month reviews to ensure the direction of travel is as expected.*
- 10.11 *Should the 12 month review be awry then a 15 month review will be required to determine whether the procurement pattern is enabling the framework to achieve savings and to agree that the contract continues into years 3 and 4.*
- 10.12 *The contract has a 3 month notice period which will enable the West London Directors of Children's Services Programme Board to take a decision to continue the contract at any point.*

## 11. **Legal Implications**

- 11.1 The estimated value of this contract over its lifetime is lower than the EU threshold for tendering of supplies contracts and so the contracts are therefore not strictly governed by the Public Contracts Regulations 2006 ("the EU Regulations").
- 11.2 The contracts for fostering services are being procured under a Framework Agreement set up by the West London Independent Fostering Agency Framework, headed by the London Borough of Hillingdon. The EU Regulations allow the use of framework agreements (call-off contracts) and prescribe rules and controls for their procurement. Contracts may then be called off under such framework agreements without the need for them to be separately advertised and procured through a full EU process. The Call-Off process described in this report is being carried out in accordance with the requirements of the EU Regulations
- 11.3 As the procurement process is under the West London Independent Fostering Agency Framework, the EU Regulations relating to the observation of a mandatory minimum 10 calendar day standstill period before the contract can be awarded does not apply.

### Section 3 - Statutory Officer Clearance

Name: Patricia Harvey	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 20 June 2013		
Name: Sarah Inverary	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 8 July 2013		

### Section 4 – Performance Officer Clearance

Name: David Harrington	<input checked="" type="checkbox"/>	on behalf of the Divisional Director Strategic Commissioning
Date: 20 June 2013		

### Section 5 – Environmental Impact Officer Clearance

Name: Andrew Baker	<input checked="" type="checkbox"/>	on behalf of the Corporate Director of Environment and Enterprise
Date: 4 July 2013		

### Section 5 - Contact Details and Background Papers

**Background Papers:** None

**Contact:** Peter Tolley, Service Manager Children's Placements  
Tel: 020 8736 6943  
Melissa Caslake Divisional Director Targeted Services

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

**NOT APPLICABLE**

*[Call-in applies]*

**REPORT FOR:**

**CABINET**

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<b>Date of Meeting:</b>	18 July 2013
<b>Subject:</b>	Transformation of Day Opportunities in Harrow
<b>Key Decision:</b>	Yes
<b>Responsible Officer:</b>	Paul Najsarek, Corporate Director of Community, Health and Wellbeing
<b>Portfolio Holder:</b>	Councillor Krishna James, Portfolio Holder for Adult Social Care, Health and Wellbeing
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	Yes
<b>Enclosures:</b>	Appendix A – January 2013 Cabinet Paper on Transformation of Day Services Appendix B – Consultation Summary Report Appendix C - Table of building/capital considerations Appendix D – Equalities Impact Assessment Appendix E – Map Showing Day Service Locations in Harrow

## **Section 1 – Summary and Recommendations**

This report follows a Cabinet decision in January 2013 to consult on a new model of day opportunities in Harrow. It sets out the conclusions of this consultation and further work that has taken place. It makes recommendations for transforming day opportunities in Harrow.

The report proposes a new model of services that focuses on supporting those with highest needs in the council's high quality day services. This will ensure that we are able to support the most vulnerable, locally, allowing them to benefit from specialist care and support within the borough. Alongside this we will further develop personalisation and choice to provide a range of innovative support options in the community for people with personal budgets.

The review includes all day opportunities used by the borough, including a particular focus on seven day centres provided by Harrow Council, and a long-term block funded day service at Sancroft Hall. Extensive consultation has taken place with service users, families, advocates and staff working in the services. Consultation was focused on what a potential service model would look like including a number of key aspects which were outlined in the January's Cabinet paper.

Supporting the most vulnerable people in the community is central to the work of Harrow council. The council will continue to ensure that people receive the care and support they need to be as independent as possible and to be treated with dignity and respect. Through this report we are seeking to ensure that we continue to safeguard the needs of vulnerable people by ensuring that services are as high quality, efficient, and as effective as possible. In addition services should represent value for money, sustainability, and be able to respond to both current and future needs.

The recommendations in this report aim to deliver a modernised service that offers improved outcomes, delivers the Medium Term Financial Strategy (MTFS) savings of £600k over 2013/14 and 2014/15, whilst delivering the vision of enhancing our residents' quality of life and offering excellent service.

### **Recommendations:**

Cabinet is requested to agree a two phase approach to transforming day opportunities in Harrow which will facilitate the transition to a new service model. This model will offer specialist services to those with greatest needs, whilst building on personalisation and choice and developing a greater range of day opportunities in the community.

**Recommendation 1: Cabinet is requested to agree a new service model, which incorporates a focus on internal services for those with the highest needs, provided in specialist environments and in which people with lower needs will be supported by alternative providers in the community**

#### ***Phase One: Reducing & Rationalising Buildings***

During Phase One, we will make operational changes to services to tackle the current over provision of spaces and offer best value for money. This will deliver required MTFS savings during 2013/14 whilst moving towards the proposed service model.

During this phase we will reduce the number of council's buildings used by in-



house services from seven to four. Capacity at Sancroft Hall will also be utilised as we move to this approach. Current vacancy levels in all five facilities will ensure that we can continue to offer high quality day opportunities as we transition to the new model.

We will support service users to maintain friendship and peer groups, which consultation has demonstrated to be important to them. Services provided will be at the current level, and of a similar type. We will commence planning for comprehensive reviews of individual needs to take place in Phase Two.

***Phase Two: Longer Term Changes to Delivery in NRCs***

During Phase Two we will implement changes to deliver the new day opportunities model. This will include the development of specialised services to meet the needs of the most vulnerable in the community.

Phase two will involve changes over a period of time, including individual assessment and support planning to help people to identify the most appropriate service for their needs.

**Recommendation 2: Cabinet is requested to approve the transformation of individual services during Phase Two of implementation, as described below:**

**A: Byron Neighbourhood Resource Centre** - A specialised service will be provided for people with a learning disability including challenging behaviour and Autism

**B: Kenmore Neighbourhood Resource Centre** - A specialised service will be provided for people with Complex Physical and/or Sensory Disabilities

**C: Vaughan Neighbourhood Resource Centre** - A specialised service will be provided for people with a learning disability and complex needs.

**D: Milmans Neighbourhood Resource Centre** - A specialised service will be provided for older people including people with dementia

**Recommendation 3: Cabinet is requested to approve that the council ceases to use the following buildings for day opportunities for vulnerable people:**

***Bentley Neighbourhood Resource Centre*** – the council will consider alternative use or potential disposal of this property. **(Officers are not asking for permission to dispose of this property in this recommendation – this would require a separate decision by cabinet)**

***Gordon Avenue*** – Officers would negotiate with the owner of the property in relation to changing/ending use.

***Bedford House*** – The building will continue to be used as a permanent residential care home for ten people with a learning disability as approved by Cabinet in March 2013. The council will consider the future use of this building. **(Officers are not asking for permission to dispose of this property in this recommendation – this would require a separate decision by cabinet)**

**Recommendation 4: Cabinet is requested to amend the capital programme so that this resource can be made available for capital works which arise from this review, and the recent review of Residential Care services. This would**

**rename the capital project for "Bentley Day Centre Remodelling and Refurbishment" to "Remodelling and Refurbishment of Adult Services Residential Care and Day Care Services".**

**Cabinet are asked to note the following:**

1. The further development of a marketplace of community-based services for people with personal budgets delivered through the council's on-line market place – My Community ePurse.
2. The further development of integrated services, offering a greater range of health related services and therapies within the four designated Neighbourhood centres and other community facilities as part of the new responsive model of day opportunities.

**Reason for recommendations**

The development of this new model of day opportunities for vulnerable people in Harrow will:

- Deliver a model in which services are strategically aligned and financially affordable for the future
- Ensure that the London Borough of Harrow is using its resources to support those most in need in safe and high quality services
- Deliver revenue savings of £300k in 2013/14 and £300k in 2014/15
- Ensure that we use the buildings available to us in the most effective and efficient ways
- Support greater integration of health and social care services in order to develop improved seamless, preventative services e.g. using centres for physiotherapy and health education
- Respond to the changing demographic profile of people who use day opportunities e.g. by providing services that are able to respond to young people with severe autism and challenging behaviour
- Support staff delivering services and avoid staff redundancies where possible

**Implications of recommendations**

The report outlines detailed information about the implications of the changes set out in recommendations. These are summarised in brief in this section.

**Equality considerations / mitigations**

Section 5.7 of this report considers equality impacts of the recommendations made, both positive and negative, and outlines potential mitigations. Amongst the key considerations are:

- A fear or perception that current day service provision may be partially or fully withdrawn. **To mitigate** all service users with an assessed need for support will continue to access a service to meet their needs
- A loss of friendships, routines and support from staff if service users have to move to an alternative service. **To mitigate** this potential impact Phase One of the recommended proposals would ensure service users are moved together in groups, appropriate support is provided in implementation, and staff would move to alternative services where vacancies exist
- Currently in-house day service activities do not match all the needs of young

people coming through transition who have expressed a need for activities that will help with gaining employment. Harrow as pioneers of Personalisation have piloted and are now in the implementation phase of a new solution called My Community ePurse which will dramatically improve accessibility to personal budgets and lead to greater choice of services and activities for service users

### **Capital considerations**

Section 5.2 of this report outlines capital considerations of implementing the recommendations. The following are key points:

- Approval to implement recommendations would create an opportunity for potential disposals of Bentley Day Centre and Gordon Avenue Day Centre. There is potential for further consideration of the long-term use of Bedford House
- Three of the buildings that we propose to use in the recommendations are PFI funded projects. These buildings are subject to long-term commercial arrangements and require negotiation and agreement prior to any change of use
- Any capital works to buildings that are retained in the new service model would require Portfolio Holder, Corporate Director and Capital Forum approval based on a clear business case
- A gym facility would need to be provided within Kenmore to replace the one that is currently in Bentley
- A number of voluntary sector groups use the buildings in this review. Where changes would impact upon these, Officers will work with groups to understand their requirements and to support them to identify alternative premises

### **Staff implications**

Section 5.3 of the report considers impacts on staff working in the services affected. Key points are:

- There are currently 86 people working within the internal services that are the focus of this report. A number of these staff work part-time hours, such that in total there are 62.1 full time equivalent staff in the service
- The council currently uses a number of agency staff in the delivery of these services alongside permanent full and part-time staff
- Based on recommendations in the report there are currently 11 full time equivalent staff that would be at risk
- The council is committed to avoiding redundancies through redeployment where possible. An aspect of the implementation of recommendations would be formal consultation with staff and Unions

## **Section 2**

### **2.1 Introduction**

Harrow Council is committed to supporting the most vulnerable people in the community as one of our key priorities. This report is just one part of the modernisation of Adult Social Care services in the Borough. This includes refocusing in-house residential services for people with learning disabilities and modernising mental health day opportunities.

Through this report, and implementation of the proposed recommendations, we aim to deliver efficient and effective services that are sustainable, provide excellent support and increase choice for vulnerable adults. The council's strategic review of day opportunities will support the achievement of £300k in 2013/14 and £300k in 2014/15 as set out in the council's Medium Term Financial Strategy (MTFS).

In January 2013 Cabinet approved a report in relation to a review of day opportunities in Harrow. Following this report the council undertook detailed consultation with service users, carer's, external day service providers, staff, Unions and the voluntary sector. Cabinet approved engagement with partners to develop a model of day opportunities focused on ensuring adults have the personalised support that will help them to achieve positive outcomes and fulfilled lives.

Cabinet approved a number of key aspects of a proposed model for consultation, in which:

1. We identify whether there are opportunities to integrate with the health service to develop an offer which helps people to develop their own skills in managing their long term conditions or disabilities.
2. The services directly provided by the council focus on supporting those with the highest needs for example those with complex learning disabilities and people with advanced dementia
3. We rationalise the number of building based council run day opportunities in order to deliver efficiencies and reduce the current over-capacity of services
4. We explore options to continue to support people with lower level needs, potentially through models such as open access services, or through working with the voluntary sector in new ways
5. We encourage community engagement in the delivery of services to vulnerable adults. In particular increasing opportunities for volunteering, peer support and supported employment
6. We develop the market of day opportunities to ensure people have a choice of services

We have now completed a 12-week statutory consultation on day care. In total we talked face to face with 477 people and we received 164 completed questionnaires. A breakdown of consultees is presented below:

<b>Consultation participants</b>	<b>No.</b>
Consultation meetings: Seven Harrow Council provided day service users	183
Consultation meetings: Sancroft, Welldon and Shaw Trust	60
Consultation meetings: Carers	63
Consultation meetings: Tanglewood, sheltered accommodation, special schools	93
Consultation meetings: Staff, union and day service providers	78
Questionnaire respondents	164
Additional written submissions and telephone feedback	8
<b>Total Number of consultation participants</b>	<b>649</b>

This report considers the responses to the consultation and potential impacts on vulnerable people. A summary of responses is found in Section 3 of this report.

The options set out in this report have been developed following consultation and engagement with service users, their families, advocates, staff working in the internal day opportunities under review and external day service providers. The feedback received during consultation has contributed to the final recommendations set out in the report.

Officers have sought to set out all relevant information in this report in order to enable Cabinet to make a fully informed decision, and to be compliant in all areas of procedure and legislation/duties. In doing so we have learnt from previous reports, including a recent report on Residential Care services which was subject to a Call-In hearing that unanimously identified that the process had been thorough and robust. As a result of this additional scrutiny we have improved this report with the addition of “Implications of Recommendations” to Section 1, we have sought to ensure that recommendations, including capital considerations, are very clearly articulated and Legal Implications are clear both in terms of legal duties and processes for making a decision.

It is relevant to note that the council is currently conducting a Special Needs Transport service review. This is looking at transport, for a range of vulnerable groups including users of day services. The main aims of the review are to introduce more independent travel and increase the use of personal budgets. The group working on this project includes representation from adult services and has been kept fully informed of progress with this review.

## **2.2 Services in the Review**

The January Cabinet Paper considered the services in the review in detail. This report is attached at Appendix A.

### **In summary:**

- The council currently spends £6.180m per year on supporting 626 people to attend a range of day opportunities provided in both internal and externally provided settings
- Services support people who are older and frail, have a learning disability or who have a physical or sensory disability
- Services are provided through a mix of internal and external services. 47% of people use internal services, 34% use block contracted services and 19% use spot purchased services or use a personal budget

**Internal Services:**

- Harrow Council directly provides seven day services including the three PFI neighbourhood resource centres - the current net cost of these services is £4.134m inclusive of transport, internal overheads and borrowing costs
- The council provided services are Bentley, Milmans, Byron, Vaughan, Kenmore, Gordon Avenue and Bedford House

**External Services:**

- The council currently uses a wide range of externally provided services that are used by around 400 people, costing £2.046m (including Sancroft Hall)
- A long-term block contract provides the equivalent of 250 days of day care at Sancroft Hall for £491,463. Residential care and respite care are also provided at the service
- A range of other day services are purchased through personal budgets

**2.3 Why a change is needed**

The paper presented in January contained a detailed analysis of the case for changing services. This included evidence of a number of different drivers for change. Below is a summarised version of key messages:

**Current use of services:**

During a Continuous Improvement Exercise in 2012 we identified that the number of people using some of the internal day opportunities is significantly below capacity. In particular, Milmans and Bentley are supporting around 40% of the people that they have capacity for. As services continue to need similar levels of staffing to run, this makes them less efficient.

In April 2012 a new Fairer Contributions Policy introduced charging for day care. This has led to a reduction in service user attendance. A number of service users stopped attending rather than pay towards the cost of the service. All who stopped were subsequently contacted to ensure that there were no safeguarding issues as a result of non attendance.

Analysis of those attending the internal day services highlighted that young people with disabilities are not accessing them. This appears to be due to a range of factors – for example that they are choosing to use their personal budgets for other activities; their needs cannot be successfully met and they are attending specialist services; or families are keen for young people to maximise their learning potential at a service with an educational focus.

***Information about the current use of services points clearly to a need to reduce the overall capacity of services we provide, and to ensure they are able to meet the needs of people with complex needs and young people.***

## Finance & Efficiency:

The January Cabinet Paper considered the financial and efficiency aspects of current services in the review in detail. This report is attached at Appendix A.

Financial benchmarking data indicates the council spends relatively more on day opportunities for those with complex needs (learning and physically disabled service users) than when compared with the London average<sup>1</sup>.

<b>Average Gross Exp per Day of Care</b>	<b>Harrow</b>	<b>London Average</b>
Older People	£74	£144
Learning Disabled	£467	£354
Physically Disabled	£278	£229

Further analysis demonstrates that this is caused by a high number of people using services, and the higher than average costs of supporting people aged below 65. Harrow is in the top quartile in terms of numbers of people accessing services.

The cost per service user with learning and physical disabilities of using day services is in the top half. The relatively higher cost per person reflects both the complexity of support needed by many people with disabilities and the fact that a high proportion of service users attend the internal services for five days each week.

These averages can be mis-leading however, services meet a variety of needs and so they do not have standard costs. For example the cost of providing external support to people with learning disabilities varies from £17 to £240 per day.

As Harrow moves towards every eligible user having a personal budget the cost of services needs to be seen in terms of affordability for service users rather than for the council as a whole. In the future individuals will be given a financial allocation from which they need to purchase services to meet their assessed needs.

In this context it becomes clear that the council needs to ensure the provision of affordable and high quality services, whether directly provided or in the market place. This has very important potential implications for the provision of internal services as they will no longer have a guarantee that people will choose to use them.

The conclusion from analysis is that in the future **only services that are cost effective and able to meet people's needs within their personal budget entitlement will be sustainable**. Internal services will inevitably have high fixed costs due to their specialist facilities and therefore will be more sustainable if they focus support to people with higher needs requiring complex support packages.

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<sup>1</sup> PSSEX 2011/12 Social Care Benchmarking Tool

***The PFI-NRCs (Vaughan, Byron & Kenmore) are best placed to support people with the most complex needs efficiently as they were designed for this purpose.***

**Demography:**

Demographic projections suggest an increasing number of people are likely to need services in the future, with increasingly complex needs.

Available data indicates increasing numbers of older people with dementia and people with complex disabilities who will require specialist support to maintain their independence and wellbeing.

Advances in medical treatment mean more young people with very complex needs are surviving into adulthood; services need to be available to support them.

***Demographic information indicates that we will need more capacity in services for older people, particularly those with dementia, and for people with complex needs in the future.***

**Statutory and Policy Framework:**

The council has a statutory duty to provide facilities for occupational, social, cultural and recreational activities to those who are assessed as eligible.

The personalisation agenda continues to provide the driving strategic force for adult social care in England. A key role of adult services is to ensure that people are supported to be as independent as possible.

Guidance points to the need for high quality and personalised services. Day opportunities in the future will need to be very different from services provided in the past. There is an expectation they will be user led, through personal budgets rather than block contracts and that they will be flexible and able to meet individual's aspirations.

As a result of Personalisation the council needs to ensure the provision of affordable and high quality services, whether directly provided or in the market place. In addition, the Government's 2012 draft Care and Support Bill proposes placing a duty on councils to ensure service users can access a diverse market of providers.

The introduction of Personal Budgets has led to several delivery challenges including accessibility and ensuring real choice and control. Harrow as pioneers of Personalisation have piloted and are now in the implementation phase of a new solution called My Community ePurse. This will dramatically improve accessibility of personal budgets and lead to greater choice of services and activities for service users.

Through My Community ePurse service users will be able to receive funding and purchase services all in one place, without the need to setup a separate bank account or keep paper records. Harrow will be able to provide each service user or their representative with an electronic purse, which will allow them to choose and purchase services through Harrow's Online Market Place.



Harrow is the first Local Authority in the country to be able to offer this solution.

Utilising mobile technology the Personalisation Teams will be able to assist anyone without access to the Internet. This will support service users and their families through the entire process to develop and maintain their own online support plan to meet their identified outcomes.

Harrow Council is working closely with the voluntary sector and other organisations to develop the local marketplace to be able to offer more services and activities through My Community ePurse. We have been greatly encouraged by their interest in developing this into a real Community Hub.

Since the January Cabinet report was written the Government's review into failings at **Winterbourne View** has been published. The review into shocking failures of care to people with challenging behaviour found that they have too often received poor quality and inappropriate care. The report found that many people are admitted to hospital unnecessarily and once in hospital they stay too long.

Some of the key findings are relevant to this review. These include:

- People have a right to be offered the support and care they need in a community-based setting, as near as possible to family and other connections
- Commissioners must design, commission and provide services which give people the support they need, in line with well established best practice

***These findings further suggest a need for the council to ensure the provision of safe, high quality, local services to ensure those with the highest and most complex needs are able to receive the support they need in Harrow.***

#### **Integrating Health and Social Care:**

The number of people in England who have health problems requiring both health and social care is increasing. For example, in the next 20 years, the percentage of people over 85 will double. This means there are likely to be more people with 'complex health needs' (more than one health problem) who require a combination of health and social care services. These people are likely to require a range of services to maintain their independence including day opportunities.

The [Health and Social Care Act 2012](#) sets out specific obligations for the health system and its relationship with care and support services. This gives a duty to NHS England, Clinical Commissioning Groups, Monitor and Health and Wellbeing Boards to make it easier for health and social care services to work together to deliver integrated support systems to meet local needs.

#### **Proposed Legislation:**

The Government has proposed a Care Bill which is currently being considered by the House of Lords. This will reform the social care system and will have a range of implications for councils, notably a number of additional duties and requirements. It is expected that impacts will start from 2015 onwards.

Of particular relevance to this paper is consideration of the impacts of Dilnot proposals. These will lead to a cap on individual contributions to care, which will ultimately mean that the council funds eligible care for all in the community, rather than just those who cannot afford it. This will lead to a substantial increase in the number of people supported by the council as at present “self-funders” often do not become known to us. There is potential that this will identify un-met needs in the community and could lead to an increase in the numbers of people needing to access day opportunities in the future.

In addition the care cap there will be extra duties on local authorities to provide information and advice, ensure provision of preventive services, and to provide services to carers. These all have potential to create additional pressures on adult social care.

### **Section 3: Consultation & Analysis**

This section of the report provides information on capacity and service use within the current seven day services and the external contract at Sancroft for day care. Sancroft, although not council-owned or provided, is included here alongside internal services, as unlike personal budget funded services, the council pays for services directly and has a role in defining the type of service that is provided. The second part of this section provides analysis of the formal consultation on day opportunities.

#### **3.1 Data Analysis**

##### **3.1.1 Internal day services**

In considering the future model of day opportunities it is necessary to assess capacity and current regular up-take of these services. The council has a duty to meet assessed needs, day opportunities are one of the options that people are able to choose to meet their needs. The challenge to the council is to ensure that internal services are able to respond to current and future demand for services including the ability to respond to local demographic changes.

Table 1 below shows the capacity, planned and actual service use in each of the council provided day centres during the sample month of February 2013. This reflects actual attendance for planned day care and raises issues of take up of places allocated.

**Table 1 - Actual, planned and capacity statistics February 2013<sup>2</sup>**

<b>Day Service</b>	<b>Capacity per day</b>	<b>Capacity</b> (i.e. no. of day places available each week)	<b>Current planned day places*</b> (i.e.: no of day places allocated each week)	<b>Utilisation (planned)</b>	<b>Average actual places taken up each week</b>	<b>Utilisation (Actual)</b>
Byron NRC	40	200	150	75%	122	61%
Vaughan NRC	30	150	151	100%	131	87%
Kenmore NRC	30	150	137	91%	99	66%
Gordon Avenue Day Service	9	45	30	67%	29	64%
Bentley NRC	64	320	105	33%	86	27%
Bedford House Day Service	9	45	41	91%	41	91%
Milmans Day Centre	50	250	124	49%	79	31%
Sancroft Day Centre	50	250	153	61%	121	48%

Some of the day centres show a significant percentage of planned use which does not take place, in Milmans for example only 63% actually attended. As many of the service users are frail, sporadic attendance may be due to periods of ill health.

The percentage of service take up compared to capacity identifies significant issues:

- Only Bedford House and Vaughan are operating at more than 85% of capacity actually being taken up, which is a figure we would consider an acceptable level;
- In Bentley day centre planned attendance is only 33% and actual attendance only 27% of capacity;
- The five remaining centres are showing actual attendance between 31% and 66% of capacity.

The lack of take up may be caused by a number of factors. The January Cabinet report highlighted the impact on uptake of day care following the introduction of the Fairer Charging Policy in 2012. This policy has meant people who can afford to are expected to make a contribution towards the cost of their services. This has led to some people to decide they no longer wish to attend. In addition, it may in part be due to people spending their personal budget in a different way, or that activities are not attractive to potential service users. Work continues to increase the range of services on offer to attract service users (e.g. a Reablement programme has been introduced at Bentley NRC which has proved very popular). Services have also made attempts to market services to people in other boroughs.

The difference between capacity and planned service take up provides a clear indication of the level of change needed.

<sup>2</sup> Actual attendance figures are based on the average over the month of February 2013

### 3.1.2 External Day Centre Contract

The council currently spends £491,463 a year on a contract for day care for older people at Sancroft Hall. This is part of a 25 year PFI project, which includes residential provision for older people. The PFI contract still has 12 years to run (ends 2024).

Table 2 below highlights an issue in that the number of people attending this service range between 38.2% and 54.7% as a percentage of capacity. Officers are working with the provider to maximise the opportunities at the centre.

Identifying how Sancroft will become part of the future service model, and how issues of take up will be tackled, represents a key challenge for the review.

**Table 2 - Actual attendance and capacity during February 2013**

<b>February 2013</b>	<b>Actual attendance - February 2013</b>	<b>Capacity</b> (25 block contract places)	<b>Attendance as a % of capacity</b>
Anjali – Asian older people	260	525 (21 days x 25 places)	<b>49.5%</b>
Byron – dementia service	164	300 (12 days x 25 places)	<b>54.7%</b>
Maya – Asian older people	86	225 (9 days x 25 places)	<b>38.2%</b>

As with internal services Sancroft staff have indicated that the numbers of people attending have fallen since the Fairer Charging Policy has been introduced.

### 3.1.3 Conclusion:

A clear conclusion from these figures is there is a need to **reduce the number of units available**. The current level of service take up causes services to be inefficient and increases the cost of supporting each service user.

Despite the low level of take up, services continue to be staffed at similar levels to their full capacity. This is because safety must be maintained and building need to adequately staffed.

## 3.2 Consultation Process

### 3.2.1 About the Consultation

The Council has carried out statutory consultation over a twelve-week period from February 2013 to May 2013. This review focuses on the future shape of day opportunities in Harrow and specifically the seven services directly provided by the London Borough of Harrow. The services under review are:

- Byron Neighbourhood Resource Centre (NRC) for people with learning disabilities
- Kenmore NRC for people with learning disabilities
- Vaughan NRC for people with learning disabilities
- Gordon Avenue Day Centre for people with learning disabilities
- Bedford House Day Centre for people with learning disabilities.
- Milmans NRC for older people

- Bentley Day Centre for disabled people

In addition the service provided under contract by The Freemantle Trust at Sancroft Hall is operating under capacity and is also being considered. This service is provided to older people and has a particular focus on supporting Asian elders.

There is a wider market place of day opportunities in Harrow. These provide services to people who are self-funders and people who have a personal budget and choose to purchase them. These services are not commissioned by the council and Cabinet do not have authority to change the way they deliver. However, we have engaged with these services, and those that use them, and identified the role we see them having in the future within recommendations. See Section 3.2.7 in relation to external provider consultation.

### **3.2.2 Who was consulted?**

We have learnt lessons from previous consultation exercises and ensured the following aspects of a robust consultation:

- Service users – to ensure users were effectively engaged we posted a personal copy of the easy read questionnaire to every service user from each of the NRCs and held more than 20 events;
- Carers – we worked closely with our Lead Officer for Carers and with Harrow Carers to encourage them to give us their views on the proposed changes to services;
- Voluntary Sector Organisations – we invited local organisations to a separate consultation event, and wrote to them inviting them to submit a response to consultation;
- Councillors – we wrote to all Ward Councillors with a service in their Ward and invited them to the consultation events;
- Advocates – we invited advocacy groups to all events, invited advocacy organisations to respond formally to consultation, and identified people who have individual advocates through working with day centre staff.

The council went to great lengths to ensure the consultation was thorough and gave people the opportunity to make their views known. The consultation was delivered in accordance with the Corporate Consultation Standards, which are focused on ensuring it is accessible and involves the communities affected by the proposals.

Consultation sessions were well attended and engaged service users in discussions about options. The support of family members, advocates and in some cases key workers assisted with this process.

In total we talked face to face with 477 people. In addition we received 164 completed questionnaires. A breakdown of consultees is presented below:

<b>Consultation participants</b>	<b>No.</b>	<b>%</b>
<b><i>Consultation meetings - day service user</i></b>		
Adults with learning disabilities (Bedford House Day Service, Byron NRC, Gordon Avenue Day Service, Kenmore NRC, Vaughan NRC)	95	14.5
Adults with physical disabilities (Bentley Day Service)	54	8
Older people (Milmans NRC)	34	5
Sancroft (Contracted Day Service for older people)	39	6
Welldon Activity Group	18	3
Shaw Trust (Independently provided day service for adults with learning disabilities)	3	0.5
<b><i>Sub total</i></b>	<b>243</b>	<b>37</b>
<b><i>Consultation meetings - other</i></b>		
Carers (of users of Harrow Council provided day services)	63	9.8
Tanglewood (A weekly club for people with learning disabilities, some members may use a day service)	50	8
Young people in transition (Shaftesbury High School and Kingsley High School)	26	4
Sheltered accommodation residents (older people)	17	2.5
Members of staff (attended the seven Harrow Council Day Service staff consultation meetings)	60	9
Unions (One union member attending three different Harrow Council Day Service staff consultation meetings)	1	0.2
Day Service providers (17 representatives from 14 provider orgs)	17	2.5
<b><i>Sub total</i></b>	<b>234</b>	<b>36</b>
<b><i>Questionnaire respondents</i></b>	<b>164</b>	<b>25</b>
<b><i>Additional written submissions and telephone feedback</i></b>	<b>8</b>	<b>2</b>

There were three written submissions from voluntary sector organisations and one from the NHS Harrow Clinical Commissioning Group. We received two letters from carers, one carer phone call and an email from the Bentley Day Service Users Committee.

In summary:

- Of the total 164 questionnaires completed and returned: 107 (65%) were completed by service users; 21 (13%) by carers; 17 (10%) by family members (who were in most cases also carers); and 10 (6%) by pupils from special schools. Other respondents included volunteers and advocates;
- Of the 32 consultation meetings, 22 were for users and carers. Three of these meetings were focussed specifically on Gujarati, Punjabi and Hindi speaking users and carers, facilitated by Harrow Council staff, whilst Gujarati speaking staff were available at the other events. We also translated the questionnaire, on request, to Gujarati. One of these 22 meetings took place at Harrow Civic Centre in the evening to enable people who could not attend a meeting during the day to engage in the consultation process. Additionally, there were a total of eight meetings with day centre staff whose views inform the consultation. There were also two meetings with young people in transition attending sixth form of special schools and a meeting with current and potential day opportunity providers;

- Events were publicised at centres, the council’s website and via local voluntary sector organisations;
- Voluntary sector organisations were involved in the design of the easy read questionnaire and the face-to-face meetings;
- We posted easy read questionnaires to every person who uses the Harrow provided day services. In addition, to making these available at every consultation event and via voluntary sector organisations;
- In addition to the easy read questionnaire, opportunities to respond were offered via face-to-face consultation meetings; a dedicated email address; and opportunities to speak to staff within the centres.

Unions and Ward councillors were invited to attend meetings. A Union member was present at three of the eight staff meetings. Voluntary sector organisations (Harrow MENCAP, Harrow Age UK, Harrow Association of Disabled People, and Harrow Carers) were invited to be members of a Consultation Project Group, together with Council officers.

In addition, key stakeholders, including advocacy groups, voluntary sector organisations and providers, were encouraged to respond formally in writing, via letter or email using a dedicated consultation email address, or by phoning officers coordinating the consultation.

Participating voluntary organisations encouraged users and carers to take part in consultation, through displaying the information at their venues, and including this information in their regular newsletters. Age UK and Harrow Mencap were sent copies of the questionnaires, which they helped service users to complete.

We have also received consultation responses from Harrow Clinical Commissioning Group, Harrow Association of Disabled People (HAD), Age (UK) Harrow and Harrow Mencap. These can be found in the consultation document in Appendix B of this report.

A full report of the consultation results is attached at Appendix B. This report contains a detailed summary of all consultation activity and responses. For the purposes of this report we have focussed on the following aspects of the consultation:

- The proposed future model for day opportunities in Harrow;
- The reduction in the number of buildings in use; and
- The aspects of day opportunities that are important to people.

A number of service users, carers and providers commented that they enjoyed their consultation event and found it informative and supportive. People also stated they had an opportunity to have their say and understood more about the options and reasons for the review of day services in Harrow.

### **3.3 Feedback Relating to Key Aspects of Consultation**

This section of the report focuses on key areas of discussion in the consultation. There is a particular focus on areas relating to the future model of day opportunities in the borough.

More detailed analysis of the feedback to the consultation is included in the Consultation report in Appendix B.

### 3.3.1 Proposed future model for day opportunities in Harrow

Questions 3, 4, 5, 13, 15 and 16 of the consultation questionnaire:

The consultation focussed on two service options: one in which the council would focus more on **supporting those with more complex needs**, for example people with advanced dementia or people with severe autism and behaviour described as challenging. This proposed model also suggested **people with lower level needs** could be supported to access a wide range of services/day opportunities **with their personal budgets**.

Day opportunities may not necessarily be in a building and may include places that the general public use, such as libraries and leisure services. The central focus was on providing more choice and control to service users.

The second model was for the NRCs to be focussed in a different way in which lots of different people could access them as community hubs.

#### What people told us during the consultation

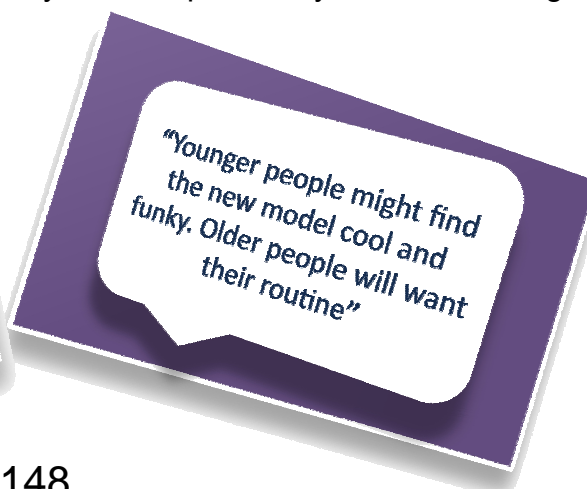
Service users and carers generally described the centres as a lifeline, enabling users to continue living in their own homes, and enabling carers to continue providing the necessary support.

When asked about whether a model focussed on moving people to personal budgets and the development of a wider range of day facilities the majority (100 people/61%) of people said the model might meet their needs but they would need some support.

Respondents were asked what support would be needed if the proposed model was chosen. People identified the following areas of support:

- To understand the implications of the model for each service user, one respondent stated, 'to understand how the change will effect me';
- Support with financial and administrative management of a personal budget;
- Information and advice about the availability and quality of new/alternative day services; and
- The availability of advocacy support to make informed decisions.

Many other respondents did not answer the question directly but stated they wanted to continue to receive a good day service, preferably without a change to current provision.





People were asked about whether in future NRCs should focus on providing day opportunities to people with a higher level of need (e.g. people with advanced dementia or people with a severe learning disability whose behaviour is described as challenging) and people with a lower level of need could purchase their support in the community via their personal budget.

In total 64 people (39%) responded to this question. There were almost equal numbers of people agreeing to or disagreeing with the proposed model. This response was anticipated and understandable. Many people would identify themselves as someone who either has a higher level of need so may experience a lesser change, or as someone who has a lower level of need and may experience more change if the NRCs were refocused. People identified a range of concerns about accessing the community via a personal budget. These included:

- People not wanting any change to their current service;
- A feeling that people with a lower level of need were considered to be less important;
- People are concerned about losing touch with friends or possible loneliness of accessing community facilities without a familiar group.

In the consultation events there was active discussion on the focus of this potential future model. At these events service users, carers and staff indicated support for a change in focus for the NRCs to meeting the needs of those with a higher level or complex needs. People highlighted the need for further development of activities in the community and more information on the impact for individual service users.



Question 15 of the consultation questionnaire focused on service users who travel outside of the borough in order to access services. Sometimes service users access out of borough services to meet a particularly complex need.

The majority of respondents agreed that encouraging people to access services locally would be a good idea. Other comments included:

- The need for specialist autism services in Harrow;
- People felt that even if they have a higher level of need they should be able to have their needs met in Harrow;

- Some people said they had made friendships in the services they attend and would want to maintain those friendships;
- One respondent stated that people with complex needs should be able to access the community like anyone else and not spend all their time in a building.

Question 16 of the consultation questionnaire asked for views about day centres being used in a different way. This would include mixed hubs for people with a range of needs rather than services specialising in meeting the needs of people with a high level or complex needs. We had a mixed response to the option with some respondents agreeing that as long as the environment was appropriate a mixed 'hub' may work well. There were, however, concerns raised that people with behaviour described as challenging or people who are very confused may need specialist support in services specifically focused on meeting these needs.

Just under four out of ten respondents (39%), either strongly agreed or agreed with the proposed model that Harrow Council day centres could be used by lots of different people in the community. A further third (34%) strongly disagreed or disagreed whilst the remaining 27% said they did not know or did not provide an answer.

Additional comments included:

- This model may not suit people with very complex needs who may require specialist support and staffing;
- Staff would need to be sufficiently trained to work with a broader range of needs;
- The model may provide opportunities for greater integration;
- Any potential safety issues would need to be mitigated.



### **Our response to what people told us**

The feedback suggested those who had reservations about the model believed it would mean a cessation of the day service for them and that they will be left isolated. It is recognised that any change can cause anxiety for people. Where anxieties were raised at consultation sessions **staff offered reassurance people would not lose the support they needed as they had been assessed as needing support**; however services may look different and be provided in a different way.

Staff at consultation sessions confirmed that if changes do take place they would be well managed, may involve a period of transition and would be

delivered in a person-centred way. Opportunities would be provided to **enable service users and carers to visit centres in advance if an individual was going to attend a different location**. Additionally, this may help to address possible concerns where individuals may not have the capacity to consider changes they have not yet experienced.

Discussion took place in consultation sessions about implementation of any proposed change. Service users and carers said changes had to be well planned with individual needs of service users continuing to be met. **Many asked for peers within centres and staff to transfer together if changes were being made**.

The council needs to make the best use of the resources available to it, and to ensure those with the highest needs are safeguarded from harm and abuse. In a situation with reducing budgets and increasing needs, the council must prioritise the use of specially designed buildings.

However, **it is essential people with lower needs are supported to access services as well, and have a choice** of high quality, safe activities in the local area. All changes must be as a result of individual needs assessment and person centred support planning. The council will need to **ensure people are as effectively safeguarded when using external services as they are when using those provided by the council**. Through our quality assurance, safeguarding and complaints processes, Harrow is proactive and committed to ensuring everyone who uses social care services is protected from harm and abuse.

At present 43 (7%) service users are currently accessing day opportunities outside of the Borough. Many people access these services to meet a high level of need that requires a particular specialist service provision. We are proposing to transform the NRCs to meet the needs of people with a higher level of need and therefore reducing the need for people to travel outside of the borough to have their needs met. We recognise people will have friendships they would want to maintain and if a decision is made to transform services in Harrow any changes to people's services will be done in a person-centred way that will identify where people will need support to maintain existing social networks.

Whilst the idea of a mixed model/hub was favoured by some people, this is likely to be a more expensive option, offering a wider range of services than at present, whilst facing substantial funding constraints. Co-locating some services would be difficult because of the nature of complex needs, meaning that the council is likely to need to provide services in a number of buildings. We have not proposed a mixed model/hub in the final recommendations to Cabinet. See Section 4.1 on the options considered.

### **3.3.2 Day Centre Buildings**

Questions 13 and 14 the consultation questionnaire:

In consultation we made people aware we are not utilising the day service buildings effectively and many are operating without being used to capacity. We asked people's views on closing some of the centres to enable the council to use resources more effectively.

### **What people told us during the consultation**

There were 40 (24%) comments on this question; the majority of people did not agree that we should close some buildings in order to maximise the efficiency of resources fearing the building they currently use might close. They indicated in their view there is no suitable alternative to meet their needs, service users need familiarity, and a change in location may not suit some people.

However, during consultation sessions it was evident that people were not familiar with other day centres as they had not visited them. This may have influenced in part their reluctance to consider the efficiency argument of utilising buildings more effectively. Some respondents indicated that buildings should be used fully, and said if centres and transport were more affordable greater numbers of people would attend.

A number of voluntary organisations and groups, including the Harrow Asian Deaf Club use the day centres for meetings and activities. These impacts will need to be considered if there is any reduction in the number of day centre buildings.

Other comments from consultation sessions held at each centre included:

- The importance of planning any building closure was emphasised including helping service users to maintain existing relationships with other service users and staff;
- Family carers of service users at Bedford House Day Centre stated that the centre provided a sense of community for users and carers alike, providing a safe environment;
- Some service users at Bentley said that they would not mind going to a different building if it had the appropriate equipment and trained staff;
- The majority of service users at Milmans stated that they would not mind sharing the centre with other user groups as long as enough trained staff and facilities were available;
- At Byron NRC service users and carers said they wanted to be involved in decisions about the future of their day care provision.

### **Our response to what people told us**

The council recognises change is worrying for people and people often value a familiar environment or a particular place.

However buildings are currently under-utilised and there appears to be a clear case for considering how best to use the centres more effectively. This is a relatively recent phenomenon as when the NRCs were first opened they were well used.

There are a number of reasons why this is no longer the case; many people now access a range of opportunities with a personal budget instead of attending a centre. Most importantly, the impact of the Fairer Charging Policy has led to some people taking the decision not to attend a day centre. They are now being asked to financially contribute to it.

In implementing recommendations it will be **very important to ensure that people are given choices about the services they have available**, and that the council continues to make provision to meet assessed needs. **The council will ensure that people with eligible assessed needs will continue to have their needs met.**

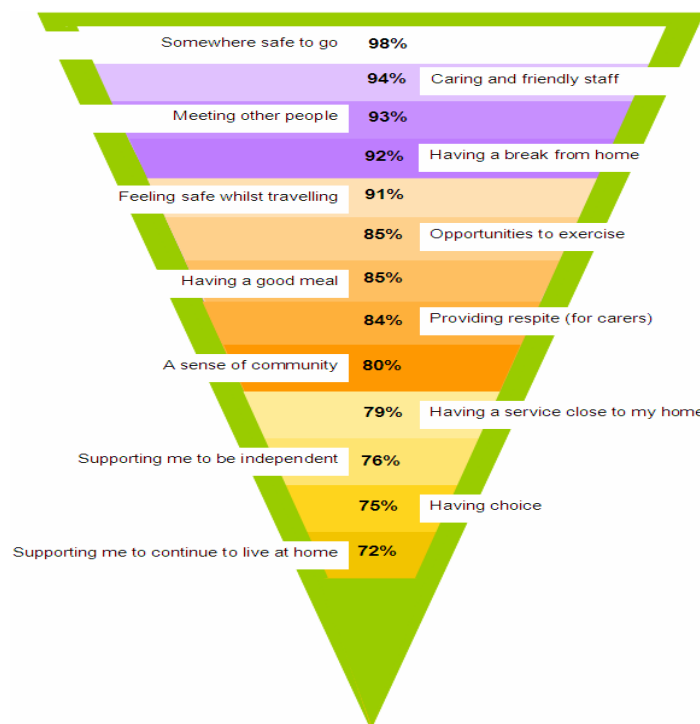
The first phase of the transformation of day opportunities in Harrow would be focused on reducing the number of buildings in use and would not result in a change in the level or type of services provided to individuals. Changes to the level or type of service provision to meet assessed need would involve a review of support plans to ensure needs are met. Day services are only one way to meet an individual’s assessed need. If approved by Cabinet, **transfer of service users to other centres would be carefully planned in coordination with service users and carers.**

### 3.3.3 What is important about day opportunities

Questions 7 and 8 the consultation questionnaire

In order to effectively plan future day opportunities, we asked about the importance of different aspects of a day activity. Analysis of the responses is included below:

**Diagram to illustrate how people rate various aspects of day care provision**



Having somewhere safe to be looked after was considered the most important aspect of day opportunities. Day Centre staff received considerable praise throughout the consultation, which is reflected by the second highest ranking.

All of the day services/activities were clearly considered to be important, however only 60% of respondents stated work related skills as being

essential, very important or important, which may be a reflection of the number of older people who returned a questionnaire.



Questions 9 and 10 of the consultation questionnaire asked respondents to tick which activities and services they (or the person they cared for) would like to do instead (question 9) and in addition (question 10) to attending a day centre.

In question 9 we asked people to identify the activities they would want to do instead of attending the day centre. Analysis of the responses shows that the most popular activities identified would be going to parks and gardens, shopping trips, day trips, exercise, and cinema.

The activities and services chosen by respondents who answered the questions were relatively similar for both questions. Outings and activities including visiting parks and gardens, shopping and day trips and exercise were the most popular activities chosen by over half of the respondents. Going to places of worship, activities in the pub and alternative therapies were selected by between a quarter and a third of respondents. Some 47% of respondents would like to go to the theatre instead of attending a day centre, whilst 27% of respondents said they would like to go to the theatre in addition to attending a day centre.

Learning and education were important to respondents: 48% would like adult education classes if they did not attend a day centre and 38% would like this in addition to attending a day service. Whilst 47% of respondents wanted to learn new skills if they did not attend a day centre, 50% would like this in addition to attending a day service.

The majority of responses reiterated the important aspects of day opportunities included in the questionnaire. Other comments related to communication with family; carers being part of decision making; affordability; routine; feeling respected; getting help from staff with practical problems like paying bills and learning skills.

A resounding view across all consultation sessions was that service users wanted to get out more and experience different activities. Many people wanted to use the day centre as a central hub or base in order to access a greater range of activities and outings.

### **Our response to what people told us**

These responses help us to identify what is really important to people and what should be considered when transforming day opportunities for them. Additionally, they also help to identify ways of meeting needs in a more creative way rather than in a building-based day service. An example could be where people have rated the importance of having a good meal (73%) - for these people there may be opportunities to identify luncheon clubs in their locality that could provide this element of their support.

#### **3.3.4 Access to Advice and Information**

We asked people to tell us how they preferred to receive information and advice:

- The most popular ways for respondents to receive information were through leaflets and flyers; from voluntary organisations; and through the centres;
- A number of respondents suggested information should be sent by post.

### **Our response to what people told us**

As we develop the market of day opportunities, we will work with voluntary sector partners to ensure information is available on day care activities in the community. Additionally, Neighbourhood Resource Centres provide regularly updated information.

The recent Department of Health User Survey (2012-13) reported a high percentage (71%) of Learning Disability clients and 71% of people with a Physical Disability who found it very or fairly easy to find information. This demonstrates that, in general, people have good access to information and advice.

#### **3.3.5 Views from Voluntary Organisations**

##### **Harrow association for Disabled people (HAD)**

HAD commented on personal budgets and said giving personal budgets is definitely the 'way to go'. This may encourage people to 'gradually replace some of their day service time'. The organisation highlighted that many people rely on their day centres for socialising and do not necessarily want to change.

They felt spending budgets on support into work/voluntary work are positive for many people, as there is currently very limited support available. It is often in the preparation time before work that support is really needed, as it may be provided by Access to Work afterwards if someone finds work.

Moreover, HAD stated personal budgets are a better option to meet the needs of the many people who do not fit into a recognised service model (e.g. people with Asperger's or Autism), but as with commissioned care, personal budgets may need to be a different and better offer for people who have additional needs. For example people whose behaviour is described as challenging.

HAD cautioned against the suggestion people with complex or a higher level of need cannot access the community and should therefore be in a building based service.

Additionally, they said transport is an important factor for many disabled and older people.

HAD continued to say people may embrace more flexibility regarding their chosen activities “if they weren’t called ‘day activities’ or ‘day opportunities’”. Other people have social lives, lifestyles, etc, and it may not help to develop non-institutional thinking about what’s on offer, if the terms used relate to something which has only ever been offered to people who use services.

### **Our response**

Harrow as pioneers of Personalisation have piloted and are now in the implementation phase of a new solution called My Community ePurse. This will dramatically improve accessibility of personal budgets and lead to a greater choice of services and activities for service users.

We are recommending an option that focuses on NRCs supporting people with the highest level of need. NRCs are staffed by highly skilled staff who are able to support people both in the centre and to access the local community.

### **Harrow Mencap**

In their response to the consultation, Harrow Mencap welcomed the move towards a more personalised approach to the Council’s day service provision. They went on to say ‘where personal budgets are implemented well people have an opportunity for greater choice and control in all aspects of their lives’.

They highlighted the importance of good planning and coordination, particularly where people are experiencing changes to more than one aspect of their support.

They went on to recommend a number of key aspects when considering transforming day opportunities. These included:

- A balance between risks and choice and control;
- Greater access and active participation in the local community;
- A well developed market place;
- Access to information, advice and advocacy;
- A need for more services for older people with dementia, people on the autistic spectrum;
- A need for services to meet Harrow’s ethnically diverse population.

### **Our response**

We welcome Harrow Mencap’s response to the consultation and their support in designing and developing accessible information; and providing their knowledge and expertise to consider the possible impacts of proposed changes to day opportunities.

### **Age UK Harrow**



In their response, Age UK welcomed the opportunity to review the way the day services in Harrow operate. They went on to identify some key aspects to day opportunities for older people including:

- People should have choice regardless of whether they have low level or higher level or complex needs;
- There are still many older people who do not use the internet and need support in this area;
- In the short term closing buildings that are not being utilised makes sense, but be aware of the growing population of older people;
- Many people with a lower level of need do not want to use a day centre;
- Services need to be flexible and be able to respond to people's changing needs;
- Older people should design their own activities;
- There are not enough activities for older men;
- The model sounds good but people with all needs should have access;
- It would be good to pilot some community hubs.

### **Our response**

We welcome Age UK Harrow's response to the consultation and their support in designing and developing accessible information.

Their points regarding demographic changes and a potential increase in demand for services are consistent with our recommendations. We recognise the need to retain buildings but must balance this with a vibrant market of community-based activities.

### **3.3.6 Summary of views from the Provider consultation session**

A consultation event was held with a range of provider organisations. The following key points were raised:

- There was recognition that buildings had their place in any new model particularly for people with a high level of need. However support to take an active role in the community is also important;
- There is an increasing need for services for older people with dementia, people on the Autism spectrum and the ethnically diverse population.

Providers' suggestions for what the market could look like and what they could provide were:

1. A larger number of small providers offering services to individuals or small groups;
2. A pool of people with skills in a particular activity, like horse-riding, who could work with vulnerable adults on an individual basis, or offer sessions at the day centres;
3. Supported breaks;
4. Community based support groups for a few hours each week, offering leisure, social skills, independent living skills, sports;
5. Flexible transport;
6. A job brokerage service, which the service providers and user groups could link into.

Providers suggested ways in which they can contribute to a market of flexible day opportunities. Additionally, they indicated how the Council could support market development through the provision of information, marketing, funding and support with developing models of service.

### **Our response**

Harrow have piloted the implementation of a new solution called My Community ePurse, which will dramatically improve accessibility to personal budgets and lead to greater choice of services and activities for service users.

We are recommending an option that focuses NRCs on supporting people with the highest level of need. NRCs are staffed by highly skilled people who are able to support people both in the centre and to take an active role in their local community.

### **3.3.7 Staff Views**

Staff meetings were held at each of the NRCs and internal day services during the consultation period. Staff identified the following key points:

- Specialist training where necessary;
- To have up to date information so that they are able to support service users effectively if they have any questions;
- More information about the recommended option and what it means for individual staff.

Unions were invited to attend all staff meetings. A Union representative has been present at staff meetings and their views have been incorporated into the staff feedback. Their specific comments and questions included: the breakdown of the efficiency target; confidence the changes would achieve the target; risks to jobs and working conditions; importance of considering role profiles; covenants which restrict sale of buildings; and having sufficient time to respond to the cabinet report before a decision is made.

### **Our response**

Staff were informed that the aim of the meetings was for informal staff engagement to enable their views to be fed into the consultation process. If a decision is made necessitating changes to staff roles and responsibilities a formal consultation will be carried out in accordance with the Council's Protocol for Managing Change.

We appreciated the Union's attendance at the staff meetings both for the support they provided staff and the additional questions they asked. A written response has been sent to the Union on the points they raised. The Unions will be provided a copy of the Equalities Impact Assessment (EqIA).

### **3.3.8 Feedback from Harrow Clinical Commissioning Group**

Harrow Clinical Commissioning Group (CCG) submitted the following response to the consultation:

Harrow CCG wishes to work with the Harrow Local Authority in the development of the proposed model for Adult Day Services. This will maximise the shared opportunity to support greater integration of health and

social care services in order to develop improved, seamless, preventative services.

There are significant opportunities for alignment and collaboration between health and social care in the development of Adult Day Services.

This is reflected in a number of strategic Harrow CCG priorities and specific areas of work underway, which would be relevant to the *Adult Day Service Review*, including: The Out of Hospital Strategy: 'Shaping a Healthier Future'; the Joint Health and Wellbeing Strategy 2013 – 2016; and the: local Quality, Innovation, Productivity, and Prevention (QIPP) Programme.

Other areas of synergy between Harrow CCG and Harrow Council with regards to Adult Day Services include:

- Harrow Council and CCG Joint Commissioning Intentions for 2013/14, i.e. winter planning, dementia, and Children's Services (particularly where we can support alignment of the health and social care services supporting service users as they transition from children's to adult services).
- Winterbourne View: ensuring that adult safeguarding is strengthened in line with national recommendations.
- Joint NHS Harrow and Harrow Council Autism Strategy: including improving the support offered to the known population of people with autism, including people who have autism with additional learning disabilities or mental health issues.

Harrow CCG welcomes the consultation and review of Adult Day Services in Harrow, and hopes to work closely with the Council to develop proposed models in order to:

- Maximise opportunities for integration between health and social care services; and
- Ensure alignment with existing health and social care strategies.

### **Our response**

The council welcomes this helpful and constructive response from the CCG, which is in line with feedback from users of day services who wished to see the integrated service delivery.

Section 4.3 of this report sets out the different phases of implementation of recommendations, should they be accepted. We will seek to work closely with the CCG lead up to, and during implementation of Phase Two, to identify opportunities to provide integrated support within the future service model. This will include potential for capital works to support this integration as outlined in Section 5.2.1. A representative of Harrow CCG will be invited to be part of the Implementation Group for this review.

## **3.4 Key conclusions & messages from consultation**

This section includes a summary of the key messages we have taken from the consultation. These have been reflected in our considerations in relation to options:

- Service users and carers emphasised the importance of day care/day opportunities;
- Service users and carers understood the need to **rationalise the use of buildings**;
- Service users identify with a particular building and service and whilst there was a recognition some buildings may need to close, people did not want the service they attended to close;
- Respite was seen as an important element of independent living enabling carers to continue to support service users within their own homes;
- Integration with Health and access to health services such as physiotherapy were seen as positive;
- **Personal budgets are key to choice and control** and people need support to understand the process;
- **Personal budgets, are considered a better option to meet the needs of the many people who do not fit into a recognised service model**;
- The introduction of the Fairer Charging Policy has affected attendance at the day centres;
- There is a need for services able to support **people with dementia, autism and behaviour described as challenging**;
- **Buildings are important but so is taking an active role in the community**;
- People will need good information and support if a decision is made that leads to change.

### Section 3.5 Capital/building considerations

Alongside the consultation, research and analysis of data, the availability and use of suitable buildings is a key consideration in determining a future model of day opportunities. We have identified both in the January report to Cabinet, and earlier in this report that we expect to use fewer buildings in the future than at present.

The table below (and a more detailed table in Appendix C) sets out information about the seven buildings that provide Harrow run day opportunities and the block contract delivered at Sancroft Hall. The table includes details of capacity, accessibility, ownership and Pros and Cons in relation to the continued use of the building. This information will be used to help to identify services we should use in our future service model.

In this section, we are considering how suitable each building is for the delivery of services in this review. In doing so, we need to consider the ownership and contractual arrangements of the buildings, and whether the council is able to make alternative use or dispose of them. A key consideration in this is, for example, where PFI arrangements are involved the council would need to enter into detailed and potentially expensive arrangements for alternative use or cessation of the agreement.

We will discuss capital considerations again in a later section (Section 5.2.1) of the report in which we consider the impacts of recommendations. This

section will consider changes, which would be needed to buildings we are recommending to use in the new model.

As outlined in the table below, the Council owns Bentley and Bedford House with no restrictions on use. In addition, Milmans is council owned. However, this has a covenant on it limiting the types of activities it can be used for. This covenant is likely to reduce the commercial value of the land and its attractiveness to investors.

<b>Name</b>	<b>Current Use</b>	<b>Capacity</b>	<b>Accessible?</b>	<b>Owned by</b>	<b>Pros (for future use)</b>	<b>Cons (for future use)</b>
<b>Bentley</b> Harrow Weald	People with Physical Disabilities	64	Yes	London Borough Harrow	- Large site - Large capacity - Gym on site - Large number of voluntary sector groups use building	- Run-down building - In need of modernisation - Prime location for sale
<b>Bedford</b> Pinner	People with Learning Disabilities	9	Yes	London Borough Harrow	- Good facilities on site	- Small capacity - On site of residential home
<b>Milmans</b> Pinner	Older People including Dementia	50	Yes	London Borough Harrow	- Covenant on building use - Good location in desirable area	- Some improvements needed
<b>Sancroft</b>	Older people, focus on BME groups. 1 Learning Disability session	50	Yes	Catalyst Housing	- Long-term contract for use - Modern, high spec building	- Need to negotiate model
<b>Gordon Avenue</b> Stanmore	People with learning disabilities	9	Yes	Genesis	- Good location	- Small capacity
<b>Byron</b> Wealdstone	People with learning disabilities	40	Yes	London Borough Harrow	- Modern, high spec building - Tied in to PFI	- Need to negotiate changes
<b>Vaughan</b> West Harrow	People with learning disabilities	30	Yes	London Borough Harrow	- Modern, high spec building - Tied in to PFI - Has a multi-sensory environment	- Need to negotiate changes
<b>Kenmore</b> Kenton	People with learning disabilities	30	Yes	London Borough Harrow	- Modern, high spec building - Tied in to PFI	- Need to negotiate changes

Byron, Kenmore and Vaughan are council owned but subject to a PFI agreement. There is a financial commitment from the council to continue to pay for these buildings until 2024. The council could potentially negotiate alternative uses for these buildings, however they are purpose built for delivering services to adults with disabilities, and physical changes would incur additional capital costs.

We have not considered factors relating to the secondary uses of buildings, such as use by Voluntary Sector groups in this part of the report. These are referred to in Section 5.2 where we consider capital implications of recommendations.

These capital considerations are factored into the proposed models and recommendations in Section 5.2.

## **Section 4: Service Models & Recommendations**

### **4.1 Service Model Options**

This report has considered a wide range of information, which supports decision making in relation to the future model of day opportunities. This includes the Why a change is needed, feedback from Consultation, Capital considerations and the needs that the council must meet.

The report identifies the need for a new and coherent model of services with the aim of transforming “day services” to “day opportunities”. In the consultation we asked a range of questions about the way we use the day centre buildings and how we might change the way the services are provided in the future. Officers have sought to identify the options, which would meet the objectives of the review and achieve the outcomes identified as most important by users and carers. This would be through the provision of high quality services within the available budget.

The drivers for change identified through consultation and analysis include:

- A number of the internal services are operating significantly under capacity, identifying a need to reduce capacity in some areas
- Benchmarking data shows that a high number of people use day services and that some of these are relatively expensive compared to other areas
- In future an increasing number of people who have complex needs, including dementia, will need services
- The council is committed to continued use of a number of buildings, through contractual arrangements, but has more flexibility in others
- The council needs to achieve savings, as set out in the Medium Term Financial Strategy, and so there is a need to make changes to the way services are delivered
- Over time the impact of Personalisation will be that more people need to be more able to make choices about how they wish to meet their needs – the services we provide need to reflect this
- Consultation identified a need for services able to support people with dementia and autism and behaviour described as challenging
- Service users and carers understood the need to rationalise the use of buildings

Following the consultation officers have identified there to be three broad options relating to council provided services for Cabinet to consider:

1. Retain all seven internal day services and buildings (no change);
2. To change the NRC service provision to focus on meeting the needs of people with high level or complex needs. In doing this deliver services from Byron, Kenmore, Vaughan and Milmans NRC's, but close Bentley NRC, Gordon Avenue Day Service and Bedford House Day Service;
3. Provide a mix of Community Hubs and Specialist Services, either co-located or provided in different buildings in the borough.

In all options we will need to work with the owners and providers of Sancroft Hall to maximise the contract we have with them. This work has already started. The council does not own or run this service but has a PFI contract with them, which still has 12 years to run. The day services at Sancroft Hall are currently running significantly under capacity.

The options have not included details of how Personal Budget funded external services will operate in the future. This is because these services are commissioned by individuals, rather than the council. Cabinet does not have authority over the way they operate. However, through our market development work, officers will work closely with service users and providers of services ensuring there is an effective market place of services to meet needs. This will be facilitated through My Community ePurse.

Evaluation of the options considered has been outlined below:

### **Option 1: Retain all seven internal day services and buildings (no change)**

#### **Description**

Services would continue as they are now. They would provide support to the current service users who access them.

Retain all services and buildings - Bentley NRC, Byron NRC, Kenmore NRC, Vaughan NRC, Milmans NRC, Gordon Avenue Day Service and Bedford House Day Service.

#### **Analysis**

- Maintaining all the services without change would mean continuing to provide services to a reducing number of service users. This is whilst other people use their personal budget to access activities outside of the council provided services. This would effectively result in additional costs;
- Day centre buildings would continue to operate well below their available capacity;
- The consultation suggests this would be the most favoured option by the majority of service users and their carers. This may be because change can be difficult for some people to consider. However, a number of consultees welcomed the opportunity that change may bring;
- People with very complex/high level needs may still have to travel outside the Borough to access their services;
- The council will not be able to respond to the changing demographic demand in the borough. This includes the increase in number of older

people with dementia who require support and young people with autism and severe behavioural challenges;

- The council will continue to provide services to focus on both those with the highest needs and a wider range of vulnerable people. However, carers indicated in consultation that many service users with complex needs would not be able to receive day care alongside other client groups. This is due to specific types of support needed and possible challenging behaviour of service users;
- Maintaining the services as they are now would not achieve the MTFs efficiency saving of £300k in 2013-14 and £300k in 2014-15;
- The council would need to purchase services elsewhere to meet the needs of those people with the highest support needs, resulting in additional costs in providing support.

**Option 2: To change the NRC service provision to focus on meeting the needs of people with high level or complex needs. In doing this deliver services from Byron, Kenmore, Vaughan and Milmans NRC's, but close Bentley NRC, Gordon Avenue Day Service and Bedford House Day Service**

### **Description**

Bentley NRC, Gordon Avenue Day Service and Bedford House Day Service would close. Service users would transfer to other day centres including Kenmore, Byron, Vaughan, Milmans and Sancroft Hall.

The level (number of days attendance) and type of activities would be maintained, therefore the initial change for service users will be the building/location.

Running costs would be saved and posts including, vacant posts, restructured. This will deliver efficiency savings assuming wider redeployment opportunities across the council.

Once the three buildings have closed and service users have moved, work will begin to review people to identify those who could be supported to access services in the community via a personal budget. This would be by using My Community ePurse - a tool which would dramatically improve the accessibility of personal budgets and lead to greater choice of services and activities for service users.

The buildings continuing to deliver services would be refocused to deliver specialisms in the following ways:

- (a) Specialist day activities for older people, including dementia;
- (b) Specialist day activities for people with physical disabilities;
- (c) Specialist day activities for people with a learning disability autism/challenging behaviour;
- (d) Specialist day activities for people with a profound and multiple learning disabilities including sensory.

### **Analysis**



- Buildings are currently under utilised. Efficiencies would be achieved through reducing the number of buildings from seven to four in respect of running costs and the deletion of a number of posts;
- People with the highest level of need would be able to access specialist services in the borough. Staff would be trained to work with people with complex needs who would be supported to achieve improved outcomes and be able to access services locally;
- People with lower level needs would be supported to exercise choice, control and achieve better outcomes by using personal budgets to purchase activities they enjoy from a market place of opportunities;
- This option would achieve the MTFs efficiency saving of £300k in 2013-14 and £300k in £2014-15;
- This would support achievement of efficiencies through rationalising the services to focus on those with highest needs. Council buildings have been purposely designed to support people with complex needs – facilities not needed by other groups;
- This option would support demographic challenges, for example by ensuring capacity for people with complex needs transitioning to adult services;
- Supports the localism agenda by encouraging the use of third sector, and alternative local providers;
- Many consultation responses positively welcomed the provision of specialist services and development of a market of alternative providers for people with lower level needs;
- A number of people with lower levels needs who use the NRCs and building-based day services would need support to identify alternative options to meet their assessed needs.

### **Option 3: Provide a mix of Community Hubs and Specialist Services, either co-located or provided in different buildings in the Borough**

#### **Description**

This model would provide a service offering open access regardless of FACS eligibility. There would be a drop-in type service alongside specialist and intensive models of support for those with complex needs.

This would enable a larger number of people to access services, advice and information without the need for a formal assessment. This is likely to increase the costs of running the service as staffing levels would need to match those in Option 2, but with the addition of support to a large number of additional people.

These services could be co-located in the same building, or in separate buildings, dependent upon capacity and location.

#### **Analysis**

- This would enable council services to focus on both those with highest needs, and a wider range of vulnerable people. The Council would need to consider safety issues for providing services in this way;
- During consultation, clients from all groups said they would like to mix with other client groups and previous experiences had been positive;

- This is likely to be an expensive option, due to the need to provide staff, offering a wider range of services than at present, whilst facing substantial funding constraints;
- Co-locating some services would be difficult because of the nature of specialist support for complex needs. This means the council is unlikely to be able to rationalise the number of buildings that services are provided from;
- Carers indicated in consultation many service users with complex needs would not be able to receive day care alongside other client groups due to particular needs and possible challenging behaviour of service users;
- It is very likely this option would result in a loss of income as people would opt for open access, free-of-charge services, rather than those for which they are financially assessed and need to contribute.

## 4.2 Recommended Option

After careful consideration of the options, it is suggested that ***Option 2 will be the most effective way to meet the objectives of this review.*** This option is for Harrow Council's internal service to focus on those with the highest level of needs.

In summary, the option is to retain the following for use as day opportunities:

- Byron NRC
- Kenmore NRC
- Vaughan NRC
- Milmans NRC

But to cease to use the following:

- Bentley NRC
- Gordon Avenue Day Service
- Bedford House Day Service.

The recommendation is through a phased period of transition. Officers would work to change the delivery within Neighbourhood Resource Centres so they have a greater focus on meeting the needs of people with high level or complex needs.

In accepting this proposed service model, Cabinet would be agreeing to confirm the nature of internal day services to meet the needs of those with highest needs in Harrow.

The bases for this recommendation are:

- The council needs to ensure we are able to support those most at risk, despite the challenging financial climate we are in. This option ensures we are focusing on the group most in need;
- This model provides the best use of limited funds to ensure we meet assessed needs. This will support the delivery of efficiency savings;
- The council's NRC buildings have been purpose built to support those with the highest needs. This includes equipment and specialist design, which is not needed by the more able;

- Further development of the market of activities and services for people with lower level needs will facilitate and support local community and voluntary sector developments;
- The council has a duty to support people to be as independent as possible. Supporting people more able to access services in the community is part of achieving this aspiration.

### 4.3 What this means in practice

Implementing these recommendations would involve a substantial amount of change in day opportunities in the Borough and will impact upon the people who use them.

A key aspect the council must consider is in ensuring the assessed social care needs of those receiving services can be met in the new arrangement. This section outlines how we will ensure we can do this.

A priority will be meeting the needs of people attending Bentley, Gordon Avenue Day Service and Bedford House Day Service, as these services will be the most affected. Their needs can still be met in the remaining four NRCs and Sancroft Hall.

In delivering the changes recommended in this report, the council will adopt a two phase approach:

The **first phase** of the implementation will be supporting service users of Bentley, Gordon Avenue Day Service and Bedford House Day Service to access services within the four remaining NRCs and Sancroft Hall. This will mean at this stage, services continue to support the same group of people to those supported at present, but in fewer buildings.

This approach will ensure affected service users continue to have their needs met, and are able to be supported within the buildings we continue to utilise. These changes would deliver the £300k MTFs saving in 2013-14 and would address the under-utilisation of the day centre buildings.

The **second phase** involves changes over a longer period of time. Through individual needs assessment and support planning, a number of more able people using services would be supported to access community based support options with through personal budgets. These moves would in turn create capacity within day services to respond to demographic changes and support people with complex needs coming through transition, or currently supported away from the borough.

#### 4.3.1 Phase One - Reducing & Rationalising Buildings

In this phase we would support the service users at the following services to move to one of the other day centre buildings:

- Bedford House Day Service;

- Gordon Avenue Day Service; and
- Bentley Neighbourhood Resource Centre

Following these supported moves we will cease to deliver day opportunities from these buildings. See section 5.2.1 for information about capital implication of these moves.

The information below demonstrates there is enough capacity across the remaining building/services to enable service users to be accommodated. All of the retained buildings are of a high standard; Disability Discrimination Act compliant; and fully accessible. Service users moving from one building to another would continue to receive the same level of support as they currently do.

It is important to note that changes to the retained services, notably a change of client group in Kenmore, would mean some service users in the retained NRCs may also need to move between services.

All moves would be carried out sensitively. Officers will seek to support people to move in friendship groups to support transition. Wherever possible, staff will move with service users in order to ensure continued support and a smooth transition. In this way the council will ensure staff are able to continue to provide the appropriate level and type of support.

### Capacity within Council Day Care Centres

The table below shows the capacity and the planned day places at each of the three day centres recommended for closure and transfer. For example, at Gordon Avenue there is a daily capacity for 9 places which, over a working week, is a capacity of 45 day places. The column 'current planned day places', is based on the actual planned figures for all service users who were expected to use the services during February 2013.

The table shows the need to transfer 170 day care places per week.

Day Service	Capacity per day	Capacity per week	Current Planned day places (i.e.: no of day places allocated each week)	Utilisation	Recommendation
Gordon Avenue Day Service	9	45	30	67%	Close & Transfer
Bentley NRC	64	320	99	31%	Close & Transfer
Bedford Day Service	9	45	41	91%	Close & Transfer
<b>Number of weekly day care places to transfer</b>		410	<b>170</b>		

The table below shows the available weekly capacity in the remaining five day centres (4 NRCS and Sancroft). The table shows the available capacity is 285 day care places per week.

<b>Day Service</b>	<b>Capacity per day</b>	<b>Capacity (i.e. no. of day places available each week)</b>	<b>Current planned day places* (i.e.: no of day places allocated each week)</b>	<b>Available Capacity (capacity minus current planned day services)</b>
Byron NRC	40	200	150	50
Vaughan NRC	30	150	151	-1
Kenmore NRC	30	150	137	13
Milmans Day Centre	50	250	124	126
Sancroft Day Centre	50	250	153	97
<b>Total</b>		1,000	715	<b>285</b>

The table below sets out the number of weekly places that need to be transferred against the available capacity in the remaining five day centres.

<b>Number of weekly day care places to transfer as a result of the closure of three Day Centre Buildings</b>	<b>170</b>
<b>Available capacity in the remaining five Day Service in the new proposed model</b>	<b>285</b>

The table demonstrates there is considerable capacity across the Council's current day care facilities. The proposed closure of three centre buildings and transfer of these services in a phased plan can be accommodated within the remaining centres and the Sancroft contract. This will ensure that we can provide value for money and continue to meet assessed day care needs for clients currently attending our centres.

As can be seen in the table, there will continue to be some capacity once the three buildings have closed. This capacity is both helpful and necessary, in order to facilitate the transition of changes in Phases One and Two, and to help to deal with demographic change and increasing complexity of needs.

The potential impacts of these changes and how we will work to mitigate these are explored in Equalities Considerations later in the report.

#### **4.3.2 Phase Two – Longer Term Changes to Delivery in NRCs**

In this phase, Officers would seek to implement changes to the way NRCs operate so they can support more people with complex needs, whilst supporting more people to access services in the community.

Phase Two will involve market development work, and working with other community services to increase choice. We will seek to support more people to access activities in the community by working with voluntary and independent sector organisations.

As part of this, we will ensure high quality information and advice is available ensuring service users know about community services, including information about the range of clubs and activities available.

In addition, work in partnership with the Council's Community and Culture department will facilitate access to a diverse range of opportunities, which could include:

- Sports Development and West London Sports Alliance: Greater use of sports facilities and accessing grants to offer programmes to people with disabilities;

- Arts Centre: tailoring sessions and activities to meet the needs of older people and people with disabilities;
- Libraries: Reading groups, regular tea/coffee mornings, on-going gardening projects;
- Allotments: dedicated gardening programmes.

Developments through Public Health programmes will also contribute significantly to the Prevention agenda.

The next section of the report explores these changes and the way services would operate in the future.

## 4.4 Future Service Delivery

In this section, we identify the model of delivery in the buildings we are recommending to deliver day opportunities from in the future.

### What services do we need?

Based on the recommended option and information about needs and current usage of services earlier in this report, we have identified a need for the services below.

The numbers of units are estimations based on existing use, demography and strategic direction. Due to individual choice and the impact of personalisation, we are not able to determine an exact figure for the number of units we will need. However, we can be sure the provision of the following will ensure Harrow Council is able to continue to meet assessed needs:

**A. Specialist day activities for older people, including dementia** - Equivalent to 250 days per week = 50 places each day

**B. Specialist day activities for people with physical disabilities** - Equivalent to 150 days per week = 30 places each day

**C. Specialist day activities for people with a learning disability** - Equivalent to 300 days per week = 60 places each day. This includes approximately 150 days (30 places each day) specialising in supporting people autism/challenging behaviour, and 150 days (30 places each day) specialising in support to people with health and physical disabilities.

### Building Options for delivering these services

**A. Specialist day activities for older people, including dementia** – approximate need identified is equivalent to 250 units/50 units per day.

- There are two buildings currently supporting older people and which have sufficient capacity to host this service. They are Milmans and Sancroft;
- Milmans currently supports vulnerable older people and has a covenant restricting the way the building can be used;
- Sancroft Hall is a PFI contract, which still has 12 years to run (ends 2024). This already supports older people with a range of complexities.

**Proposal:** Milmans and Sancroft will both play a role in meeting the needs of the growing population of older people with complex needs. They are both currently supporting older people and the environment is suitable at both centres. In the short-term, there will continue to be capacity within both services. Phase 2 of the implementation of recommendations will include development of options to increase use of facilities by partners, such as the health service to target interventions that support health and wellbeing.

**B. Options for specialist day activities for people with a learning disability autism/challenging behaviour** - approximate need identified is equivalent to 150 units/30 units per day.

- Byron, Vaughan & Kenmore are agreements under PFI contract, and need to be used in the new model as the council has continuing payments for them. They are purpose built and fully accessible;
- Byron has outdoor space, which is essential for supporting people with challenging behaviour;
- Byron is next door to Harrow Leisure Centre, which is helpful in providing exercise-based activities for some service users with autism who have with high levels of energy.

**Proposal:** Byron is recommended due its outside space and its proximity to Harrow Leisure Centre.

**C. Options for specialist day activities for people with a profound and multiple learning disabilities including sensory** - approximate need identified is equivalent to 150units/30 units per day.

- Vaughan has a multi-sensory room on site. People already travel from Kenmore NRC to use it;
- Vaughan and Kenmore are agreements under PFI contract, and need to be used in the new model as the council has continuing payments for them. They are purpose built and fully accessible.

**Proposal:** Vaughan is recommended as, in common with all other NRCs, it is fully accessible. Additionally, Vaughan has a multi-sensory room, which will be essential for people with sensory needs.

**D. Options for Specialist day activities for people with physical disabilities** - approximate need identified is equivalent to 150 units/30 units per day.

- This service needs an accessible building with capacity to support up to 30 people per day;
- The building has space and is able to accommodate a gym – an aspect which has been identified as essential by service users at Bentley Day Centre.

**Proposal:** Kenmore is recommended as it is modern, has a high specification, is fully accessible and has space for a gym.

## **Section 5: Implication of Recommendation**

## **5.1 Legal implications**

The proposals being made to the Council's Cabinet are ones governed by a range of statutory requirements, which set out the services the council must provide. When changing service provision, as well as complying with statutory requirements, the Council must make its decision in a fair way to ensure it complies with its public law duties.

### **5.1.1 Provision of services**

The council has a legal duty to continue providing support to people using the services in this review, based on an assessment of their needs. Within recommendations for changes to services, the council will continue to ensure high quality care and support is available to all users, based on an up to date assessment of needs and the development of a support plan. The council will work closely with carers to ensure that their needs continue to be met, as a result of any change to service.

Under s.29 of the National Assistance Act 1948, eligible persons are entitled to prescribed non-residential welfare services. At paragraph 29 2(1)(c), local authorities are directed to provide, whether at centres or elsewhere, facilities for occupational, social, cultural and recreational activities. This can include day centres, workshops, recreational and educational activities, as well as facilities for art, sport and drama.

Additionally, there is a duty under s.2 of the Chronically Sick and Disabled Persons Act 1970 to provide some non-residential services to those who are assessed as eligible. These include recreational services and educational facilities.

The eligibility for both s.29 National Assistance Act 1948 and s.2 Chronically Sick and Disabled Persons Act 1970 services are the same: persons aged 18 or over; who are blind, deaf or dumb; or who suffer from mental disorder of any description; and other persons aged 18 or over who are substantially and permanently handicapped by illness, injury or congenital deformity.

In addition to the above, the council should have regard to the European Convention on Human Rights when making changes to services. In particular, the council must ensure proposed changes do not infringe Article 3, which relates to "inhuman or degrading treatment or punishment". In addition, Article 8 relates to the need for people to have the "right to respect for private and family life". The Human Rights Act requires an authority to consider whether its action could interfere with an individual's rights as set out in the European Convention on Human Rights and in certain cases where the right is qualified, consider what legitimate interest it is seeking to achieve and whether the interference is proportionate to this legitimate aim. It is not envisaged that this decision will infringe Article 3 or Article 8.

The Equality Impact Assessment has identified potential impacts on vulnerable groups. However, it is clear that none of these impacts could be considered to infringe either Article of the Human Right Act.

### **5.1.2 Process for arriving at a decision**



When deciding to change the way a service is provided, the Council must take account of all relevant information, including financial resources; consultation responses; and potential equality impact in order to reach a decision. Cabinet are obliged to consider the Council's overarching statutory duties, for example its equality duties, when taking decisions to change the way a service is provided.

The Council has carried out a consultation process to seek the views of stakeholders and users of the services. Members must feel confident this there has been an appropriate level of consultation and reasonable efforts have been made to involve relevant parties. Summary details of the consultation responses have been set out in the main report and in more detail in Appendix B. Full details of the consultation responses are available as background papers. Case law has confirmed when determining whether to change service provision, the Council must be receptive to reasonable arguments against the proposals. However, this does not simply involve a head count of those for and against the proposals. The Council must take all views into account, as well as other relevant information. Even if the respondents to the consultation have strong views against the proposals, Cabinet may decide to introduce the proposals if justified for proper policy and operational reasons.

In relation to questions of capacity of individuals to make decisions, the consultation was not asking consultees to make a firm decision about their services. It was seeking their views on potential changes to the way in which services are provided. In this paper, no decision is being made in respect of any individual's care package or provision. The Mental Capacity Act 2005 presumes that a person has capacity unless that presumption is rebutted. The Act provides for best interests decisions to be made where a person lacks capacity to make a specific decision and sets out the process for making such a decision, which will include the involvement of relevant family friends and carers. In this consultation, no specific decision is being proposed for service users.

Case law has confirmed that when consulting with people who may lack capacity the Local Authority has to make all reasonable efforts to engage service users, but this is likely to be a challenging and less than perfect exercise. However, if done responsibly it will be unlikely to invalidate the consultation. In this consultation various methods of engagement have been used, involving skilled workers, and those who knew service users (including family, friends and carers) and were involved in trying to elicit views.

The Public Sector Equality duty created by s149 of The Equality Act 2010 requires a public authority to have due regard to the need to:

- a) Eliminate discrimination, harassment, victimisation and any other conduct prohibited under the Act;
- b) Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it;
- c) Foster good relations between persons who share a relevant characteristic and persons who do not share it;
- d) Protected characteristics include age, disability, race, religion or belief and sexual orientation.

The Public Sector Equality Duty is a continuing duty and must be taken into account when the Council is making decisions about service provisions, which may potentially impact upon service users with protected characteristics under the Act.

The Mental Capacity Act 2005 presumes people have capacity to make their own decisions unless the presumption is rebutted. Where there are reasons to believe a service user may lack capacity in respect of a particular matter, an assessment should be undertaken in accordance with the Mental Capacity Act 2005. If an individual is assessed as not having capacity to make a specific decision, then it may be necessary for a best interests decision to be made in accordance with the Mental Capacity Act 2005 requirements.

When making changes, the Council must take account of the equality duty and in particular, any potential impact on protected groups. This report outlines the potential impacts on vulnerable people of the recommendations included – these are set out in Section 5.7 and in the Equality Impact Assessment (Appendix D).

The recommendations in this report take account of the feedback received from service users, family members, advocates, staff and unions. The equality duty requires the council to have “due regard” to impacts, and to consider mitigations where impacts are expected. This does not mean changes cannot take place where there will be an impact.

This report presents options and a recommended option. However, this does not preclude Cabinet from determining another option being the most appropriate way forward. In an extreme case, if Cabinet felt the severity of impact of the proposed options on particular groups of individuals, was such that none of the options are appropriate, and additional resources are required to fund these services, then it should refer the matter up to full Council with a recommendation that further spending resources be allocated to the Directorate (either from Council reserves or from other budgets).

## **5.2 Financial Implications**

### **5.2.1 Capital**

Capital considerations have been an important factor in developing final recommendations. Approval to implement recommendations would mean that Bentley Day Centre, Gordon Avenue Day Centre and Bedford House Day Centre would not be used leading to options including potential disposal for the council.

**Bentley Day Centre** – this asset would no longer be needed and could be considered for disposal by the council. As part of the Council’s Medium Term Financial Strategy it was assumed £2m capital receipts would be achieved for non-specific sites. The disposal of this property would support the delivery of these assumptions. The Council has been approached by a commercial developer interested in this site. **A further Cabinet decision would be needed if the council wished to dispose of the site.**

**Gordon Avenue** – this is not owned by the council. Officers would need to agree arrangements for ceasing lease terms with the owners. Further work is

required to establish whether there will be any costs associated with the cessation of the use of this property (i.e.; security, dilapidations etc), though these would be incurred at some stage when the property is finally handed back.

**Bedford House** – we have outlined in a separate Cabinet paper we would consider identifying an alternative site for the permanent residential care facilities at Bedford House. Subject to approval to the recommendation (cease using Bedford House as a site for day opportunities), officers would consider potential alternative sites for permanent residential care for the residents of Bedford House. **A further Cabinet decision would be needed if the council wished to dispose of the site.**

As referred to earlier in this report, three of the buildings we propose to use in the recommendations are PFI funded projects. These buildings are subject to long-term commercial arrangements and require negotiation and agreement prior to any change of use. Officers do not anticipate difficulties in agreeing the proposed changes to Vaughan, Byron and Kenmore; however we would need formal agreement to changes, such as minor capital works to facilitate amendments to the service model.

The recommendations in the report would lead to the need for some use of capital funding to make a number of relatively minor changes to facilities. Harrow's Capital Programme has a provision of £503k set aside in 2013/14 for development works to Bentley Day Centre. This was committed in the 2012/13 capital programme and has been rolled forward into the current year pending the outcome of this review. Cabinet are asked to amend the capital programme so this resource can be made available for capital changes arisen from this review, and the recent review of Residential Care services provided by the council.

A schedule of works for these changes would be developed subject to Cabinet approval of the recommendations. This would be subject to Capital Forum processes for approval. This includes the need for Business Case approval and finance, Corporate Director and Portfolio Holder clearance. The changes, which would aim to ensure facilities are able to provide the best possible experience for service users, would include:

- Establishing a gym facility within **Kenmore NRC** as a replacement for the facilities currently on offer within Bentley. This gym would be designed with involvement from users of the centre and would be of a higher quality than those currently available;
- Improvements to **Milmans** in order to create a high spec dementia friendly environment suitable for people with complex needs;
- Improvements to the facilities within **Byron NRC** in order to create an autism friendly environment and sensory room;
- Ensuring sufficient space for wheel chair storage at Kenmore;
- Updated facilities to enable partner organisations and services to access and deliver support sessions.

At present a number of secondary uses, particularly from voluntary sector organisations, employ the buildings in this review. For example, a number of charitable organisations meet regularly at the Bentley Centre. Officers have

informed these organisations of potential changes, and involved them as appropriate in the consultation exercise. Subject to approval of recommendations, Officers will work with these groups to understand their requirements and to support them to identify alternative premises to meet their needs as appropriate.

### 5.2.2 Revenue

The MTFs approved savings associated with the review of day care of £300k in 2013/14 and a further £300k in 2014/15. These savings are expected to be taken from the Adults budget. However, there is a Corporate Contingency in place for MTFs savings requiring consultation.

The recommendations proposed in this report enable these savings to be delivered, however in the event alternative proposals are agreed, which means savings cannot be fully achieved as planned, it would require the council to use this contingency.

The table below shows the staffing costs of the three services which are proposed to close. If the recommendations are approved, the MTFs savings of £300k in 2013-14 can be delivered by the reduction in staffing requirements, assuming closure of the buildings, and redeployment of permanent staff by the end of October 2013. The full year effect of these changes enables the further £300k in 2014-15 to be achieved.

<b>Service</b>	<b>Annual Staff Cost</b>
Bedford House Day Service	£106,500
Bentley Day Service	£411,500
Gordon Avenue Day Service	£128,000
<b>Total</b>	<b>£646,000</b>

Impacts on staffing are considered in the next section. However, it is relevant to this section of the report a redundancy reserve of £835k across a number of Adults projects has been set as part of the Council's accounts for 2012-13. This would mitigate any redundancy costs in the event redeployment opportunities are not sufficient to absorb staffing changes.

The changes will have some impact central overheads; however is not clear at this stage whether there will be direct impacts, or savings that could be achieved in this respect.

The council receives income from client contributions under the Council's Fairer Contributions Policy. Day opportunities became subject to charging from 1<sup>st</sup> April 2012. Client contributions relate to the level individuals are able to pay and not to the overall cost of services, therefore changes to the cost of services will not impact on income from the majority. For a minority of people who are full-payers for services, there may be some small reduction in income. However, this would be offset by the reduced cost of services.

It is anticipated the proposed changes will maintain the longer term sustainability of the internally provided day care services.

## **5.3 Staffing Implications**

There are currently 86 people working within the internal services which are the focus of this report. A number of these staff work part-time hours, so in total there are 62.1 full time equivalent staff in the service.

The three services being recommended for closure include 23.2 full time equivalent posts. Of these, 5.45 are either vacant, or are covered by temporary staff. There are a further 6.75 posts within the other day services in the review which are vacant or covered by agency staff. This means at present there are 11 full time equivalent posts which would be at risk. This figure does not account for natural turn-over of staff between now and final implementation, which would reduce the number at risk.

The council is committed to avoiding redundancies where possible, and would seek to redeploy affected staff to other posts within Provider Services and across the council. A key aspect of the implementation of recommendations would be formal consultation with staff and Unions on staff impacts and staff changes.

We have outlined the expectation that staff who have built up positive support relationships with groups of service users to move between services wherever possible. This means there would be an expectation, following formal consultation for some staff moving to take up roles in different services. One impact of this is that affected staff would be from across all of the services in the review, rather than just those closing.

The changes to the proposed model would over time lead to changes to the nature of support being delivered, and changes to the level and types of needs of those who use services. To reflect this, there would be a Training Needs Analysis undertaken as part of implementation, leading to a training plan outlining any areas in which the staff team would benefit from further training.

## **5.4 Performance Issues**

### **5.4.1 National Measures**

National performance measures were discussed in the January 2013 report. In summary:

- Government policy direction is for all social care needs to be assessed and provided through the personalisation process. At least 70% of people requiring social care support should receive support through a personal budget by April 2013 – Harrow successfully achieved this with a final figure of 74.5%;
- In implementing the recommendations in this report, we will build upon current arrangements to develop a quality assurance model based on the borough's highly commended 'QAQ' model;
- Performance targets will be set for services against the outcomes we are trying to achieve and they will be monitored as individual services and as a group. Individual clients will have their outcomes reviewed to ensure services are meeting individual needs.

As in January's paper it is important to note the implementation of recommendation could potentially have an impact on levels of service user satisfaction. If Cabinet approve the recommendations, we will be implementing some of the changes shortly before the annual National Social Care User survey. The council acknowledges service users and their carers are likely to feel a considerable level of concern about changes to the services they value highly.

## 5.5 Environmental Impact

The environmental impacts arising from the recommended options are as follows:

- Rationalising the number of buildings in use reduces energy utilised in the delivery of these services and will contribute towards delivering the council's climate change target of reducing carbon emissions by 4% a year.
- Capital previously allocated to improve the energy efficiency of Bedford House and Bentley NRC will be reallocated.

## 5.6 Risk Management Implications

Risk included on Directorate risk register? No

Separate risk register in place? Yes

The key risks for the project are listed below. These relate both to the work taken place to shape recommendations and to risks of implementation. For each of the risks identified we have included mitigations:

- 1. Implementing recommendations would require a significant number of people needing to move to a new service. There is a risk this could lead to reduced outcomes and loss of independence.**

**Mitigation:** Officers will work with services to ensure changes are handled sensitively, with the needs of individuals and groups of individuals at the forefront throughout. This will include working with friendship groups to support them to move to services together, and for staff who have built up positive relationships to move between services with them. People will be supported on an ongoing basis both through the delivery of the service, and through care management reviews and assessments.

- 2. There is a risk staff may lack the skills or ability to adapt to the new model in order to deliver consistent, high quality services, to those with highest needs.**

**Mitigation:** Implementation of recommendations would involve the need to undertake a detailed change to staffing arrangements and structures. This reorganisation would involve a training needs analysis and the development of a detailed training plan. This will build upon the high levels of skills and experience of the staff delivering these services.

- 3. That people with assessed needs may not be able to access a support service to meet with need following implementation of the new model.**

**Mitigation:** The council will ensure services are available to meet the needs of every adult with eligible assessed needs; ensuring sufficient provision is a key part of the recommendations. Through the provision of directly provided, contracted and a wider market of services, the council will ensure services are available to meet needs.

- 4. The consultation is not adequate – it fails to fully explain the consequences or fails to include all necessary parties.**

**Mitigation:** The consultation questionnaire and events clearly outlined the anticipated changes to services and these are likely to include a reduction in the number of buildings used.

The consultation exercise was extensive. It included more than 20 separate events with service users. In addition, officers wrote to a wide range of voluntary and advocacy groups to share the consultation questionnaire and invite a formal response.

- 5. Consultation will not be representative and reflect the views of only a selection of affected people.**

**Mitigation:** The consultation exercise was extensive: in total more than 300 people had the opportunity to give their views. The council tried to ensure everyone who wished to would be given the opportunity to have a say.

- 6. Consultation will fail to fully explain the need for change and result in NRC service users and their carers publicly opposing options for change.**

**Mitigation:** Detailed engagement took place with service users to ensure their views were represented in potential proposals and recommendations for change.

- 7. Users, carers and families will be opposed to any changes, due to concerns about future services, and possible closure of the service they use, and hence may not engage with the detail of how to make the change.**

**Mitigation:** This report has been designed to be as clear as possible about changes, and about the rationale for the recommendations made. Officers have sought to ensure a clear process has been followed and that requirements have been adhered to. Where changes are recommended, which may have impacts upon individuals and groups, these have been explained and mitigations have been outlined.

- 8. The service model identified through consultation will fail to meet efficiency target.**

**Mitigation:** The recommendations set out in this report clearly identify how it will support the delivery of efficiency targets. This model is based on responses to consultation along with analysis of data, best practice and strategic priorities.

- 9. Changes to day opportunities are sensitive in nature as they support a number of people and are highly valued by service users and carers. There is a risk implementation will lead to considerable negative publicity and campaigning.**

**Mitigation:** The recommendations set out in this report clearly identify how it will support the delivery of efficiency targets. This model is based on responses to consultation along with analysis of data, best practice and strategic priorities.

- 10. A number of voluntary groups use buildings in the review, particularly Bentley, and may be disadvantaged by changes. This could lead to loss of service and/or campaigning.**

**Mitigation:** The groups involved have been informed about consultation on the future model of day opportunities. Subject to agreement to recommendations, Officers will work with these groups to identify whether there is space available in alternative buildings for their activities to continue and to help them to identify alternatives.

- 11. There is a risk user satisfaction will be affected by implementing changes in this review.**

**Mitigation:** Officers will make changes sensitively and will involve service users and carers in decisions affecting them. Communications with users of services, the voluntary sector and other stakeholders will ensure people understand the changes and the new arrangements which have the potential to deliver improved services and improved outcomes.

- 12. There may be additional risks of safeguarding incidents as changes are made and a number of service users are in transition between different arrangements.**

**Mitigation:** As outlined in the mitigating actions, Officers will make changes carefully; ensuring that people maintain social networks; and support arrangements. A Project Implementation Group will be in place to oversee the changes. This will feedback regularly to the Head of Service responsible for Safeguarding to ensure involvement and oversight of the changes.

## **5.7 Equalities implications**

Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-

- (1) A public authority must, in the exercise of its functions, have due regard to the need to:*



- (a) *Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*
- (b) *Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*
- (c) *Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

When making decisions in relation to service provisions, in particular changing policies and the way services are provided, the Council must take account of the equality duty and in particular any potential impact on protected groups.

A project group has developed a full Equalities Impact Assessment. This included representatives from Harrow Age UK, Harrow Mencap, Harrow Association for Disabled People, Unison and GMB. The following key impacts were identified through a full Equalities Impact Assessment:

### **5.7.1 Age**

There are a significant number of older service users within two of the seven day centres: in Milmans all clients (100) are aged 65 and over, whilst at Bentley 37% (27 of the 70 clients) are aged 65 and over.

**Potential adverse impacts** for **older people** identified include accessing suitable transport to attend a day service; some older people may be less able or willing to travel to a range of different centres/day service providers.

**To mitigate** this potential impact, Officers will continue to work on developing flexible transport.

The potential loss of existing friendship groups and specialist staff expertise enjoyed in the current day service were also cited as a potential adverse impact.

**To mitigate** this potential impact, Phase 1 of the recommended proposal would ensure service users are moved together in groups and appropriate support is provided during implementation. Staff would move to alternative services where vacancies exist. These measures will allow service users to maintain networks and support groups.

There was some concern from a relatively small proportion of service users regarding the proposal involving the integration of different service users, such as people with dementia, challenging behaviour or very complex needs along with people with a lower level of need. The proposed recommendation to provide specialist services will continue to protect the most vulnerable groups with day service provisions through specialist services.

Additionally, limited availability of alternative services in the short term, and a lack of specialist services for people with dementia, were identified as potential adverse impacts.

**To mitigate** this potential impact, market development initiatives will be undertaken to ensure individuals have an improved range of choice to access alternative services to those currently provided in the day centres.

Many users and carers were unclear about how personal budgets worked, had fears and concerns around managing personal budgets, and felt personal budgets could be a source of anxiety.

**To mitigate** this potential impact, detailed information will continue to be provided by staff and care managers to service users and carers who do not currently receive a personal budget. However, it should be noted at present, 389 clients are in receipt of a personal budget to purchase day care, of which 62% (242) have a managed account. Managed accounts are managed by the Council when it has been identified a service user requires this assistance. Remaining service users who will move on to a personal budget and are anxious about managing the budget can be offered alternative options, on an individual basis, when determining how best to support the client in managing their account.

**A potential positive impact for young people** coming through transition has been identified. At present in-house day service activities are sometimes unable to meet the needs of young people, particularly those with complex needs. Services focussed on supporting people with the most complex needs are likely to be able to support younger people closer to home. In addition, young people identified a need for help in gaining employment as well as more sports and social activities. As part of market development, appropriate services will be considered and the travel training work, having commenced in Kenmore, will be rolled out to other service users.

### **5.7.2 Disability**

The potential adverse impacts and actions for mitigation stated above also apply to clients with a disability. Framework-i records show all 10 clients at Bedford House, 35 at Byron NRC, 8 at Gordon Avenue, 34 at Kenmore NRC and 38 at Vaughan NRC had a learning disability as their primary disability. Of the 70 clients at Bentley, the primary disability was a physical disability for 61 clients, learning disability for 8 clients and mental health for 1 client.

Some service users with a **physical disability** stated any change of day service buildings could impact on wheelchair users and people with mobility issues. However, in mitigation all current buildings are DDA compliant.

The benefit of respite whilst a service user attends a day service was seen as an important element of independent living, enabling **carers** to continue to support service users within their own homes. During consultation meetings all attendees were reassured: all service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. All service users and carers will receive regular and timely communication outlining Cabinet decisions and if there are changes to services, how and when these changes will be implemented.

At present in-house day service activities are sometimes not able to meet the needs of disabled people who have complex needs, necessitating travel

outside the Borough to access specialist services. Services focussed on supporting people with the most complex needs are likely to be able to support disabled people closer to home. This is likely to result in **a potential positive impact for disabled people**.

The equality implications for each of the Council's day services are set out below:

### **5.7.3 Bedford House Day Service**

As part of the recommended option, Bedford House Day Service would close and the service users and staff would move to alternative services where vacancies exist. If approved by Cabinet, the first phase of the transformation of day opportunities in Harrow would be focused on reducing the number of buildings in use. This would not result in a change in the level or type of services provided to individuals. Changes to the level or type of service provision to meet assessed need would involve a review of support plans to ensure needs are met. Day services are only one way to meet an individual's assessed needs. If approved by Cabinet, transfer of service users to other centres will be carefully planned in coordination with service users and carers.

There are 10 service users at Bedford House Day Service. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

**Age:** There were no service users over the age of 65.

**Disability:** All 10 service users have a learning disability or difficulty.

There are four men and six women.

In terms of ethnicity, four service users are White British, five are Asian British (Indian), and one person is Asian or Asian British (other).

Four service users speak English as a first language, five speak Gujarati. Social Care records did not record this information for the remaining service users.

Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment in Appendix D and in summary in sections 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people using the day service at Bedford House.

In order to meet its equality duty the Council will need to take measures to eliminate or reduce adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in a different location. A review of the assessed needs of each service user would take place, once the new model has been established as part of Phase 2 of the implementation plan. This will ensure the most appropriate day services and opportunities are provided to meet identified individual needs.

### **6.7.4 Gordon Avenue Day Service**

As part of the recommended option, Gordon Avenue Day Service would close and the service users and staff would move to alternative services where vacancies exist.

If approved by Cabinet, the first phase of the transformation of day opportunities in Harrow would be focused on reducing the number of buildings in use. This would not result in a change in the level or type of services provided to individuals. Changes to the level or type of service provision to meet assessed needs would involve a review of support plans to ensure needs are met. Day services are only one way to meet an individual's assessed need. If approved by Cabinet, the transfer of service users to other centres will be carefully planned in coordination with service users and carers.

There are eight service users at Gordon Avenue Day Service. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

**Age:** There are no service users over the age of 65

**Disability:** All eight service users a learning disability or difficulty

There are four men and four women.

In terms of ethnicity four service users are White British, two are Asian British (Indian), one is Asian British (Pakistani) and one is Asian British (other).

Some five service users speak English as a first language, two speak Gujarati and one uses British Sign Language.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D) and in summary in section 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty, the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service user will take place, once the new model has been established, to ensure the most appropriate day services and opportunities are provided to meet identified individual needs.

### **5.7.5 Bentley Day Service**

As part of the recommended option, Bentley Day Service would close and the service users and staff would move to alternative services where vacancies exist. If approved by Cabinet, the first phase of transformation of day opportunities in Harrow would be focused on reducing the number of buildings in use. This would not result in a change in the level or type of services provided to individuals.

Changes to the level or type of service provision to meet assessed needs would involve a review of support plans to ensure needs are met. Day services are only one way to meet an individual's assessed need. If approved by Cabinet, transfer of service users to other centres will be carefully planned in coordination with service users and carers.

There are 70 service users at Bentley Day Service. Service users all fall within the following protected characteristics of the Equalities Act 2010:

**Age:** There are 26 service users over the age of 65.

**Disability:** 61 service users have a physical disability, frailty or sensory disability, 8 have a learning disability or difficulty and one service user has mental health needs.

There are 32 men and 38 women.

In terms of ethnicity 29 service users are White British, two are White Irish, 20 are Asian British (Indian), four are Asian British (Pakistani), four are Asian British (other), one is Black African, one is Black (other), five are Black Caribbean and one is from Other Ethnic background. Social care records did not record this information for the remaining three service users.

Some 48 service users speak English as a first language, 13 speak Gujarati. Social care records do not record this information for five service users. One service user each speaks Arabic, Punjabi, Urdu and Kurdish.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D) and in summary in Section 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty, the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service user will take place, once the new model has been established, to ensure the most appropriate day opportunities and opportunities are provided to meet identified individual needs.

Some service users with a physical disability stated any change of day service building, could impact on wheelchair users and people with mobility issues. All of the councils NRCs have excellent facilities and are DDA compliant.

Service users also stated the gym at Bentley was an essential aspect of the service for some people. This would need to be replaced in Kenmore if a decision is approved to close Bentley.

#### **5.7.6 Byron NRC**

There were 35 service users at Byron NRC. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

**Age:** There were four service users over the age of 65

**Disability:** All 35 service users a learning disability or difficulty

There were 21 men and 14 women.

In terms of ethnicity 17 service users were White British, one was White Irish, one was White (other), eight were Asian British (Indian), two were Asian

British (Pakistani), three were Asian British (other), one was Black African, one was mixed White and Black Caribbean Black and one was mixed (other).

Some 28 service users spoke English as a first language, five spoke Gujarati, one service user each spoke Punjabi and one used British Sign Language.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D) and in summary in Section 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service user will take place, once the new model has been established, to ensure the most appropriate day opportunities and are provided to meet identified individual needs.

#### **5.7.7 Kenmore NRC**

There were 34 service users at Kenmore NRC. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

**Age:** There were two service users over the age of 65

**Disability:** All 34 service users a learning disability or difficulty

There were 18 men and 16 women.

In terms of ethnicity 11 service users were White British, 15 were Asian British (Indian), two were Asian British (Pakistani), two were Asian British (other), and four were Black British Caribbean.

Some 22 service users spoke English as a first language, nine spoke Gujarati. Social care records did not record the data for the remaining 3 service users.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D) and in summary in Section 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service user will take place, once the new model has been established, to ensure the most appropriate day opportunities are provided to meet identified individual needs.

#### **6.7.8 Milmans Day Centre**

There were 100 service users at Milmans Day Centre. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

**Age:** There were 100 service users over the age of 65

**Disability:** 84 service users had a physical disability, frailty or sensory disability, five had a learning disability or difficulty and 11 service users had mental health

There were 29 men and 71 women.

In terms of ethnicity 60 service users were White British, eight were White Irish, two were White (other), nine were Asian British (Indian), one was Asian British (Pakistani), two were Asian British (other), one was Black African, 12 were Mixed Background (White and Black Caribbean), one was Black (other), two were Mixed background (other) and two were Other Ethnic background.

Some 82 service users spoke English as a first language, 3 spoke Gujarati. Social care records did not record this information for 10 service users and one service user each spoke Punjabi, Urdu, Greek, Polish and German.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D) and in summary in Section 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty, the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service user will take place, once the new model has been established, to ensure the most appropriate day opportunities are provided to meet identified individual needs.

#### **6.7.9 Vaughan NRC**

There were 38 service users at Vaughan NRC. Service users would all fall within the following protected characteristics of the Equalities Act 2010:

**Age:** There were two service users over the age of 65

**Disability:** All 38 service users a learning disability or difficulty

There were 16 men and 22 women.

In terms of ethnicity, 11 service users were White British, two were White Irish, one was White (other), 14 were Asian British (Indian), two were Asian British (Pakistani), five were Asian British (other), one was Black African and two were Other Ethnic Background.

Some 21 service users spoke English as a first language, 10 spoke Gujarati, two spoke Punjabi, three spoke Tamil and one spoke Farsi/Persian. Social care records did not record the data for the remaining one service users.

We have used consultation feedback, best practice and research to assess the possible impacts of each option. Considerations of any possible adverse impacts are included in full in the Equalities Impact Assessment (Appendix D)

and in summary in Section 5.7.1 and 5.7.2 of this report. We compared this information to what we know about the people living in each home.

In order to meet its equality duty the Council will need to take measures to eliminate or reduce these adverse impacts. All service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. A review of the assessed needs of each service users will take place, once the new model has been established, to ensure the most appropriate day opportunities are provided to meet identified individual needs.

#### **6.7.10 Summary of equality impacts and mitigations**

- A fear or perception current day service provisions may be partially or fully withdrawn. **To mitigate** all service users with an assessed need for support will continue to access a service to meet their needs. Needs may be met in a variety of ways and may in an alternative building or via a community based activity.
- Access to suitable transport to attend a day service, some older people may be less able or willing to travel to a range of different centres/day service providers. **To mitigate** this potential impact, Officers will continue to work on developing flexible transport.
- A loss of friendships, routines and support from staff if service users have to move to an alternative service. **To mitigate** this potential impact, Phase One of the recommended proposal would ensure service users are moved together in groups and appropriate support is provided in implementation. Staff would move to alternative services where vacancies exist. These measures will allow service users to maintain networks and support groups.
- Limited availability of alternative services to day centres in the short term and a current lack of specialist services for people with dementia. **In mitigation** of this potential impact, market development initiatives set out within this report will be undertaken to ensure individuals have an improved range of choice to access alternative services to those currently provided in the day centres.
- Currently in-house day service activities do not match all of the needs of young people coming through transition who have expressed a need for activities, which will help with gaining employment. Harrow, as pioneers of Personalisation, have piloted and are now in the implementation phase of a new solution called MyCommunityPurse. This will dramatically improve accessibility to personal budgets and lead to greater choice of services and activities for service users.
- Fears and concerns around managing personal budgets, many users and carers were unclear about how personal budgets worked, and felt personal budgets could be a source of anxiety, needing time and support. **To mitigate** this potential impact, detailed information will continue to be provided by staff and care managers to service users and carers who do not currently receive a personal budget. However, it should be noted that at present, 220 clients are in receipt of a day care personal budget, of which 59% (129) have a managed account.



Managed accounts are managed by the Council when it has been identified a service user requires this assistance.

- Some service users with a physical disability stated any change of day service building, could impact on wheelchair users and people with mobility issues. In **mitigation**, all of the council NRCs have excellent facilities and are DDA compliant.
- At present in-house day service activities are sometimes not able to meet the needs of disabled people who have complex needs, necessitating travel outside the Borough to access specialist services. Services focussed on supporting people with the most complex needs are likely to be able to support disabled people closer to home and is likely to result in a **potential positive impact for disabled people**.

## 6.9 Corporate Priorities

This review relates to the following Corporate Priorities set out in the 2012/13 Corporate Plan:

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

The Community, Health and Wellbeing Directorate's vision is:  
*"Enhancing our resident's quality of life, and offering excellent service"*

## Section 7 - Statutory Officer Clearance

Name: Roger Hampson	<input checked="" type="checkbox"/>	on behalf of Chief Financial Officer
Date: 13 June 2013		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of Monitoring Officer
Date: 13 June 2013		

## Section 8 – Performance Officer Clearance

Name: Alex Dewsnap	<input checked="" type="checkbox"/>	on behalf of Divisional Director Strategic Commissioning
Date: 18 June 2013		

## Section 9 – Environmental Impact Officer Clearance

Name: Andrew Baker	x	on behalf of Corporate Director of Environment & Enterprise
Date: 18 June 2013		

## Section 10 - Contact Details and Background Papers

**Contact:** Thom Wilson, Head of Commissioning & Partnerships  
Tel: 020 8736 6022

### Background Papers:

1. Putting people first: a shared vision and commitment to the transformation of adult social care -

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_081118](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081118)

2. Valuing people now: a new three-year strategy for people with learning disabilities –

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_093377](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_093377)

3. Think Local Act Personal – A-wide commitment to moving forward with personalisation and community-based support January 2011

[http://www.thinklocalactpersonal.org.uk/library/Resources/Personalisation/TLAP/THINK\\_LOCAL\\_ACT\\_PERSONAL\\_5\\_4\\_11.pdf](http://www.thinklocalactpersonal.org.uk/library/Resources/Personalisation/TLAP/THINK_LOCAL_ACT_PERSONAL_5_4_11.pdf)

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

**NOT APPLICABLE**

*[Call-in applies]*

**REPORT FOR: CABINET**

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**Date of Meeting:** 22 January 2013

**Subject:** Transformation of Day Services in Harrow

**Key Decision:** No

**Responsible Officer:** Paul Najsarek, Corporate Director of Community, Health and Wellbeing

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

**Exempt:** No

**Decision subject to Call-in:** Yes

**Enclosures:** Appendix 1 - Details about the in-house centres  
Appendix 2 – External Day Service Provision  
Appendix 3 - Other Local Authorities carrying out reviews of day centres  
Initial Equality Impact Assessment

## **Section 1 – Summary and Recommendations**

- This report sets out the vision for the transformation of day services in Harrow. The review concentrates on all services used by the borough, including seven day centres provided by Harrow council, each focussing on a particular client group.
- Supporting the most vulnerable people in the community is central to the work of Harrow council. The council will continue to ensure that people receive the care and support they need to be as independent as possible and to be treated with dignity and respect. Through this report we are seeking to ensure that we continue to safeguard the needs of vulnerable people by ensuring that services are as high quality, efficient and effective as possible.
- In order to make services fit for the future, relevant to strategic priorities and legislation and a highly efficient use of resources, the report makes a number of recommendations for change.
- The aim is to deliver a modernised service that offers improved outcomes, delivers the MTFs savings of £600k over 2013/14 and 2014/15 and delivers the vision of enhancing our residents' quality of life and offering excellent service.

### **Recommendations:**

Cabinet is requested to approve the following:

- Consultation to include steps to rationalise internal day service provision in line with spare capacity identified and in order to deliver the MTFs target of £600k in a year.
- To develop through consultation with relevant stakeholders, including service users, carers, staff and unions, a long-term vision for a transformed model for day opportunities for people with learning disabilities, physical disability and sensory impairment and older people in Harrow.
- Consider alternative models for day opportunities and develop a range of options that: increase opportunities for social inclusion, maximise choice and control, improve health and well-being, increase employability and deliver efficiencies.
- Authorise the Corporate Director for Community Health and Wellbeing, in consultation with the relevant Portfolio Holder(s), to:
  - Design and implement the consultation plan for service users, carers and families, staff, Unions and other key stakeholders.
  - Prepare a final report with the results of the consultation and detailed recommendations for consideration by Cabinet in July 2013.

### **Reason: (For recommendation)**

The recommendations are proposed in recognition of a need to further develop the way that day services work in the borough. Involving key stakeholders is a central aspect of this review which will aim to ensure that services are strategically aligned and financially affordable for the future.

The aim is that the review will:

- Establish a service model that supports the Government's ambition to offer personal budgets to at least 70% of service users, with a strong focus on Direct Payments by 2013.
- Deliver £600k revenue savings over 2013/14 and 2014/15.
- To support greater integration of health and social care services in order to develop improved, seamless, preventative services.
- Develop a continuum of services that service users will want to buy, which responds to the prevention agenda and support independence and inclusion.
- Enabling people to purchase these through the council's on-line social care portal.
- In line with the Care and Support Bill to "promote diversity and quality in the provision or services", including increasing culturally specific services.
- Respond to the changing demographic profile of people who use Day Services.
- Encourage communities to take an increasingly prominent role in supporting vulnerable groups through the development of community capacity and social capital – breaking down barriers and moving towards greater social inclusion.
- Ensure that we use the buildings available to us in the most effective and efficient ways.
- Support staff delivering services and offer greater job satisfaction and job security.

## **Section 2 – Report**

### **2.1 Introduction**

Supporting the most vulnerable people in the community is central to the work of Harrow council.

Day opportunities can be a vital element of an individual's package of care focussed on supporting people to remain at home. The council has a statutory duty to provide "facilities for occupational, social, cultural and recreational activities". Day opportunities support people to learn new skills and to be more independent. They prevent social isolation and help people to socialise.

Social care outcomes underpin the need for provision and access to day opportunities. These relate to the ability to maintain:

- Personal hygiene
- A safe environment
- Social interaction
- Nutritional needs
- Independence

The transformation of day services will focus on opportunities to improve efficiency and support more people to be independent through provision of a range of community based day activities.

The transformation of day services will support the achievement of £300k savings from day services in 2013/14 and a further £300k in 2014/15 as set out in the council's Medium Term Financial Strategy (MTFS). The strategic review of day services is one of the Council's key transformation projects.

The review will need to address a number of aims:

1. Develop a new model for day services that is fit for purpose, focused on outcomes for service users and delivers the necessary efficiencies.
2. Ensure that services are available to meet all of the needs of older people, people with disabilities and young people transitioning from children's social care into adult services.
3. Consider the whole market for day opportunities, not just those provided by the council, including links to neighbouring areas.
4. To explore opportunities to rationalise and consolidate the use of buildings in order to deliver efficiencies and ensure services are sustainable.
5. Greater integration to enable health and social care services to work jointly to meet the needs of Harrow residents.
6. Increase the number of people who are supported to purchase day services of their choice through personal budgets and using an electronic purse.

Through this transformation we will ensure that we are able to provide high quality care and support to those most in need. We believe that by improving the way services work and making them more efficient we can enhance the outcomes that they are able to achieve and make them more financially efficient.

The council recognises that changes to services can cause considerable concern, and change needs to be managed carefully and sensitively. We will ensure that we take this into consideration when developing final recommendations and implementation plans. Managing the transition to new ways of working will be considered within consultation.

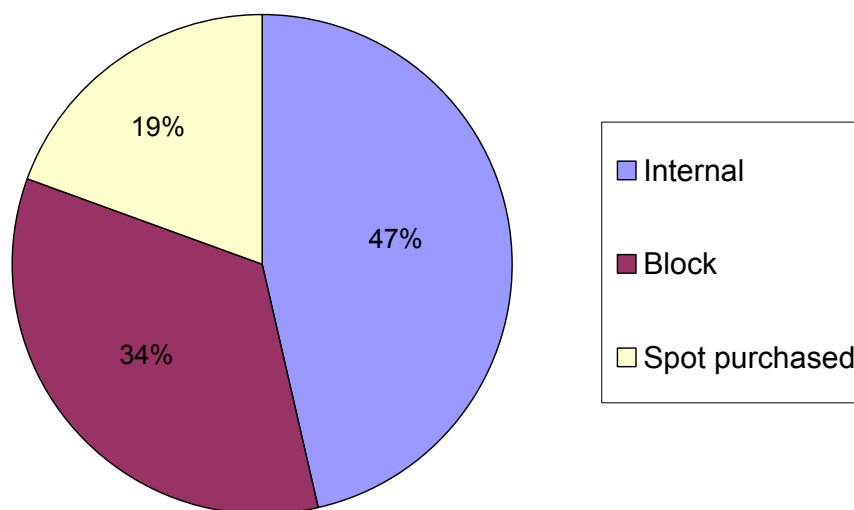
This review is one of a number of strategic reviews undertaken by Adult Services in order to ensure that services are as efficient, effective and outcome focused as possible. It sits alongside, and has inter-dependencies with reviews of Mental Health Day Services and Learning Disability Residential services which have come to Cabinet in previous months. The provision of transport to these services is another area which has direct implications for these services.

## **2.2 Services in review**

The council currently spends £5.247m per year on supporting 626 people to attend a range of day services (these figures, and this review, exclude Mental Health Day Services). These services support people who are older and frail, have a learning disability or who have a physical or sensory disability.

The services are provided through a mix of internal and external services. The pie chart below shows the proportion of service users between these. .

**Number of users in internal and external services**



**Figure 1 – Pie Chart showing proportion of service users using internal, block purchased and spot purchased services**

### **2.2.1 Internal day services**

Harrow Council directly provides seven day services. Appendix 1 includes a breakdown of these services including the activities that take place.

The day services provided by the council are generally very highly thought of by the people who use them and their carers. Through quality assurance processes and through individual reviews services consistently have a high level of satisfaction.

Five of the council's seven day services are **Neighbourhood Resource Centres (NRCs)**. Three of these services **Vaughan, Kenmore and Byron** NRCs; they were built using a PFI arrangement and are currently delivered specifically to people with learning disabilities.

Each of these centres was designed to fit in with its local surroundings and provide a contemporary and spacious environment. The aim was for adults with learning disabilities and their carers to learn new skills prevent social isolation and access resources within the borough. They replaced older buildings in South Harrow (Brember) and on the Vaughan site.

The need for modern community based centres to support people with complex and challenging needs had been identified consistently over a number of years. In order to respond to this need and offer the best possible quality of service to vulnerable adults, the Council considered all options available. Five years ago, the opportunity for PFI partnerships was accepted as an innovative approach to building and providing high quality facilities in the public sector. The Council carried out a detailed business case analysis,

looking at all available options and choose the PFI option in a very different financial environment to today.

The NRCs were specially designed to support people with severe learning disabilities and high support needs. For example, they each have ceiling track hoists installed in order to support people with severe physical disabilities to access activities. The focus on people with high support needs was an important element behind the planning for the centres for strategic as well as financial reasons which are set out later in this paper. Since the start of the Personalisation agenda in 2007 there has been a clear anticipation that people with lower level needs would be supported in the community through their networks of support and personal budgets, rather than in building based day services.

The three PFI NRCs were built in 2009, in partnership with BHH LIFT enabling the council to provide the highest quality environment in which to meet service users' needs. The PFI contract has been established for a 25 year period, and will not end until 2034. This is the expected length of time for this type of contract, due to the nature of investment and expected return on investment for the private company involved in the project.

There are a number of restrictions on the established use of these PFI buildings. However there is scope for changes which would need to be agreed with our development partners. The government are currently focused on PFI arrangements, and are bringing challenge to existing arrangements to help the public to be able to achieve more value from them. Any changes may have a cost implication, which would need to be evaluated alongside the benefit of the service change.

There are two further centres for people with learning disabilities - **Bedford House** and **Gordon Avenue**. Each of these centres has a capacity for nine people. On average seven service users attend each day - the majority of users attending five days per week. It was always intended that these services would be incorporated into the three larger centres once they were in place. However this has not taken place to date as services were previously full to capacity. This is now a consideration for this review.

Bedford House is also a residential establishment. The dual use of this facility as a day centre is reported to create disruption for the residential residents and can be confusing for both day centre and residential clients. The residential service is subject to a separate review. Gordon Avenue is also linked to a residential service. However this service has a separate entrance and therefore disruption is not considered an issue.

**Bentley NRC** caters for people with physical and complex disabilities, with a capacity for 64 places per day, and **Milmans NRC** caters for older people, with a capacity 50 places per day. Bentley has 74 registered users and Milmans has 106. They are not tied into contracts in the same way as the NRCs.

The **current net cost** of the seven in-house services is £3,393,441 inclusive of support costs.



### **Continuous Improvement Exercise**

Day services are not regulated by the Care Quality Commission (CQC), however the council conducted a Continuous Improvement Exercise in 2012. This is part of the council's robust quality assurance programme which is designed to ensure that services are safe, high quality and focused on supporting people to achieve outcomes.

This programme focused on client information systems, day centre usage, day centre staffing and the relationship with care management. The exercise found a mixed picture. It identified that the council services generally offer a high standard of support to those that use them but that there are a number of areas for improvement. These include the need for an increased understanding of personal budgets and choice, including our online social care portal; exploring opportunities for income generation; reducing the restraints posed by transport; and updating support plans and risk assessments.

As part of our quality assurance programme we have employed a number of service users and carers acting as Local Account Representatives (LARs) to help us to identify what 'Excellent' quality looked like from their perspective. The LARs developed their own day service questionnaire and collected the feedback themselves in the day centres and collated the results.

During the exercise an analysis was undertaken to identify the extent to which the capacity of the services is used. The following table shows the number of units and the average capacity of each:

<b>Day Centre</b>	<b>Client capacity per day</b>	<b>Av. no of clients per day</b>	<b>% of capacity used</b>	<b>Total no of service users</b>
<b>Vaughan PFI</b>	30	27	90%	35
<b>Kenmore PFI</b>	30	28	93%	31
<b>Byron PFI</b>	40	24	60%	25
<b>Bedford</b>	9	7	78%	10
<b>Gordon Av</b>	9	7	78%	9
<b>Bentley</b>	64	27	42%	74
<b>Milmans</b>	50	22	44%	106

Capacity is based on standard Monday to Friday opening times, and does not consider potential for weekend or evening use. The level of capacity used demonstrates that services are not currently supporting the number of people expected. The reasons for this are discussed in the next section. This leads to services which are inefficient as service costs and staffing levels need to remain largely the same in order to ensure safety, but we are supporting fewer people.

### 2.2.2 Analysis of people using internal services

Everyone who uses these in-house day service has been assessed as having substantial or critical needs in accordance with eligibility under the prioritising needs guidance.

In April 2012 the Fairer Contributions Policy introduced charging for day care. This has led to a reduction in service user attendance. As previously referenced the impact of this policy is particularly evident at Milmans and Bentley as they have seen overall reductions in client numbers of 29 and 10 respectively. There has been less impact upon the learning disability services as people with a learning disability are less likely to be affected by means tested charges. In addition to reduced numbers, day services have found that some service users continue to attend but for fewer days each week.

**As part of the development of the service model we will need to identify options to tackle the fact that some internal day services are substantially below capacity and therefore currently inefficient.**

There is a clear need to ensure that the services we provide are efficient and meeting needs effectively. Byron, Bentley and Milmans are all operating at less than 60% occupancy, whilst the services provided at Gordon Avenue and Bedford House are very small. When taken alongside information for the number of people accessing services in Section 2.3.1 of this report, the information on services and service usage shows a need to rationalise and reduce the number of buildings we use as internal day services.

**As part of the consultation process we expect to develop recommendations to reduce the number of buildings in use as part of the development of the longer-term vision of a new model.**

At present there is evidence that young people with disabilities are either not able to, or do not want to, access in-house day services. Of 30 people aged 18-25 accessing day services (external and internal), only five (16.5%) are attending the NRCs. The remaining 25 are accessing externally provided provision at a cost of £382,044 per year.

We have effective protocols in place between adult and children's services to identify young people who we expect to transition from children's to adult social care. Once we have identified them we work with them and their carer's to identify their needs and the services that will best meet them. Through this process we have been able to identify that a number of young people would be happy to use internal services assuming age appropriate activities can be provided.

Ensuring that in-house services are meeting the needs of young people with high needs will be an important outcome from this review.

**As part of the development of the service model we will need to ensure that services are attractive to, and able to meet the needs of young people with disabilities.**

### **2.2.3 External day services**

In addition to the in-house day services the council currently uses a wide range of externally provided services. At present some 400 people attend these services. We use these services due to particular specialist needs (such as severe challenging behaviour) that NRCs are not currently able to meet, and to provide service user choice. Use of a range of services will continue to be important as service users take more choices about the services they wish to receive.

#### **Block contracts**

A block contract is in place for services provided at the Sancroft Hall Project. This is also a PFI project established in 1999 and is under contract for a period of 25 years. As referred to above this is the standard length of contracts related to a PFI arrangement, as it allows the private sector partners to re-coup their costs. Residential care and respite care are also provided through this contract. This PFI project is a partnership with Catalyst, who owns the building, and Fremantle Trust, who provide care.

Three day care services are provided at Sancroft Hall. These include: Byron (for older people with dementia – not the same as the Harrow provided one for people with learning disabilities), Anjali and Maya (for older Asian people, and Asian people with dementia). Each of these services are run on different days of the week. These services help to ensure that we are able to meet culturally specific needs of older people from the Asian community within the day services available in the borough.

The contract covers block provision of 250 day care places in total, per week at an annual cost of £489,580. Any changes to this service in terms of provision, costs or other arrangements require negotiation with the partners.

Sancroft's Byron supports 70 older people including many with dementia; Anjali supports 105 older people from the Asian community; whilst Maya supports a further 39 older Asian people. The daily rate for these services is £37.66.

#### **Personal Budgets**

The remainder of the services are commissioned by individuals via personal budgets. The total spend on externally-provided day care is £1,853,831 per year (out of £5.247m overall). The daily cost of day services varies from the lowest at £17 per day to the highest at £240 per day.

The three highest cost services are focussed on supporting people with learning disability with additional needs (profound disabilities or autism and challenging behaviour). Choice for these client groups is limited as there are a small number of services able to meet their needs.

A detailed breakdown of external day services can be found in Appendix 2.

These services undergo robust quality assurance processes. These include service user surveys, face to face meetings with families and carers and audits to ensure continuous improvement. In the future people who use

services will also be able to comment or rate services via the council's on-line social care market portal.

### **Community Engagement - Musical Theatre Experience**

Increasingly there is a role for the community to support people with care and support needs within the community. This is an area that the voluntary sector contributes to in particular.

One example of this was in August 2012 when a new pilot community project for vulnerable people took place in Edgware. Twenty service users with learning disabilities signed up alongside a group of young people, for the musical theatre experience. It included experience of behind the scenes theatre work such as lighting and costume design as well as performing skills. Those who took part said they "liked the dancing; going onto stage; playing instruments; and proud to have taken part." One participant said it was the best thing they had done in their whole life.

The idea behind the project came from feedback from users of the Council's on-line social care market portal and users of the borough's resource day centres.

**As part of the consultation process we expect to develop recommendations for increasing the role of the community in supporting vulnerable adults**

## **2.3 Why a change is needed**

### **The Case for Change**

This section briefly outlines the case for changing the way that we provide day opportunities. These are then outlined further in the rest of this section of the report.

- In Section 2.3.1 we outline the need for financial savings and improved efficiency. This section sets out benchmarking data that indicates the council spends relatively more on day services than on other adult social care services. It suggests that a high number of people use these services and that some of these are expensive to deliver. In the current financial climate this underlines the need to make sure we meet needs as efficiently as possible.
- Section 2.3.2 deals with demographic change. It shows an increasing number of people likely to need services in the future, with increasingly complex needs. Despite reducing resources the council will need to continue to meet statutory requirements for support and will need to find new ways of doing so. Increasing numbers of older people with dementia and people with complex disabilities will bring particular challenges.
- Section 2.3.3 sets out the statutory and policy framework including the importance of ensuring that people are supported to be as independent as possible. This means reducing the need for costly residential and hospital care, and providing preventative day opportunities for those with lower level needs, including opportunities for meaningful employment for adults. The framework stresses the importance of choice and control, in the context of the Government's personalisation agenda.

### **2.3.1 Financial & Efficiency Need**

Spending on public services across the whole of the public sector, and local government in particular, is in a period of decline. The London Borough of Harrow is required to save substantial amounts in order to balance its budget up until at least 2017, the earliest at which the current period of austerity is anticipated to end.

The total budgeted cost of the current day service activities is £5.247m per year. This represents approximately 7% of adult social care spending in Harrow, and is a service area that needs to demonstrate excellent value for money and outcomes.

### **Benchmarking**

In all areas other than day services Adult Social Care in Harrow is considered high performing and low spending when compared to other local authorities. As Harrow is a low funded council, in general we aim for our services to be in the lower quartile on spend.

Benchmarking from NASCIS, the national social care data service, using 2011/12 information shows that Harrow has a significantly higher than average number of people using day services and that the overall cost of these services is above average. The benchmarking used in this report compares Harrow against all London Boroughs. It is important to note that this is one of a number of comparator groups, and others may show different comparisons.

As we have stated earlier in this report since April 2012 there have been changes to the usage of services in the borough following the implementation of fairer charging – however this benchmarking information still gives us important information about the pattern and cost of services.

The table below shows the cost per head of the population of day services in the borough. This is an indication of the total amount spent on day services and a comparison of how much this is compared to other London Boroughs.

Figure 2 (below) shows that Harrow’s overall spend on day services for adults is above the average level for a London borough. Given the council’s relatively low spend on adult social care this shows that a disproportionate amount is used for day services. One reason for this is likely to be that we continue to provide a number of day services in house, with related support costs. The chart shows that spending on both learning disabilities and physical disabilities is in the top quartile, whilst spending on older people is in the lowest.

**Total cost of day service per head of population**

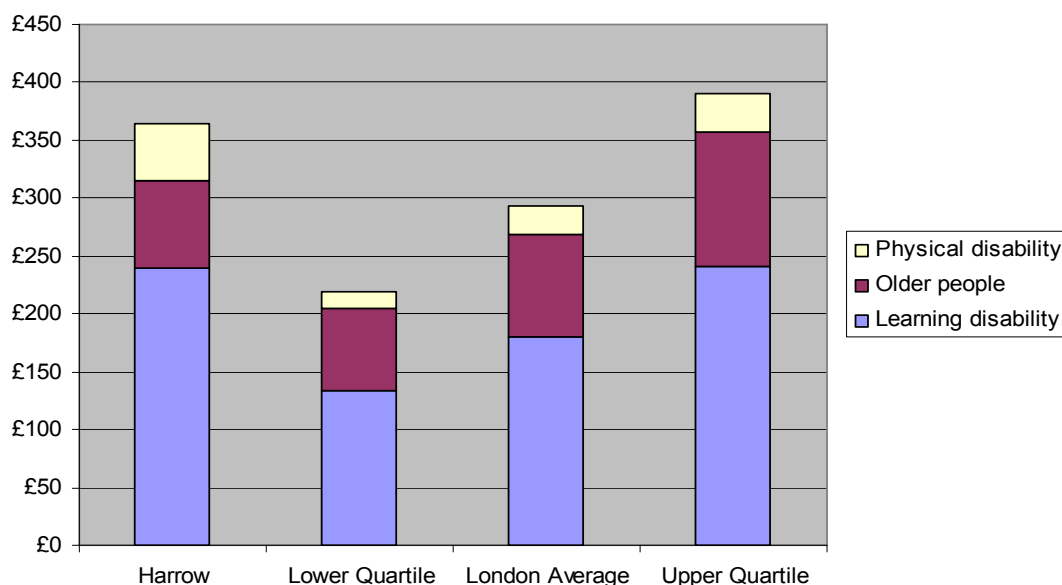


Figure 2 – bar chart showing total costs of day services per head of population

Further analysis demonstrates that this is caused by a high number of people using services. Figure 3 below shows that Harrow is in the top quartile in terms of numbers of people accessing services.

### Number of service users per 100,000 population

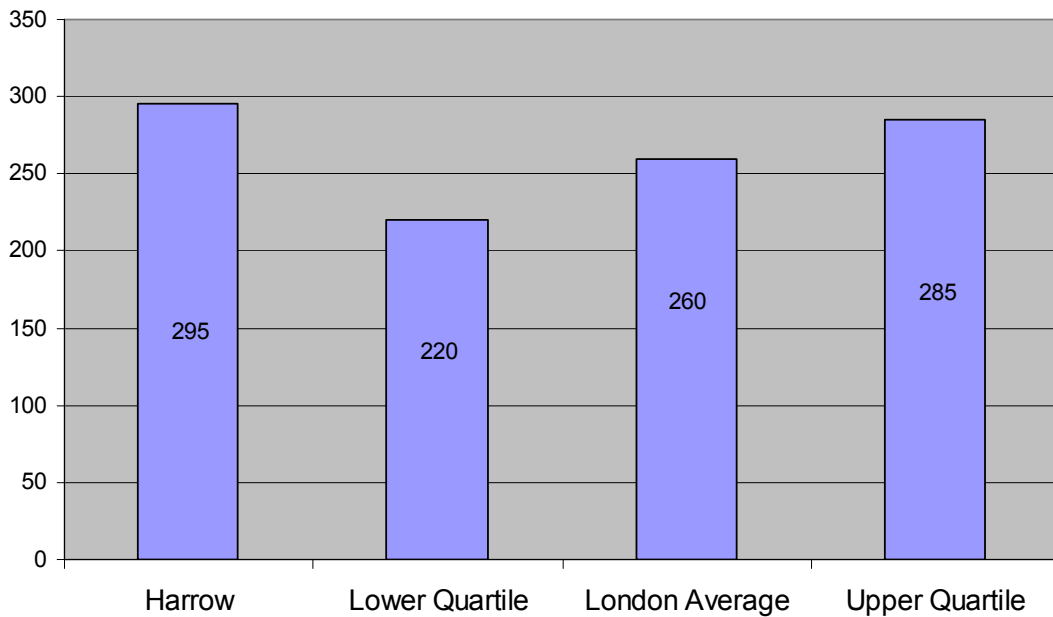


Figure 3 – bar chart the numbers of adults with social care needs accessing day services per head of the population

Figure 4 (below) shows the costs per service user for older people and then for people of working age. Consistent with the other charts this shows that services to older people appear to be very cost effective, whilst those for young adults are more expensive in comparison to other London boroughs.

### Cost per service user for day services for people over 65

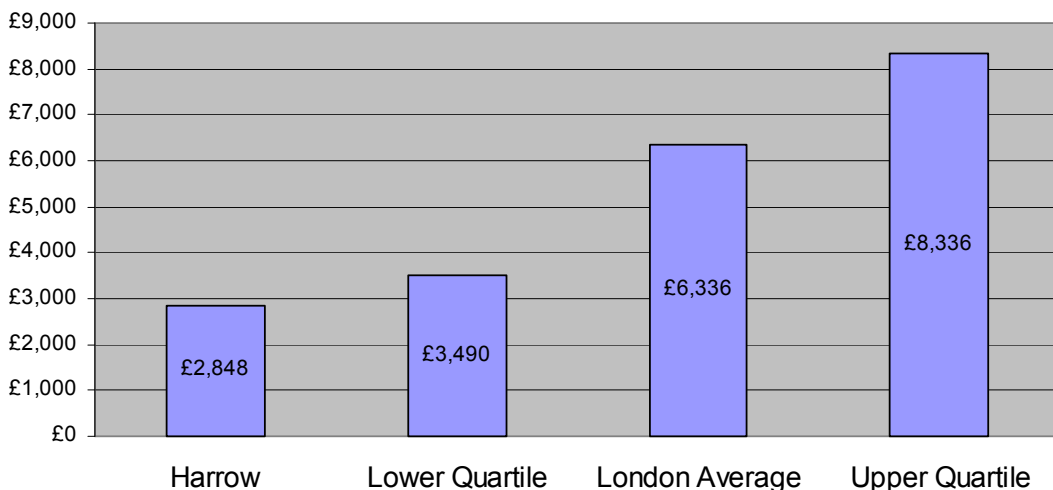


Figure 4 – bar chart showing annual cost per service user for day services for people over 65

The cost per service user for Harrow is comfortably within the lowest quartile. This is a reflection of the fact that the majority of older people access Milman's Day service for only one day per week, thereby enabling the service to support a larger number of people.

## Cost per service user for day services to adults under 65 years old

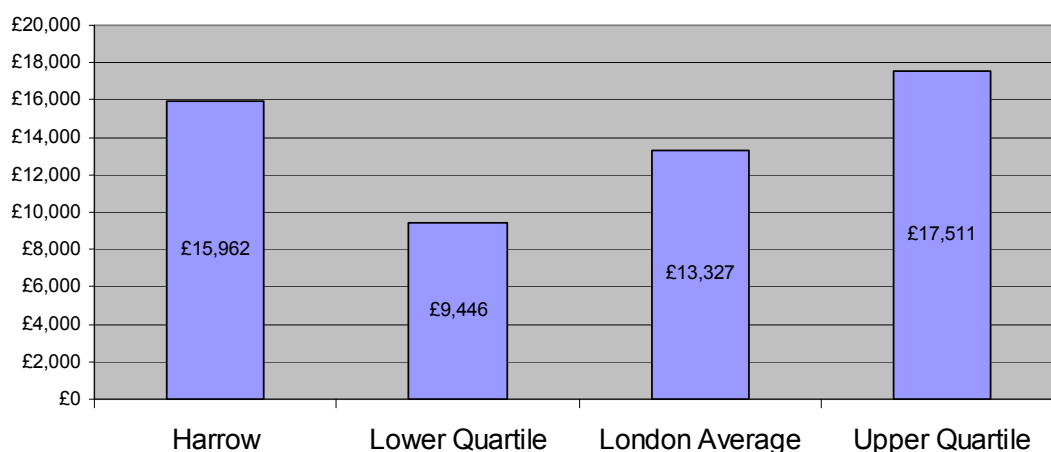


Figure 5 – bar chart showing annual annual cost per service user for day services for people under 65 years old

Figure 5 shows that the cost per service users with learning and physical disabilities of using day services is in the top half, but not the top quartile. The relatively higher cost per person reflects both the complexity of support needed by many people with learning disabilities and the fact that many service users attend the internal services for five days each week.

The analysis above shows that Harrow is paying relatively more for people to attend day services than would be expected. The charts show that the high number of people attending services is likely to be the main cause of this, but that higher than average costs of supporting in people aged below 65 is also a factor.

### **Benchmarking and Personalisation**

The information set out above must be taken in the context of personalisation. As Harrow are moving towards every eligible user having a personal budget by the end of 2012/13 the cost of services needs to be seen in terms of affordability for service users rather than for the council as a whole. In the future individuals will be given a financial allocation from which they need to purchase services to meet their assessed needs.

In this context it becomes clear that the council needs to ensure the provision of affordable and high quality services, whether directly provided or in the market place. This has very important potential implications for the provision of internal services as they will no longer have a guarantee that people will choose to use them.

Figure 6 below shows the average cost per week of council provided, spot purchased and block contracted day services used by service users in the borough.



## Average Cost per Unit by Service Type

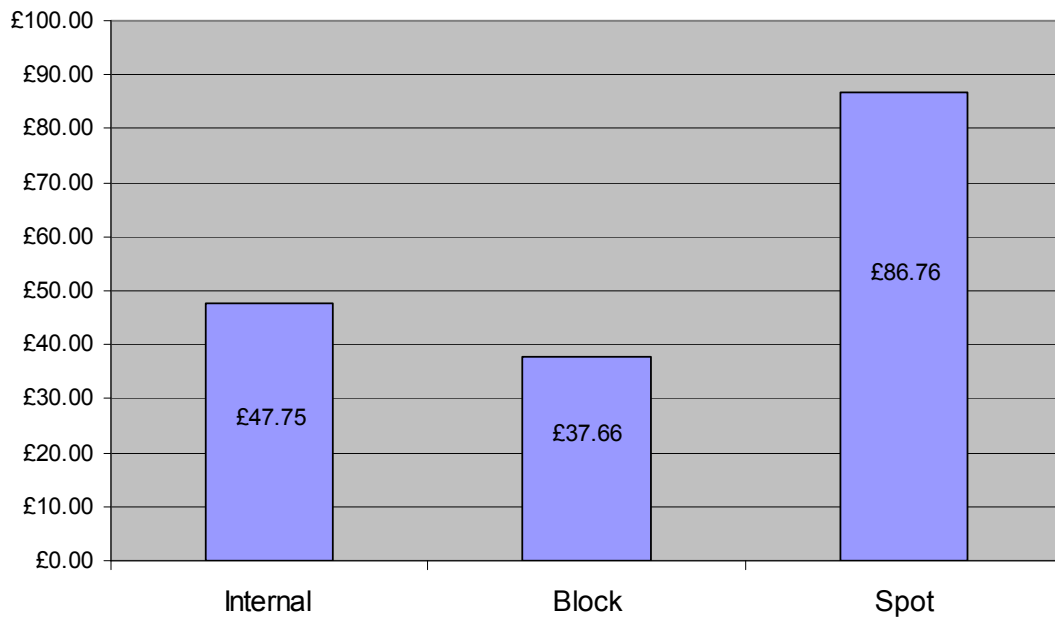


Figure 6 – bar chart showing weekly cost per service user in different contract models

The table shows that whilst block contracted services are least expensive, the internal services are relatively cost effective compared to spot purchased services.

These averages can be mis-leading however. Firstly as services meet a variety of needs they do not have standard costs. This explains why the cost of providing support to people with learning disabilities varies from £17 to £240 per day. When day services that provide specialist support to adults with learning disabilities and challenging behaviour are excluded the average cost of spot purchased services reduces to £61.33.

The conclusion from this analysis is that in the future only services that are cost effective and able to meet people's needs within their personal budget entitlement will be sustainable. Internal services may well be more sustainable if they specialise and support people with higher support needs requiring complex support packages, where these needs cannot be effectively met within the wider community.

**It will be important to ensure that internal services are sustainable in the future, by offering services that are competitively priced within the market. This will mean therefore that they will need to focus on supporting people with more complex needs.**

All of the analysis set out demonstrates the need for a clear and strategic approach to the market of day opportunities in the borough. The council has a number of internal day services but currently uses a wide range of additional services from external suppliers.

An important aspect of the efficiency of day services is in terms of the outcomes that service users are able to achieve. Highly effective day services

which support people to access employment, or support people to remain independent can contribute significantly to savings targets by preventing a need for on-going services, or higher cost packages of services for individuals.

### **2.3.2 Demographic Change**

There are a number of demographic and social factors affecting the population of Harrow which will require more effective use of resources to meet growing and changing needs and aspirations.

We have used a range of data sources including local and the national PANSI (Projecting Adult Needs and Service Information) dataset to understand demographic and demand changes. This section provides a short summary of the key factors relevant to this review.

All of the demographic information points to changing needs and increasing levels of demand for services. These call for different ways of delivering services which are more flexible to people's needs and able to change over time with the community.

Key Statistics from the 2011 Census are being released throughout 2012 and 2013. This data will be used to inform final recommendations made following consultation on this review. The latest available data, released on December 11<sup>th</sup> has identified that Harrow has become increasingly ethnically diverse over the past ten years, and suggests users of social care services will need to be increasingly culturally sensitive and flexible to community needs in the future.

#### **2.3.2.1 Older People**

Older people make up the largest group of people using health and social care services. We have seen a significant growth in the number of older people in the borough in the past 10 years. Projecting forward we expect to see this continue with a further 9% increase in the population over 65 by 2016. The same time period will see an 18% increase in the number of people over 90.

In addition to these increases in population we expect to see continued trends in a number of areas which affect social care demand. This includes increased numbers of older people; living alone, living with a long term limiting illness, with dementia, providing unpaid care despite having poor health themselves.

Last year more than 4000 older people received a service from adult services in the borough. Of these 85% were supported to live independently through a range of community services including 11% receiving a day care service.

The number of people with dementia is a particular issue for older people's services. This is particularly true in relation to people aged over 90 (the group growing most quickly) in which approximately 1 in 3 have dementia.

Key Issues for Services for Older People:

- People are living longer, but with more complex conditions such as dementia and chronic illnesses. Older people often have multiple health problems and are more likely to be admitted to hospital
- Dementia in particular is going to be an increasing challenge over time. As the population ages this will have significant impacts on social care demand.
- Services need to focus on promoting and maintaining older people's independence and so reduce the need for residential and acute hospital care
- Older people's expectations have increased and older years are anticipated as a period of fulfilment and independence
- The vast majority of older people want to live in their own homes for as long as possible. This means giving older people as much choice and control as possible so that they can live the life they want with services tailored to their needs

### **2.3.2.2 Learning Disabilities (adults aged 18-64)**

We expect to see further increases in the number of adults in Harrow with a learning disability in the coming years. The number is expected to increase by 2% to 3,772 by 2015, an increase of approximately 30 people in each year.

Last year there were 430 adults with a learning disability who received a service from adult services. Of these, 71% received services in the community, including 35% who received a day care service.

Those expected to have a severe learning disability and therefore most likely to require day opportunities is set to increase by 10 people in the next three years.

Autism among adults is an area of particular concern. The number of people with an autistic spectrum disorder in Harrow is expected to increase by 96 between 2011 and 2020. In addition improved diagnosis, identification and understanding will mean that more people with conditions become known to adult services.

Transition from child to adulthood is another major area of concern. We already know of 45 young people who will be entering adult services in the next two years who may require access to day opportunities, education, training or employment. Many of these are children with very complex needs who will need specialist care and support.

This trend will continue in the future as advances in medical treatment mean more young people with very complex, multiple needs are surviving into adulthood. More young people are being assessed with more complex and dual disabilities such as learning disability and mental health, autism, challenging behaviour or severe physical disabilities.

Key Issues for Services for People with Learning Disabilities:

- Services need to be able to support people with more challenging and higher needs. These will increasingly be the people who access building based services

- Supporting people to achieve and maintain independence will be of central importance to learning disabilities in the future. In particular supporting people to access meaningful employment is the key to supporting people to have a higher standard of living and greater choice and control

### **2.3.2.3 Physical and/or Sensory Disabilities (adults aged 18-65)**

The number of adults of working age with a moderate or severe physical disability is projected to grow by 5% by 2016 to 15,362. The numbers of people who have a sensory disability are expected to increase in the next 4 years by 3.9% for people who have a serious visual impairment and 6.2% people who have a profound hearing impairment.

Last year there were 717 adults with a physical disability or sensory impairment who received a service from adult services. Two thirds of these people reported a physical disability, whilst others had a hearing or visual impairment. The majority (95%) accessed community based services, which included 8% using a day care service.

Key Issues for Services for People with Physical or Sensory Disabilities:

- Through day opportunities to support more disabled people into paid employment by working with the Jobcentre plus service
- Improve our understanding of the needs of disabled people in Harrow particularly the needs of people with neurological conditions that require specialist care and support

### **2.3.2.4 Conclusion**

All of the evidence outlined above points to a need to support a larger number of people at the same time as we are faced with diminishing resources. New models and methods of support will be needed to support a broader range of people with increasingly complex needs.

There will be a particular challenge to be able to support preventative services for a number of people with lower level needs alongside targeted specialised provision for those with profound and complex learning disabilities, those young people transitioning into adulthood with challenging behaviour and people with dementia.

### **2.3.3 Statutory Framework and Guidance**

Under s.29 of the National Assistance Act 1948 disabled people are entitled to non residential, community services. Local authorities are directed to provide, whether at centres or elsewhere, facilities for occupational, social, cultural and recreational activities. This can include day centres, workshops, recreational and educational activities, as well as art, sport and drama. Under s.2 of the Chronically Sick and Disabled Persons Act 1970 the local authority has a duty to provide services to those who are assessed as eligible. These include recreational services and educational facilities. These statutes determine that the council needs to continue to support adults to have access to a range of activities to support their social inclusion and their development, however the way services are provided and needs are met is not specified..

The personalisation agenda as outlined in **Putting People First** in 2007 continues to provide the driving strategic force for adult social care in England. One of the key expectations of this agenda is that people will be supported to live as independently as possible, providing them maximum choice and control. Services should be as “personalised” as possible with the assumption that people should be provided with choice and control over how their needs are met.

In **January 2011** the **Think Local, Act Personal (TLAP)** Partnership built upon Putting People First with an updated framework for delivering more personalised social care. This framework expressed the need for a cross sector partnership focused on driving forward work on personalised, community based social care.

The recent **Care and Support Bill** indicates that local councils will be given a legal responsibility to promote a range of high quality services that meet the needs of the community with a focus on prevention and the needs and goals of people requiring care. The Department of Health launched a new programme to help provide more choice and higher quality of care and support services across the country.

The Developing Care Markets for Quality and Choice (DCMQC) programme will help local authorities build their capacity to shape a diverse, vibrant and high quality market for social care services. The programme will improve choice, provide tailored care and focus care on the outcomes that matter to people.

This reinforces the Government’s commitment in the **Caring for our Future White Paper**. In the draft Care and Support Bill local councils will be given a legal responsibility to promote a range of high quality services that meet the needs of the community.

In relation to Learning Disabilities the key strategic framework for local authorities is **Valuing People Now** which was published in 2009. It recommends that people with a learning disability should be included in local community provision and therefore avoid the creation of segregated provision and set out a challenging task for councils to modernise their day services.

In 2010, best practice guidance was published by the Department of Health on setting eligibility criteria for adult social care (“the Prioritising Need Guidance”). This guidance is published in the context of promoting personalisation and choice and makes clear that this will only be appropriate when support is put into universal services and early intervention and prevention. It also highlights the importance of utilising all relevant community resources, including the voluntary sector.

This framework sets out clearly the importance of ensuring that people are supported to be as independent as possible and to ensure that services are tailored to individual needs and abilities. It will be important to ensure that changes implemented following consultation are in line with this framework. There is no national strategy that covers all people with a physical or sensory

disability. Improving the Life Chances of Disabled People (January 2005) and the Independent Living Strategy (February 2008) both have the aim of promoting opportunities for choice and independence for all disabled people. This is to be achieved through the use of individual budgets, improving information and advice available and in improving the transition process for young disabled people.

The National **Service Framework for Older People** was published in March 2001 setting out national standards for the health and social care of older people in England. Since 2001 there has been a move away from age-specific guidance in favour of wider frameworks focussed on independence, control, early intervention and the role of local communities in supporting older people. Therefore this has been overtaken by the Personalisation agenda

**All of this guidance** points to the need for high quality and personalised services. Day services in the future will need to be very different from services provided in the past. There is an expectation that they will be user led, through personal budgets rather than block contracts and that they will be flexible and able to meet individual's aspirations.

The emphasis on control and choice, personalisation and individual budgets as well as more use of community and voluntary sector resources indicates an increasing need to move away from local authorities providing direct in-house services to providing personal budgets.

**As part of the consultation process we expect to develop recommendations for developing the market of day opportunities to ensure people have a choice of services**

In addition this guidance points increasingly to the suggestion that services should be integrated between health and social care in order to ensure that citizens are able to access seamless services to meet the full spectrum of their needs.

**As part of the consultation process we expect to develop recommendations for closer integration between health and social care services in the provision of day opportunities**

## **2.4 Developing a Service Model**

This report outlines the need for a new and coherent model of services, transforming 'day services' to 'day opportunities'.

In order to develop this model in detail we wish to engage with partner organisations, service users, carer's and other local people. We would expect our future model to be dedicated to ensuring that adults have the individualised support they need to be as independent as possible and to have happy and fulfilling lives.

The model that we arrive at needs to build upon the key findings set out in this report, as well as from the experience of other areas undertaking similar reviews and the findings of our consultation. In this way we hope to arrive at

the most effective model of services which uses the resources available to us to achieve the best possible outcomes.

In summary the key findings and priorities that we need to meet in the new service model are:

- That services and the model are personalised, allowing individual choice and control for service users
- That local services are able to meet the needs of those with the most complex needs, those with dementia, and young people as they transition into adult services
- That services are “future-proofed” in order to be able to cope with increasing numbers of people needing services as a result of demographic change
- That services are more integrated with the health service and include opportunities to develop for a joint approach to prevention
- That efficiencies are achieved and the over-capacity of provision that we appear to have is tackled
- That there is a solution to the problem of providing support to a relatively large number of people in relatively high cost services

Over the past five years there have been a number of strategic reviews of day opportunities in different parts of the country that have come to differing conclusions about the best way to deliver day opportunities. Appendix 3 provides information on reviews and changes to Day Care models in other Local Authorities.

### **Proposed model**

Taking account all of the information in this report we have identified the following aspects of a proposed model of services, that we are seeking Cabinet’s approval to enter a period of consultation upon.

The aspects of the model are:

1. That we explore through consultation whether there are opportunities to integrate with the health service to develop an offer which improves local preventative activities
2. That the services directly provided by the council focus on supporting those with the highest needs, and develop specialisms, such as supporting those with complex learning disabilities and supporting people with advanced dementia
3. That we rationalise the number of building based council run day services in order to deliver efficiencies and reduce the current over-capacity of services
4. That we explore options to continue to support people with lower level needs, potentially through models such as open access services, or through working with the voluntary sector in new ways

5. Encourage community engagement in the delivery of services to vulnerable adults. In particular increasing opportunities for volunteering, peer support and supported employment.

Cabinet are asked to agree to a period of consultation with partners, staff, local service users and carer's upon these broad proposals in order to define the most effective way to deliver day opportunities in the future. The consultation will explore each of the aspects of the model and how to make them work most effectively. It will also consider any additional options and suggestions raised during the period.

Following the consultation a final report would be developed with a set of recommendations to be considered for approval by Cabinet in July 2013 for implementation from October 2013.

## **2.5 Options considered**

**Proposed option:** This report requests Cabinet approval to commence consultation on a new model of day activities. This is on the basis that identifying key priorities prior to engaging the community in further developing the service model ensures that we are able to have meaningful consultation which is based on intelligence about what works and what is needed.

**Do nothing option:** Continuing to provide and commission services as we currently do is not considered a realistic option. This would both fail to achieve the required level of efficiencies and would fail to deliver on potential for improved outcomes and a better strategic fit

We expect to return to cabinet in July at which point options and recommendations from the consultation will be proposed.

## **2.6 Equality Impact Assessment (EqIA)**

The Council is yet to carry out formal consultation regarding these proposals - approval to do so is one recommendation of this report.

Full consultation will take place subject to Cabinet agreement to carry out consultation with service users, families and staff. As part of the consultation we would carry out a further EqIA, building upon the initial EqIA reported below.

### **2.6.1 Equalities**

Section 149 of the Equalities Act 2010 created the public sector equality duty. When making decisions in relation to service provision and in particular changing policies and the way services are provided, the Council must take account of the equality duty and in particular any potential impact on protected groups.

An initial equalities impact assessment (EqIA) has been carried out. The key findings were as follows:



- The needs for a further EqIA to be undertaken in conjunction with the consultation exercise proposed by this report.
- The review of current service provision carried out to date has considered the demography, trends and current service provision against individual service user needs and gives an overall case for the proposed changes.
- There are expected to be service user and staff impacts but owing to the potentially sensitive nature of the proposals full and open consultation requires approval by Cabinet.

## **2.7 Consultation process**

Adult services undertake a large amount of service user consultation on an on-going basis and as part of their quality assurance systems – this is a fundamental aspect of the way that the department works. Within any year we have 45 ways to receive feedback from service users and/or carers.

This report requests permission from Cabinet to undertake a full formal consultation on significant changes to day services. As such we have not undertaken formal consultation to date.

A decision has been made through the Medium Term Financial Strategy in February 2012, to achieve savings from day services. Therefore subject to Cabinet approval of recommendations the consultation will focus on how to deliver services within the reduced financial budgets set out in the MTFs.

Subject to Cabinet agreement the consultation will include service users, potential service users, carers, staff and Unions. The timetable would be as follows:

- Consultation starts February 2013
- End of consultation 12 weeks later – May
- Return to cabinet in July 2013
- Implementation from October 2013 – dependent upon options selected

### **Service Users and their families**

Consultation if approved by Cabinet will start at the beginning of February and go through until April 26th. A consultation event will be arranged for each of the day services. In addition we will arrange focus groups for users of externally provided services including young people in transition from children to adult services.

Information in accessible formats such as easy read will be available from (date) to outline the reason for the review and the consultation process.

### **Staff**

Meetings will take place for staff delivering services. It is important to ensure that staff are aware of the review and its potential implications at the same time as service users so that they are able to provide service users with support if they want to ask questions following their meeting. Meetings will also take place with Unions.

Following the 12 week consultation period a report would be prepared summarising the consultation responses and this would be presented in together with detailed proposals to Cabinet in July for further consideration.

### **3. Implications of the Recommendation**

#### **3.1 Financial Implications**

##### **3.1.1 Capital**

Capital considerations will be an important factor in developing final recommendations for the future of day opportunities. This will include considerations about future costs and opportunities of each of the building used and any potential for alternatives.

It is likely that the new model for day opportunities will lead to changes in the way that services are provided and the way in which facilities are utilised. As stated earlier in this report there is a need to rationalise and consolidate the buildings that we use for day services. This would result in buildings being made available for disposal or alternative use. We will seek to consider capital opportunities widely including possible change of use, or multiple usages of facilities in order to ensure the most efficient use of resources. There may also be opportunities for improvement and investment alongside any disposals.

Three of the internal services under consideration in this review are owned by the council. These are Milmans, Bentley and Bedford House.

Bedford House day care is provided in a building that also provides residential services. There is an ongoing review of residential services, including Bedford House, which may also have capital implications for the building.

##### **3.1.2 Revenue**

See also section 2.3.1.

This report asks for permission to consult. The consultation will consider recommendations that will impact on revenue – including achieving savings of at least £300k in 2013/14 and a further £300k in 2014/15 to meet existing MTFS commitments.

The council receives income from client contributions under the Council's Fairer Contributions Policy. Day services have only become subject to charging as from 1<sup>st</sup> April 2012. We do not expect that there will be changes in the level of income we receive as a result of this paper.

There are specific savings targets that have been agreed for adult social care which are linked to transformation of day services. It will be important for the council to hold funds in contingency, in the event that Cabinet do not approve final recommendations to deliver them.

One potential revenue implication of the outcomes of this review would be that internal services may cease to be sustainable. As people increasingly make informed choices about the way that they wish to spend their personal budgets it is possible that a significant proportion choose to move away from NRCs in the future. This will be an issue that needs to be closely monitored when final recommendations are made.

A final consideration is that changes to the way that services are delivered may impact upon SSCs (management recharges) in the council. Potential impacts would be identified when final recommendations are taken to cabinet.

### **3.1.3 Staffing Implications**

We have conducted some initial analysis and found that the total number of staff working in all Harrow's day services total 62.1 whole time equivalents. Currently 18% of the staffing positions are covered by agency staff which could assist in reducing the impact of any redundancies that may be required in the implementation of a future model for day opportunities.

We would expect that moving to a new service model a full staffing restructure would be required. This would be to ensure that people are deployed in the appropriate services. Additional training may be required to implement new models effectively.

It will not be possible to accurately identify staffing implications until consultation has been completed and recommendations are available to be considered by Cabinet. Following this development of detailed service specifications will shape a clear understanding of staffing requirements.

The Council is aware of a possible risk of redundancies. Once reconfiguration plans have been confirmed, the full detail of these implications will be identified. Officers will work to prevent and reduce the need for redundancies where ever possible. .

## **3.2 Legal implications**

The statutory framework for the provision of these services is set out elsewhere in this report.

There is a proposal to undertaken consultation on the review of day services. When undertaking consultation, the Council must ensure that it is carried out at a formative stage, sufficient time and information is provided to enable the consultees to understand the impact of the proposal and respond and the result of consultation is fed back to the decision maker, in this case Cabinet. Consultation responses can also be used to help identify any equality implications of a proposed decision.

The Council is under a duty to provide certain services and has the power to provide other services. The Council can decide to change the way services are provided for policy and financial reasons; however it must ensure it continues to meet its statutory duties and takes account of guidance when making decisions on service provision. If changes are made to the services provided to individuals, the Council must take account of the impact of its

decision on those individuals and ensure that an individual's assessed needs can continue to be met, albeit possibly in a different way.

### **3.3. Performance Issues**

#### **National Measures**

Harrow has been a national leader in personalisation and has developed a pathway and a range of services to ensure that people have as much choice and control over their care and support as possible. The borough has a substantial track record of improvement and an approach that focuses on supporting people to be as independent as possible.

Government policy direction is for all social care needs to be assessed and provided through the personalisation process. Choice and flexibility are the cornerstones of personalisation. At least 70% of people requiring social care support should receive that support through a personal budget by April 2013. Harrow is working to achieve one hundred percent of eligible service users having a personal budget and ensure that individual choice is maximised through the council's electronic social care market portal. A range of services provided by the statutory, private and voluntary sectors are advertised through this portal.

We have analysed the satisfaction of service users attending day services as reported in the National User Survey in January 2012. The results show that 57% of day centre users reported being 'very' or 'extremely' satisfied with services. In addition 64% of day centre users reported having at least 'adequate' control over their daily lives and 80% said services helped them to remain in control.

An important aspect of day service provision is supporting people to maintain social contact. In relation to this 70% of day centre users said that they could spend enough time with people they wanted to and 62% of day centre users said they could do enough of the things they wanted to in their free time. This is higher than the overall average for all service users of 57% suggesting that these centres are contributing to positive outcomes.

In implementing these recommendations we will build upon current arrangements to develop a quality assurance model based on the borough's MJ magazine's highly commended 'QAQ' model and will utilise the insight of partners, users, carers and Council officers to track delivery.

Performance targets will be set for services against the outcomes we're trying to achieve and they will be monitored as individual services and as a group. Individual clients will have their outcomes reviewed to ensure services are meeting individual needs.

It is important to note that the consultation on, and implementation of, recommendations coming out of the paper could potentially have an impact on levels of service user satisfaction. If Cabinet approve the recommendations we will be consulting with the community, potentially raising concerns of service users, at the same time as the annual National Social Care User survey. This is because service users and their carers may feel a

considerable level of concern that they could lose services that they value highly.

### **3.4. Environmental Impact**

The environmental impacts arising from the recommended option are as follows: -

- Rationalising the number of buildings in use reduces energy utilised in the delivery of these services.
- Further environmental impacts will be assessed in the report that will follow consultation on the wider day opportunities model.

### **3.5. Risk Management Implications**

Risk included on Directorate risk register? No

Separate risk register in place? Yes

The risks that are outlined in this section relate to the proposed period of consultation rather than of implementing proposals. These will be updated with operational risks if recommendations are approved and a new report is considered in July.

The key risks for the project are listed below with a rating of their impact and likelihood. Mitigating actions are in place for all and the risks are manageable: -

- That the consultation is not adequate – in that it fails to fully explain the consequences or fails to include all necessary parties
- That the consultation is not representative and reflects the views of only a section of affected people
- That the consultation leads to a reduction in satisfaction levels in the National User Survey in early 2013, affecting overall performance
- Changes to day services are sensitive in nature as they support a number of people and are highly valued. There is a risk that consultation will lead to considerable negative publicity and campaigning

### **3.6. Equalities implications**

The equality implications are set out in the main body of the report.

### **3.7 Corporate Priorities**

This review relates to the following Corporate Priorities set out in the 2012/13 Corporate Plan:

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

The Community, Health and Wellbeing Directorate's vision is:

*"Enhancing our resident's quality of life, and offering excellent service"*

## **Section 4 - Statutory Officer Clearance**

Name: Roger Hampson	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 07/12/12		

Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 19/12/12		

## **Section 4 – Performance Officer Clearance**

Name: Alex Dewsnap	<input checked="" type="checkbox"/>	Divisional Director Strategic Commissioning
Date: 07/12/12		

## **Section 5 – Environmental Impact Officer Clearance**

Name: John Edwards	<input checked="" type="checkbox"/>	Divisional Director (Environmental Services)
Date: 07/12/12		

## **Section 6 - Contact Details and Background Papers**

**Contact:** Thom Wilson, Head of Commissioning & Partnerships, 020 8736 6022.

## Background Papers:

1. Putting people first: a shared vision and commitment to the transformation of adult social care -

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_081118](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_081118)

2. Valuing people now: a new three-year strategy for people with learning disabilities –

[http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH\\_093377](http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_093377)

3. Think Local Act Personal – A-wide commitment to moving forward with personalisation and community-based support January 2011

[http://www.thinklocalactpersonal.org.uk/library/Resources/Personalisation/TLAP/THINK\\_LOCAL\\_ACT\\_PERSONAL\\_5\\_4\\_11.pdf](http://www.thinklocalactpersonal.org.uk/library/Resources/Personalisation/TLAP/THINK_LOCAL_ACT_PERSONAL_5_4_11.pdf)

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

**NOT APPLICABLE**

*[Call-in applies]*

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## Appendix 1 Details about the in-house centres

Centre	Activities	Capacity and usage	Building
<p><b>Vaughan NRC</b>            Located in West Harrow close to the West Harrow tube station.            The staff team at Vaughan NRC have developed skills and experience in working with people with autism and challenging behaviour.</p>	<p><u>Focus on Independence and Control Activities includes:</u>            Volunteering at St Peter's Church serving tea and coffee,            Supermarket in West Harrow filling shelves', attending breakfast club at local cafe, walk 4 life fund raising,            Cooking skills for life and planning activities/ groups etc.            Animal Welfare Group, the Discovery award</p> <p><u>Therapeutic Activities</u>            Art and crafts, horticulture, computers as well as life skills, horse riding, allotment activities and a sensory session.</p>	<p>Capacity 30 people per day,            Current average 27 people per day. Total 35 users, most of whom use the service five days per week.</p>	<p>PFI with BHH LIFT. The building also houses a children's centre with an extended school's club which runs from late afternoon. Mencap use the canteen on Tuesdays and occasional Thursdays.            Do not charge for external use.</p>
<p><b>Kenmore NRC</b>            located in Kenton            The service was initially designed to support people with severe learning disabilities and high needs. Over time however the service has started to support a number of people with lower support needs</p>	<p><u>Focus on: Education and Employment</u>  <u>Courses include:</u>            Computer Skills,            Voluntary work at the local church, gardening, delivering leaflets for Helpline, reception work at the centre, raising money for charity i.e. Children in Need</p> <p><u>Health and Wellbeing</u>            Swimming, healthy walking            IT skills, Well men's and women's</p>	<p>Capacity 30 people per day.            Current average 26 people per day. Total 31 users</p>	<p>PFI with BHH LIFT            No external use</p>

Centre	Activities	Capacity and usage	Building
<p><b>Byron Park RC</b> located in Wealdstone next to the leisure centre A hub for education and employment related activities. FE Colleges make visits. Recently reablement has been introduced.</p>	<p>group, Makaton and communication skills, change 4 life, Asian Women Sports day ,the Big Health Day and coffee mornings <u>Focus on Health and Wellbeing – includes:</u> Healthy Eating, swimming walk for life and green gym, health awareness, voluntary work, community trips, music therapy, cycling and travel skills, Makaton  <u>Work Skills</u> Employment sessions at the Retreat work in the centre café and Red brick Café, Passport to transport and charity shop voluntary work, volunteering and reception duties at the centre.  <u>Therapeutic Sessions</u> Arts and Crafts, Bollywood music and dance, gardening, trampolining, accessing the library, snooker, table tennis and photography</p>	<p>Capacity 40 people per day. Current average 25 people per day.</p>	<p>PFI with BHH LIFT The site is used by Ashiana (Learning Disability Charity) over the weekend.</p>
<p><b>Bedford House Day Service</b> Located in Pinner Green. The service aims to</p>	<p>Focus: Programmed activities- improving independence in the centre as well as in the community.</p>	<p>Capacity 9 people per day, Current average 7 people per day. Total 10 users</p>	<p>Building is owned by Council It also provides permanent and respite residential care. No other</p>

Centre	Activities	Capacity and usage	Building
support people with severe learning disability and autism	Art and crafts, trampolining, bowling, swimming, cooking, community outings and walks and a sensory session		external use of the day centre space.
<b>Gordon Avenue</b> located in Stanmore. The service is for people with severe learning disability, autism, challenging behaviour and complex needs.	Focus: Programmed Activity: - improving independence: Community outings, library visits, films, gardening, cooking skills baking, music session, arts, crafts and walks.	Capacity 9 people per day, Current average 7 people per day. Total 9 users	No external use.
<b>Bentley NRC</b> for people with physical disability located in Harrow Weald	Focus: Rehabilitation Skills Development: IT skills using social media , One to One rehabilitation, walking group, hand and shoulder massage, communication skills, well men's and well women's groups, various health talks, Stroke Group, Reablement Group and Yoga, health and nutrition sessions, tone and trim, cooking skills, and swimming. Person Centred Planning, service user's committee and user engagement sessions.	Capacity 64 people per day, Current average 27 people per day. (42% utilisation) Total 74 users  The level of utilisation at the service has reduced significantly during 2012 as a result of the introduction of fairer charging. This has meant that people who are able to afford to pay are now charged for attending day services and transport. A number of people have chosen not to attend rather than to pay.	Building is owned by the Council. 13 different groups use the facility, not charged for historical reasons, though a Bridge Club makes a donation of £51 a month.
<b>Milmans NRC</b> for older people located in Pinner	Programmed Activity- improving independence Newspaper reading, discussions, quiz, bingo, chair exercise, walking, and music, reminiscing,	Capacity 50 people per day, Current average 23 people per day. (44% utilisation) Total 106 users, most of whom attend only one day per week.	Building is owned by the Council. Charges for external use. Crossroads runs a Saturday service for 9k per annum

Centre	Activities	Capacity and usage	Building
	<p>chair yoga, arts and crafts, floor games, sing a long, table tennis, IT, scrabble, card games, dominoes and jigsaw.</p> <p>Reablement sessions, prevention of falls programme</p>	<p>most of whom attend only one day per week. As with Bentley the number of people attending has changed significantly as a result of the fairer charging implementation.</p>	

## Appendix 2 – External Day Service Provision

Day Services	Total No of Clients	Description	Shop4 Support Entry	Daily Unit Cost £	Total Spot Purchase Cost £
<i>Anjali Day Centre</i>	105	Part of Sancroft Hall. Focused mainly on Asian older people, mainly PD		37.66	489,580
<i>Maya Day Centre</i>	39	Part of Sancroft Hall. Focused mainly on Asian older people, mainly PD		37.66	
<i>Byron Day Centre</i>	70	Part of Sancroft Hall. Dementia older people		37.66	
CMSS	8	Serves people from different boroughs. PD and LD Skill development centre, offering tailored activities in-house as well as in the community, including vocational programmes, mainstream qualifications, work experience as well as life skills and leisure activities.		92.09	138,871
<i>Harrow Activity Centre</i>	18	LD under 65, run by Mencap, offering a range of activities.		22.00	99,333
<i>Community Solutions</i>	11	Run by Mencap Harrow. A range of services to meet individual needs, including support in accessing social and leisure activities.	✓	47.75	88,151
<i>Flower Lane Centre, Barnet</i>	2	Day centre for learning disabilities, with a specialism in autism. Provides 1:1 support.		202.48 to 240.04	115,055
<i>Kids Can Achieve</i>	6	Support for children, and some adults, with emotional, social and behavioural difficulties, autism and LD. Intended to engage children with mainstream education.		36.25 – 39.10	124,925
<i>Leonard Sainer Day Centre</i>	2	For Jewish elders with a programme of activities for people with dementia or memory impairment		46.75 to 48.62	4,959
<i>Nas Radlett Lodge, Acton centre</i>	3	Part of National Autistic Society, for people with autism and learning disability.		106.57 to 114.43	91,356
<i>Sense, 12 Hyde close Barnet</i>	4	1:1 support for high level needs for people with LD, PD, and dual diagnosis		126.97 to 197.73	143,582
<i>Sneh Care, Brent</i>	7	For Asian people with learning disabilities and mental health problems, including dementia. Range of activities, Asian music, dance, handicrafts, outings, skills in cooking, shopping, literacy, numeracy.	✓	46.92	12,802
<i>Templeton Centre</i>	7	Saturday centre for older people with dementia	✓	45	45,000

Day Services	Total No of Clients	Description	Shop4 Support Entry	Daily Unit Cost £	Total Spot Purchase Cost £
<i>Weldon Activity centre</i>	14	LD 18-65, offering a range of social, therapeutic, leisure and work related activities	✓	17.00	48,008
<i>Shaw Trust</i>	12	Services for people with various kinds of disabilities or medical conditions, who live in the surrounding boroughs of Harrow, Brent and Barnet. Provides an alternative to traditional daycare. Activities include: socialising, horticulture, skills for working life, NVQ level 1 in horticulture, work placements.		35.00	70,630
<i>Choices 4All</i>	6	Provide person-centered training for young people and adults with learning disabilities. All the trainees are helped to gain new skills, both to help with independent living, and to help with finding paid work.		37 to 59 depending on need	34,345
<i>Development and Learning Opportunities Ltd</i>	2	Provides a service to young people aged 16-25 years who have severe and profound learning disabilities. Activities include use of public transport, sports and leisure, shopping, arts and crafts, music, cooking and money management.		227.18	11,813
<i>Drive</i>	1			£67.29	3432
<i>Hamilton House</i>	1	Scope day service in Hove, Sussex, for PD and LD		71.32	11,197
<i>Hoffman Foundation for Autism, London</i>	1	In Haringey ; care home as well as day activities		165	42,900
<i>Norwood Ravenswood</i>	3	Supports people with learning disabilities and children and families in need in the Jewish community and to people in the wider community, in London and the South East. Norwood offers a range of services to support the varying needs of adults aged 19 years and over, who are registered as having a learning disability. Supports them to access training and employment opportunities, develop their skills, and where possible, to find jobs, make friends.	✓	118.79	43,358
<i>Willesden resource Centre</i>	8	Provides day services and outreach support for people with			

Day Services	Total No of Clients	Description	Shop4 Support Entry	Daily Unit Cost £	Total Spot Purchase Cost £
		a learning disability, physical disabilities, sensory impairments, communication development needs and associated health needs, 1:1 and 2:1 support if necessary, for complex needs. Support people to access community activities.		49.00	98,451
<i>Wilsmere House</i>	1	Care home run by Barchester in Wealdstone, also provide supported living, and also have care homes in other parts of country.		71.72	18,718
<i>Sudbury House</i>	1			30	4,680
<b>Total</b>	<b>336</b>				<b>1,753,887</b>

## **Appendix 3**

### ***Other Local Authorities carrying out reviews of day centres***

#### **BRENT**

Brent Council carried out a review in 2010 which saw the closure of two out of three day centres in 2011.

The original consultation took place two years ago and focused on Learning Disabilities. In 2013, phase two will look at Physical Disabilities and Older People.

The reason for the closures was a strategic one as Brent wanted to support more service users in the community. Brent's aim was to have fewer centre buildings with a replacement of purpose built centres for those people with profound needs.

They are now in the process of carrying out a review and options appraisal of the council's remaining learning disability services and day care for older people. These services include outreach, day care, adult placements and social networks for people with autism and learning disabilities (based at two sites), day care for older people and people with disabilities and residential care in one group home. The review and options appraisal will set out recommendations relating to working with expert partners; improving the quality of services delivered; facilitating greater service user control and efficiency improvements.

The cabinet decision is due by 31<sup>st</sup> Jan 2013

#### **HILLINGDON**

The local authority has proposed replacing Woodside Day Centre, the Phoenix Day Centre and the Parkview Day Centre with a single day centre at Queens Walk.

The Council have stated that the proposed changes would enable service users to have more choice and independence through offering care and support tailored to their needs. Families and carers were fully involved in the proposals, the council had carried out a full consultation over a two-month period, involving a range of meetings with people using services and their families. People were also invited to have their say on the council's website or by calling it directly. They emphasised that they will continue to support service users and their family carers throughout this process

The Council is currently being legally challenged on its decision and the challenge is proceeding through the courts.

#### **STOCKPORT**

A review of Day Care was carried out by Stockport Council. A number of issues were identified; they also considered special needs transport to centres and use of buildings.

The main overall weaknesses identified in relation to current day services include:

- A hotchpotch of services with a lack of information on what is available and confusion about criteria / the referral process
- A lack of stimulation and activities
- A lack of services in the West of the Borough despite local demand



- Significant transport issues around provision and criteria
- Poor provision in terms of diversity

The main strengths identified for available services included them being more community based, less institutionalised, less formal, more stimulating, arranging trips out, and offering some specialist services (for example, for Black and Minority Ethnic service users and service users with a dementia and their carers).

Good services were mainly identified as being able to provide personal care, having a high level of paid staff, providing meaningful activities and stimulation, and ensuring service user and carer involvement.

### **Development**

A key area for development identified for was to monitor and develop more varied and dynamic activities. In addition there was a need identified to be able to meet higher levels of physical and mental health needs, having more flexible times, and being more community inclusive.

The main areas of development identified for day services in general include:

- Service user involvement groups that help shape services
- Meaningful, varied and stimulating activities to help improve people's physical and mental health
- Reablement and promotion of independence to improve people's skills (including around mental functioning)
- Promotion of Direct Payments and personal budgets to ensure innovation, choice and quality
- Use of Telecare as a day care alternative
- Increase in joint working between Health, Social Care and Voluntary Sector
- A co-ordinated Day Service Strategy, including the needs of people with dementia
- Development of a more comprehensive and holistic community service meeting the diverse needs of the population
- or conversely specialist services, particularly for people with mental health needs
- Less building based services
- More flexible opening hours / days, including a seven day service / longer hours / evening service

### **HAMPSHIRE**

Hampshire manages 12 main day services, attended by 802 people with learning disabilities. They have proposed changes in order to provide more choice for individuals and opportunity to integrate with mainstream community activities.

There has been evidence that young people are not choosing to attend the Council day services. The buildings are in isolated settings, making the users more isolated. Many of the buildings are old, which makes them too big for the number of users, expensive to maintain due to their age, and unsuitable for users with profound and multiple learning disabilities, who are predicted to increase in numbers over the next twenty years. The services are in general more expensive than alternatives run by the voluntary and private sector.

Under the proposed changes, the services would be re-focused on users with significant disabilities living with family carers. The services will be relocated to three new bases offering

enhanced facilities for those with complex needs. The more able will be provided with a choice of alternatives. People will be supported to access mainstream and alternative support services where possible. Community Link services will be developed to provide information, advice and help.

It is thought that proposed changes will improve the sustainability of in-house services through creating more attractive and modern building bases.

Consultation took place at the end of 2010. It was proposed that changes would be incremental over two years, with priority given to day services with the most unsuitable buildings.

The final plans were agreed by councilors on 16th May 2011. The proposals consisted of relocation of day services to modern venues that were fit for purpose and more integrated into the community. These services focused on specialist provision for those with complex needs and the provision of a wider choice of activities for service users with a disability.

## Template 1 - Initial Equality Implications Assessment Template

**NOTE: This is NOT a screening template but to highlight and give you an indication of any potential equality implications at the project proposal / concept stage. By completing this template, it is your responsibility to evidence why a FULL EqIA is NOT required.**

**If you have insufficient evidence, data and research or need to undertake further consultation to assess the potential impact of your proposals, then a full EqIA (Template 2) will be required, therefore you do NOT need to complete this template.**

Directorate / Service:

Community Health and Wellbeing

London Borough of Harrow currently provides seven NRC's/Day Centre for adult client groups. We also commission a range of services provided by other organisations, and support people to use personal budgets to access activities. The groups catered for are; people with learning disability, physical disability and sensory impairment and older people.

Work has been undertaken to identify the physical capacity of internal services, this includes the average daily attendance and client outcomes achieved. This work has shown that centres are under utilised, plus there is evidence that young people with learning disabilities are not automatically choosing the council's day centres.

Supporting the most vulnerable citizens in Harrow is a key priority for the council. The council will continue to ensure people receive the care and support needed to be as independent as possible whilst being treated with dignity and respect.

This EQIA relates to proposals to undertake consultation on the future model of day services in the borough. The consultation will include proposals relating to the remodelling and consolidation of existing services, and ideas for new ways of working. There are potential impacts for users of day services to the final recommendations that come from this consultation.

What are the proposals being assessed? (**Note:** 'proposal' includes a policy, service, function, strategy, project, procedure, restructure)

	<p>It is proposed that we will return to Cabinet later in 2013 once the consultation has been completed with full recommendations for implementation. At this stage a full EQIA will be needed to understand the impacts in detail on different groups. At this stage however we are completing the Initial EQIA in relation to potential impacts.</p>
<p>Manager Responsible for Area:</p>	<p>Thom Wilson, Bridget Bergin and Amanda Dade</p>
<p>Officer(s) completing the Initial Equality Implications Assessment (IEIA):</p>	<p>Marc Jackson</p>
<p>Date IEIA completed:</p>	<p>03<sup>rd</sup> September 2012</p>

<p><b>2.3</b> What are the aims, objectives, and desired outcomes of your proposals? (Also explain proposals e.g. reduction / removal of service, deletion of posts, changing criteria etc)</p>	<p>To maximise day opportunity choices for adults with Learning Disability, Physical Disability and Older people</p> <ul style="list-style-type: none"> <li>• To realise a vision for a transformed model for day opportunities in Harrow for people with learning disabilities, physical disability and sensory impairment and older people.</li> <li>• To develop a range of options that: increase opportunities for social inclusion, maximise choice and control, improve health and well-being, increase employability and deliver efficiencies.</li> <li>• Through the development and implementation of this new service model the council will achieve £600k towards the Medium Term Financial Strategy.</li> </ul>
<p><b>2.</b> Who are the main people / groups who may be affected by your proposals? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc.</p>	<p>The main people affected by these changes are people who currently use day services; This includes people with;</p> <ul style="list-style-type: none"> <li>• Learning Disability</li> <li>• Physical Disability</li> <li>• Sensory Disability</li> <li>• Older People</li> <li>• Carers</li> </ul>

Within these disability groups' people from;

- Black and minority backgrounds, people from different faith backgrounds, people with different sexual orientations and both gender groups are potentially all affected.
- Staff currently working in NRC's
- Other groups that use the centres out of hours will also be affected such as Middlesex Association for the Blind, Harrow Community Stroke Programme, Speakability, Reablement Skills & Support Programme, Fitness & Mobility Exercise Group, University of the 3<sup>rd</sup> Age, Mobilize, Harrow Epilepsy Self-support Group, Kingfisher Swimming Club, Asian Deaf Club, Bentley Social Group, Friends Bridge Club and Bentley Old Vicarage Nature Reserve.

Day services are not regulated by the Care Quality Commission (CQC) but are subject to a continuous improvement programme undertaken by the Council. This programme focuses on client information systems including risk assessment and outcome recording, day centre usage, day centre staffing and the relationship with care management.

We have used information from Framework-1, our social care information system to provide data on people accessing services, their needs and characteristics,

Whilst looking at the total of all in house day services the following statistics have been found:

- Total number of clients who attend day services is 290
- The estimated client capacity per day is 232
- The average attendance is 143.5
- The usage is percentages is 62%
- The whole time equivalent/ ratio is 65.1 (WTE)

**3.** What data, information, evidence, research, statistics, surveys, and consultation(s) have you considered to undertake this assessment?

*(include the actual data, statistics and evidence)*

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Could your proposals disproportionately affect more people of one group than another?

Yes	No
X	

If yes, please explain how?

**4. A - Assessment Relevance**

How relevant are your proposals to each protected characteristic?

**Example:** Reviewing the criteria of freedom passes will be of 'High' relevance for Age and Disability and of 'Low' relevance to the other protected characteristics.

**B - Assessment of potential impact**

When you consider the impact on people in relation to each protected characteristic, it should be defined as positive, neutral or negative:

**Positive:** where the impact is expected to have a particular benefit for this protected characteristic or improve equality of opportunity and / or foster good relations.

**Neutral:** where there will be a neutral impact, neither positive nor negative

**Adverse:** where there is a risk that impact could disadvantage one or more of the people described in relation to a protected characteristic. This

disadvantage may be differential, where the negative impact on one particular group of individuals or protected characteristic is likely to be greater than on another.

### C - Assessing Adverse impact

When you have considered the likelihood and potential impact on people in relation to the protected characteristics, use the table below and enter a score against each protected characteristic assessed as potential adverse impact in column C.

Likelihood	Potential Impact				
	Negligible	Minor	Moderate	High	Major
Certain to occur	Medium	High	High	Very High	Very High
Likely to occur	Medium	Medium	High	High	Very High
Possible to occur	Low	Medium	Medium	High	High
Unlikely to occur	Low	Medium	Medium	Medium	High
Rare	Low	Low	Low	Medium	Medium

Calculating the score - Potential Impact X Likelihood = Score

Protected Characteristic	A		B	Describe the impact(s) (negative or positive) your proposals may have on this protected characteristic	Reason for the Assessment of Potential Impact (What evidence, data, and information did you use to assess this?)	C Assessing Negative Impact Score
	Relevance	Impact				
Age (including carers of young/older people)	Low/ Medium/ High	Adverse	Adverse	A number of groups and services are geared to Older people. These could potentially have to relocate their activities which could have an impact on ability to attend, accessibility, and times they need to function.	There are currently 131 people over 65 who use in house day services. Attendance at each centre varies from 1 to 5 days per week.	High High
Disability (including carers of disabled people)	High	Adverse	Adverse	The service provide support specifically to people with disabilities including learning disabilities. Changes to these services could potentially have a significant impact on people and their carer's – but these will be dependent	There are currently 296 people who are disabled and use in house day services. Attendance at each centre varies from 1 to 5 days per week.	Very High High

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				upon final recommendations.			
Gender Reassignment	Low			N/A			
Marriage and Civil Partnership	Low			N/A			
Pregnancy and Maternity	Low			N/A			
Race	High	Adverse	Some of the groups that function from the NRC's have high membership of people from minority ethnic groups. Changes to these service could adversely affect them, if groups stop running or are relocated to other areas they cannot easily reach.	N/A	There are currently 130 people from ethnic minority background who use in house day services. Attendance at each centre varies from 1 to 5 days per week.	High Medium	
Religion or Belief	Low			N/A			
Sex	Low			N/A			
Sexual orientation	Low			N/A			

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<b>Score</b>	<b>Action</b>
Low	Minor considerations needed e.g. style and method of communication, timing of activity, venue suitability, and minor cultural or social considerations.
Medium	Amendments will be needed to the proposals to take account of any issues identified. Further actions may be



necessary as well as internal/external expert advice/consultation could be required.
High
Very High

**Making Adjustments (Improvement Action Plan)** – Although a full EqIA may not be required, the IEIA may have identified potential adverse impact or steps you can take to enhance equality of opportunity. Making adjustments involves deciding what steps you will take to improve the service by removing the adverse impact of your proposals, and increasing the positive effects. These steps/actions will form your Improvement Action Plan.

**5 - List below any actions you plan to take as a result of this IEIA.**

Area of potential adverse impact e.g. Race, Disability	Action proposed	Desired Outcome	Target Date	Lead Officer	Progress
Age (including carers of young/older people)	The council will consult on proposals for delivering day services in the future. This consultation will lead to final recommendations, upon which a full EQIA will be undertaken.	To be able to re allocate these groups within Harrow	July 2013	Thom Wilson	Requires cabinet decision to proceed.
Disability (including carers of disabled people)	The council will consult on proposals for delivering day services in the future. This consultation will lead to final recommendations, upon which a full EQIA will be undertaken.	To be able to re allocate these groups within Harrow	July 2013	Thom Wilson	Requires cabinet decision to proceed.
Race	The council will consult on proposals for delivering day services in the future. This consultation will lead to final recommendations, upon which a full EQIA will be undertaken.	To be able to re allocate these groups within Harrow	July 2013	Thom Wilson	Requires cabinet decision to proceed.

**Summary and Recommendations (this section must be included in Cabinet reports and your project proposal reports for the Commissioning Panel)**

Summary / Conclusion of assessment: (include the key findings and equality implications.

This initial equalities impact assessment identifies the needs for full EquiA and this will be undertaken after the Councils Cabinet gives permission to undertake statutory consultation.

Any proposals to make changes to day services would only happen following a consultation and a decision by cabinet and by individual assessment of need. The initial review of current services provision has considered the demography, trends, and current service provision against individual service user needs and gives a overall case for the development of a new day service model within Harrow.

On the basis of your conclusion, do you suggest a full Equality Impact Assessment should be undertaken?

Yes

X

No

If no, please explain why not?

N/A

Do you think that your proposals will have a cumulative effect upon a particular protected group in light of other council proposals that you are aware of? If yes, please explain the cumulative impact and on which groups.

Signature - Lead Officer	Marc Jackson	Date	9/1/2013
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**Project Proposals being submitted to the Commissioning Panel**

**All other proposals including policy/service reviews, developing new policies, services and projects, restructure etc**

On completion, your (signed) Initial Equality Implications Assessment template needs to be submitted with your project proposals by the set deadline.

As part of the Commissioning Panel process, all completed templates will be Quality Assured taking into account your recommendation whether a full EqIA is required or not. If the Quality Assurance Group disagrees with a recommendation that a full EqIA is not required, this will be fed back to the project leads with the group's comments and reason for their decision.

On completion, the (signed) Initial Equality Implications Assessment template needs to be forwarded to the Chair of your Directorate Equalities Task Group (ETG) to be reviewed and signed off.

After reviewing the template, your ETG may suggest you undertake a full EqIA; therefore it is important that you wait for this decision before submitting your report.

DETG Chairs – once you have reviewed and signed off the section above, please return this template to the Lead Officer with your comments and decision.

Lead officers must then email their completed (signed) templates to [equalities@harrow.gov.uk](mailto:equalities@harrow.gov.uk) to be published

**Quality Assurance and Sign Off**  
(to be used by ETG's and the Quality Assurance Group)

Are the outcomes of the proposals clear? Comments:		Yes	X	No
Is it clear who will be affected by what is being proposed? Comments:		Yes	X	No
Are you satisfied with the level of data/evidence used to undertake this assessment? If no, explain why not?		Yes	X	No
If a full EqIA is not required, are you satisfied with this outcome? If no, explain why not?	N/A	Yes		No
Signature - Chair of Equality Task Group	Carol Yarde	Date	9/1/2013	

# Transformation of Day Opportunities: Consultation Report

For Older People, People with Learning Disabilities and  
People with Physical Disability / Sensory Impairment



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## 1. Introduction

Following approval by Cabinet in January 2013, a formal consultation on Adult Day Services was carried out from 11<sup>th</sup> February 2013 to 7<sup>th</sup> May 2013.

The consultation covered day services for older people, people with learning disabilities and people with physical disability/sensory impairment. The focus of the review was the seven in-house day centres (Bedford House Day Service, Bentley Day Service, Byron NRC, Gordon Avenue Day Service, Kenmore NRC, Milmans Day Centre and Vaughan NRC) and the external contract with Sancroft.

The consultation focused on developing a new model of day care provision. The proposed model, described in the consultation meetings and questionnaires set out the need to provide services differently to meet demands from demographic changes and the increasing number of service users with complex needs. Consultation responses were sought on day services being sustainable into the future; recognising some of the current services may need to close; and other services will need to change to meet the needs of different client groups. Increased choice and control through personalisation and the development of day opportunities was a central element of the consultation.

## 2. Key findings and themes

The following key findings and themes were identified from consultation sessions and questionnaire responses:

- Service users and carers emphasised the importance of day care. Carers highlighted in particular the structure and safety offered in current day centres. Respite was seen as an important element of independent living enabling carers to continue to support service users within their own homes.
- When asked about the type of activities service users wanted, responses included:
  - More activities, outings, sports and employment services.
  - The need to develop new services and more choice of day activities
  - Closing day centres was an unpopular option, but would be more acceptable if valued relationships are maintained and there was assurance of appropriate services as well as transport.
- Ideas have been put forward for using buildings to full capacity, including:
  - Day centres becoming hubs for different user groups
  - Generating income through renting space to community groups.
- Integration with Health and access to health services such as physiotherapy were positively welcomed.

- Mixing user groups at neighbourhood resource centres is considered a feasible choice, but would require detailed planning to cater for different needs, provision of special equipment, access, suitable available space, trained staff, and management of complexities of sharing space and transport.
- The majority of service users and carers said that they wanted day care to be available from Monday to Friday. Some said they would prefer longer hours.
- The services users and carers felt they needed more information on personal budgets.
- Transport needs to be more flexible as the length of the journey shortens the time at the centres for the service users, making it difficult for staff to organise activities. Additionally, the respite time for carers is shortened.

### 3. Methodology

The council went to great lengths to ensure that the consultation was thorough and gave people the opportunity to make their views known. Consultation focused on developing a new model of day care provision. The consultation questionnaire proposed a service model providing services differently to meet demands from demographic changes and the increasing number of service users with complex needs

The main method for consulting with stakeholders was through consultation meetings, and questionnaires.

The level of participation was very good:

- 477 consultees participated in 33 consultation events
- 164 questionnaires were returned
- Additionally, there were three written submissions from voluntary sector organisations, and one from the NHS Harrow Clinical Commissioning Group two letters from carers, one carer phone call and an email from the Bentley Day Service Users Committee.
- In total there were 649 participants throughout the consultation, however, it should be noted that some people will have completed a questionnaire and attended a consultation meeting, so this figure does not represent the total number of different people consulted, which will be smaller.



<b>Consultation participants</b>	<b>No.</b>	<b>%</b>
<b>Consultation meetings - day service user</b>		
Adults with learning disabilities (Bedford House Day Service, Byron NRC, Gordon Avenue Day Service, Kenmore NRC, Vaughan NRC)	95	14.5
Adults with physical disabilities (Bentley Day Service)	54	8
Older people (Milmans NRC)	34	5
Sancroft (Harrow Council contracted Day Service for older people)	39	6
Welldon Activity Group	18	3
Shaw Trust (Independently provided day service for adults with learning disabilities)	3	0.5
<b>Sub total</b>	<b>243</b>	<b>37</b>
<b>Consultation meetings - other</b>		
Carers (of users of Harrow Council provided day services)	63	9.8
Tanglewood (A weekly club for people with learning disabilities, some members may use a day service)	50	8
Young people in transition (Shaftesbury High School and Kingsley High School)	26	4
Sheltered accommodation residents (older people)	17	2.5
Members of staff (attended the seven Harrow Council Day Service staff consultation meetings)	60	9
Unions (One union member attending three different Harrow Council Day Service staff consultation meetings)	1	0.2
Day Service providers (17 representatives from 14 provider organisations)	17	2.5
<b>Sub total</b>	<b>234</b>	<b>36</b>
<b>Questionnaire respondents</b>	<b>164</b>	<b>25</b>
<b>Additional written submissions and telephone feedback</b>	<b>8</b>	<b>2</b>
<b>Total Number of consultation participants</b>	<b>649</b>	<b>100%</b>

In addition, key stakeholders (including advocacy groups, voluntary sector organisations and providers) were encouraged to send further comments and views in writing (letter or email) using a dedicated consultation email address ([dayserviceconsultation@harrow.gov.uk](mailto:dayserviceconsultation@harrow.gov.uk)), or by phoning officers coordinating the consultation.

Key voluntary sector organisations were invited to be members of a Consultation Project Group, together with Council officers. They were:

- Harrow MENCAP
- Harrow Age UK
- Harrow Association of Disabled People
- Harrow Carers

The consultation covered all of the day service provisions, including the seven in-house day centres and the external contracted day service at Sancroft.

Prior to the start of the consultation, letters were sent to service users, carers and staff, informing them of the forthcoming consultation. They were invited to participate by completing a questionnaire or attending a meeting. Additionally, posters were displayed at the day centres informing users and carers of dates of meetings. Key voluntary organisations encouraged users and carers to take part in the consultation, by displaying the information within their organisation and in their newsletters. Age UK and Harrow Mencap were sent copies of the questionnaires and assisted service users to complete these on request. Age UK were sent 35 easy-read questionnaires and 15 Gujarati translated questionnaires. Harrow Mencap were sent 18

questionnaires. Posters were also sent to Sancroft, Changes Nightclub and the seven in house day services to advertise the consultation meetings.

The following events were organised:

- Consultation meetings with users and carers were held at the seven in-house day centres. Staff attended in a support role. The majority of the sessions were held at the day centres to accommodate the numbers of service users
- A consultation meeting with the Service Users Committee, and a meeting with Gujarati speaking users and carers was held at Bentley Day Service which were facilitated by Harrow Council staff
- Consultation meetings were held with users at Maya, Anjali, and Byron Day Centres at Sancroft Hall. Day care services are provided for Harrow residents by Fremantle Trust under a block contract. Sessions were held in Gujarati, Hindi and Punjabi which were facilitated by Harrow Council staff
- Consultation meetings were held with users at two external services: Shaw Trust and Weldon Activity Group
- Consultation team members attended a number of events where service users and/or carers regularly meet. Information was provided at these sessions about the consultation; encouraging participation; and seeking views. These events included:
  - The Carers Revival Project
  - The Changes Nightclub for people with mixed disabilities
  - Tanglewood Club for people with learning disabilities
  - A meeting for tenants' representatives of sheltered housing schemes
- An additional consultation event was held in the evening for those service users and carers who were unable to attend the day time meetings, due to working patterns or other commitments
- Two consultation meetings were held at special schools (Kingsley High School and Shaftesbury High School), to seek the views of young people in transition, (16-18 years olds)

An informal consultation event meeting was held with the staff of each in-house day centre, to provide information about the consultation, seek their initial views, and answer any queries. It was confirmed at these sessions were informal consultation meetings and that that staff would be formally consulted if any changes were to be implemented. An additional consultation session was held in the evening for those staff members who were unable to attend the earlier day time meetings, due to working patterns or other commitments.

Unions and Ward Councillors were kept informed about the staff meetings and invited to attend. A Union representative was present at four staff meetings. Ward councillors were informed about all events for users and carers, and invited to attend. Information about these consultation events is provided in Appendix 1.

An extra consultation event was held for Day Service provider organisations, at the Civic Centre, who have experience of working with and/or providing day opportunities for people with a disability or older people. Invitees included out-of-borough providers whose services are used by some Harrow residents. Providers were sent information about the consultation and invited to send in their views by filling in the questionnaire or via letter/email. Appendix 2 lists the attendees.

The consultation team liaised closely with the day centre staff to ensure that all service users were able to engage in the consultation. One to one support as well as language support was provided at the events, where necessary.

All advocacy groups were invited to provide their views. Those advocates identified representing individual service users were also invited to consultation events.

## 4. Feedback from consultation meetings

The level of participation and responses to the consultation was good, with people taking the opportunity to attend events and complete the questionnaires. In total there were 477 consultation meeting participants, as shown in the table below.

<b>Consultation meeting participants</b>	<b>No.</b>
<b><i>Consultation meetings - day service user</i></b>	
Adults with learning disabilities (Bedford House Day Service, Byron NRC, Gordon Avenue Day Service, Kenmore NRC, Vaughan NRC)	95
Adults with physical disabilities (Bentley Day Service)	54
Older people (Milmans NRC)	34
Sancroft (Harrow Council contracted Day Service for older people)	39
Welldon Activity Group	18
Shaw Trust (Independently provided day service for adults with learning disabilities)	3
	<b>243</b>
<b><i>Consultation meetings - other</i></b>	
Carers (of users of Harrow Council provided day services)	63
Tanglewood (A weekly club for people with learning disabilities, some members may use a day service)	50
Young people in transition (Shaftesbury High School and Kingsley High School)	26
Sheltered accommodation residents (older people)	17
Members of staff (attended the seven Harrow Council Day Service staff consultation meetings)	60
Unions (One union member attending three different Harrow Council Day Service staff consultation meetings)	1
Day Service providers (17 representatives from 14 provider organisations)	17
	<b>234</b>
<b>Total Number of consultation meeting participants</b>	<b>477</b>

## **4.1. Key points raised across the consultation meetings**

### **Value of current day centres/Neighbourhood Resource Centres**

Users and carers generally described the centres as a lifeline, enabling people to continue living in their own homes, and enabling carers to continue providing necessary support.

Some people who had reservations about the model believed it would mean a cessation of the day service for them and that they will be left isolated. At the meetings staff offered reassurance that people would not lose the support that they needed as they had been assessed as needing support; however services may look different and be provided in a different way.

### **Structure and safety**

Respondents valued the routine of fixed days and times, which provided a structure to their week; physical safety and access; and the sense of security from being in an environment with familiar routines.

### **Relationships**

The importance of relationships with staff, between service users and the carers was emphasised by users and carers. They spoke very highly of the support and understanding they received from the staff and the sense of the day centre community as one extended family. Service users felt comfortable and confident in day centres. The staff were seen as a source of support, not only to the users but also to the carers, and sometimes helped manage the relationship between the two.

Although all service users said they did not want to move from their centre, many expressed the view that if they did have to move, they would like to stay together with the same staff and services.

Discussion took place in consultation sessions about implementation of any proposed change. Service users and carers said that changes had to be well planned with individual needs of service users continuing to be met. Many asked for peers within centres and staff to transfer together if changes were being made.

### **Respite**

Carers fed back that the attendance at the day service by the person they are caring for gives them a much need respite. Attending different sessions in different places, perhaps with unfamiliar staff or personal attendants would not provide the reassurance that carers currently have.

### **Activities and facilities in the Centres**

Service users and carers welcomed many of the activities provided including independent living skills, board games, bingo, cooking, arts and crafts, computers, reading, writing, numbers, money management, exercise, dance, drama, music, library groups, beauty treatments, gardening, caring for animals, trips out to museums, swimming etc. Some users with learning and physical disabilities and their carers expressed a wish for more sports facilities through the centre. Many said that they wanted to access health services such as physiotherapy, speech therapy and hydrotherapy pool and facilities to have a bath at the day centre using assistive

equipment. They also pointed out that access to some services such as physiotherapy and speech therapy has reduced in the recent years. Older people stated they would like more services to be available at the centre, for example, hairdressing and chiropody.

Service users said that having a hot meal at the day centre was appreciated and important to them. Older people especially pointed out that for some of them this was the only good meal they have. Service users who did not have a hot meal at the centre said it would be something they would like.

Some users said it was difficult to think about what else they might like as they were anxious about continuance of their existing service.

### **Transport**

Some service users and carers said that the introduction of the Fairer Charging policy in 2012 may have resulted in a reduction in the use of day centres as some people who have a taxi card try to save these for critical journeys, such as hospital appointments.

Transport routes often reduce time at the centre for users, respite time for carers, and also make it difficult for staff to organise activities as well as outings.

Long transport routes are enjoyed by some, but found tiring by others. This can lead to difficulties with managing toileting needs, and can sometimes challenge the behaviour by those with learning disabilities.

Several users with learning or physical disabilities, including some who lived in residential units, were hindered in attending evening or weekend activities due to transport.

There was some apprehension in that the new model could increase journey times and that the number of journeys required would increase to access different community based services. Carers were concerned as they may be expected to provide lifts. Assurance was provided that transport issues would be carefully considered.

### **Times when the service is available**

The majority of service users were happy with the weekday day-time service, although many stated they would like a longer day at the centre. In addition, many users said their time at the day centre was shortened due to transport rotas or availability of personal carers in the morning.

Many did not want to attend the centre at weekends and evenings, unless there was a one-off special event. Some service users, particularly those who lived alone, would like additional activities for some part of the weekend.

Many of the service users with a learning disability were accessing a service five days a week. This is either at a day centre, or elsewhere by using their personal budget. Many older people were attending a day centre one or two days a week. Those with physical disabilities were attending from one to five days a week. Both,

people with a physical/sensory disability and older people stated they would like to be able to attend on more days.

### **Activities in the community**

Most service users were satisfied with the variety of activities they accessed in the centre. When asked, they said they would enjoy more outings to the cinema, swimming, day trips, shopping trips etc. However, they wanted to access these through the day centre, in the company of their friends and with appropriate support from staff and transport.

The service users felt that there were limitations when engaging in activities in the community due to appropriate transport; access; lack of trained support staff; lack of information and understanding in the community.

Several people with learning disabilities attended some activities at weekends or evenings, e.g. Tanglewood, one evening a week. However, it was clear that most consultees relied upon special transport and support from family or residential staff to access these. Some service users mentioned they had access to community activities with support from residential staff, but have increasingly become isolated since moving to independent living.

Service users, carers and staff pointed out that while the principle of community access is excellent; there is little availability of services, especially for those with complex needs. Providers said the model of flexible community based services would work for some service users, but people with higher level needs would require day centres.

### **Young people in transition**

Young people in transition appeared to have requirements to other consultees, noting the need for the choice of a wide range of activities and the importance of building and keeping social relations. However, the key difference from many current adult day service users was a greater focus on employment related activities.

### **Mixing different users groups**

The majority of service users, carers and staff thought that it was possible to move to a model where different user groups attend a day centre with appropriate planning for different needs. There is the need for sufficient space and facilities and well trained staff. Many attendees thought this model could have beneficial effects for service users to mix with other people.

There were, however, some concerns around integrating with people with dementia, challenging behaviour or very complex needs; losing the specialist expertise needed by some service users and devaluing the specialism that some centres had worked hard to build up. Other issues were sharing space and transport; or users being overwhelmed by large multipurpose centres. At the meetings council officers reassured attendees that that all service users with an assessed need for a day service would continue to receive a service, to meet their assessed need, however, this may be in an alternative building/hub or could be more community based.

Staff and users at Bentley were particularly keen to emphasize that the day centre was very spacious and accessible due to the building being single storey. This would mean that the centre was particularly suitable for integrating different user groups. Participants also said that the facilities at the centre would be suitable for younger people with disabilities. This could provide more activities geared towards employment, social skills and independent living skills.

During consultation sessions, it was evident that people were not familiar with other day centres; some respondents indicated that buildings should be used fully, and said that if centres and transport were more affordable a greater number of people would attend and increase attendance rates.

### **Focusing on people with the most complex needs**

At these events service users, carers and staff indicated support for a change in focus for the NRCs to meet the requirements of those with higher level or complex needs. They also highlighted the need for further development of activities in the community and more information on the potential impact of changes for individual service users.

### **Using buildings to full or a greater capacity**

The need to use buildings to full or a greater capacity was appreciated and understood by most attendees, who also suggested the following ways to increase the number of people attending day services:

- Creating a café culture whereby different groups use the building as a social hub, or venue for a variety of sessions
- Generating income through renting to other groups in the evenings and weekends
- Encouraging Harrow residents to use in-borough centres by identifying reasons why external centres were chosen over local services and developing the services
- Facilitate extra days
- 'Sell' places to residents of neighbouring boroughs
- More affordable charging
- Make centres more attractive and 'future-proof' them
- Improve communication about what is available at each centre

### **Closure of buildings**

The closure of day service buildings was considered a highly undesirable option by most attendees. However some service users and carers went on to say that if their centre was to close, they would prefer to move to a different building with similar services and facilities. Transport would need to be provided and the relationships they valued.

Bentley staff and service users were concerned that the high value of land that Bentley Day Centre was built on would make this a particular target for closure. Additionally, they pointed out that if any centres had to close, the space and accessibility of the Bentley building would make it suitable for hosting other centres, and Bentley served a large geographical area.

### **Personal budgets**

Many service users and carers were unclear about how personal budgets worked. They felt personal budgets could be a source of anxiety, needing extra time and support. Additionally, some people mentioned how the personal budget can fall short due to the higher weekend rates charged by some agencies that are not being taken into account. Although they acknowledged that some situations could be better managed by personal budgets, they did not want personal budgets to be imposed upon them.

Providers were also unclear about personal budgets and said that they would welcome more information.

### **The views of external Day Service Providers**

The providers highlighted an increasing need for services for older people with dementia; people on the Aspergers spectrum; and an ethnically diverse population. The reducing amount of funding to voluntary organisations is making it difficult to develop services. Providers made suggestions about market development and how they could respond to opportunities provided through the development of the market.

1. A larger number of small providers offering services to individuals or small groups
2. A pool of people with skills in a particular activity (e.g.: horse riding) who could work with vulnerable adults on an individual basis, or offer sessions at day centres
3. Supported housing, 24 hour home care, day care
4. Supported breaks
5. Community based support groups for a few hours each week, offering leisure, social skills, independent living skills and sports.
6. Flexible transport
7. Job brokerage service, which the providers and service user groups could link into

Provider representative suggested the Council could support market development through the following:

- Information on services already being provided
- Identifying the number of vulnerable adults with different needs
- How personal budgets work
- Support with marketing and using Care Place (Care Plan is an on line Social Care Directory which provides information on a range of services available from providers in Harrow and across West London)
- Support with costing and developing chargeable services
- Support in accessing grants and pump-prime funding being made available

### **Employment and working conditions**

Staff members were concerned about their job security, as well as changes to their working conditions and contracts, if centres were to provide extended hours. They emphasised the following should to be taken into consideration:

- Current staffing profiles



- Secondments
- Transferable skills
- Adequate staffing levels and training.

### **Union representation**

A union member has been present at four staff meetings and their views have been incorporated into the general staff feedback. Specific comments and questions included:

- Breakdown of the efficiency target
- Confidence that changes would achieve required targets
- Risks to jobs and working conditions
- Importance of considering role profiles
- Covenants which restrict sale of buildings
- Having sufficient time to respond to the cabinet report before a decision is made.

### **Views about the consultation itself**

Some respondents questioned if the changes would achieve the desired savings and other benefits. There was cynicism that the consultation would have any influence on the decisions that were already made. Staff made reference to a consultation three years ago when their views were sought. Staff at Gordon Avenue and Bedford House, in particular, expressed anxiety and indicated rumours had been circulating on the closure of centres for some time.

Many service users, carers and providers commented that they enjoyed their consultation event, and found the session informative and supportive.

### **Facilitating the change**

Service users and carers were concerned they would receive a reduced service and the change would be disruptive. Additionally, they expressed uncertainty about how the model would work for them in practice. In particular, they were unclear and anxious about how personal budgets would affect them. Assurance was provided that the Council will continue to meet all assessed needs.

The Consultation team made note of the aspects of the service which service users and carers valued. These included: structure; safety; access; facilities; choice of activities; and supportive relationships between staff, users, and carers. Council staff implementing any proposed changes will ensure that these issues are addressed in planning and implementation.

Staff at consultation sessions confirmed that if changes do take place they would be well managed, could involve a period of transition and be delivered in a person-centred way. Opportunities would be provided to enable service users and carers to visit centres in advance if an individual was going to attend a different location. This may also help to address possible carers' concerns about service users transferring to a different centre.

Staff members were advised that the Council is committed to a policy of non compulsory redundancies where possible. A formal consultation with staff will be planned if any changes are required.

## **4.2. Specific key points raised in the individual in-house Day Centres**

### **Kenmore NRC**

Attendees fed back that they would generally welcome a range of different clients groups within the day centre they attended, however, some people felt that noise level may not be appropriate for older service users

Due to difficulties in accessing suitable transport in the evenings and because service users spend time at weekends with their families there was little appetite for the provision of activities during the evenings and weekends.

Attendees said that they would welcome realistic employment support programmes. Kenmore NRC runs taster sessions for potential new service users. Attendees thought that any new model of day care should incorporate taster sessions.

### **Bentley Day Service**

Service users valued the sense of community enjoyed at the centre, the support from the staff team and the break it provided for themselves and for their carers. However, many service users felt that the principles of greater choice and services in the community had little practical application to them, given the complexity of their needs.

Only a few service users expressed the desire for the provision of activities in addition to daytimes between Monday to Friday, with a preference for day time activities on Saturday. However, many service users said that they would prefer a longer daytime provision, in response to the constraints of Council transport and waiting times for personal carers in the morning that in effect reduce actual time spent at Bentley Day Service.

The majority of service users did not want a change in service away from Bentley although a few service users would not mind using a different building if there was an assurance of appropriately trained staff and equipment. All service users emphasised the importance of planning any transfer very carefully and the need to consider existing relationships with other users and staff, as part of a managed move.

Whilst there was considerable concern about the future of Bentley Day Service a few attendees said that they found the discussion at the consultation session helpful and 'liberating'

### **Gordon Avenue Day Service**

Three carers attended the consultation meeting held at Gordon Avenue Day Service, there were no service users present. The attendees expressed the importance of respite for carers as a result of day care provision for service users and thought it would be welcomed using out of borough services to come back into the borough by offering more specialised places

Attendees also discussed the need for access to a hydrotherapy pool for current Gordon Avenue service users and the potential to use day centres to improve access to health services such as speech therapy and physiotherapy.

### **Bedford House Day Service**

Three carers attended the consultation meeting held at Bedford House Day Service, there were no service users present. Carers emphasised that the centre was excellent, catering for people with highly complex needs who can not go anywhere else and the centre provided a sense of community for users and carers alike, providing a safe environment, as well as valuable respite care for carers.

Carers pointed out that most users did not want to go an alternative day centre which may not meet the specific needs of users. This would include one to one support required with eating, challenging behaviour, stimulation and incontinence. Carers were also concerned about whether the current service users would continue to enjoy the relationships they have built up with the other service users and staff. Carers also highlighted the importance of continued access to important facilities such as a sensory room. Carers suggested that if there are any decisions to change services that service users and carers are offered an opportunity to view other day services centres.

### **Milmans' Day Centre**

Service users commented on the benefits of being able to access services such as hairdressing and chiropody at Milmans Day Centre as well as advice and information provided. Service users said that they would enjoy more daytrips or outings from the centre but they do not want to go to different places to access a range of activities regularly. Service users said the centre was the highlight of their week, and if they did not attend they would be depressed and isolated.

All users emphasised the value of social interaction, the friendships that they have built up, and commended the support from the staff. Participants emphasised that if the centre did need to close, they would want to be able to go to a different building with the same peers and staff

Service users highlighted difficulties with transport as well as waiting times for personal carers in the morning which reduce time spent at Milmans Day Centre. Some service users said that they would like to attend on extra days if their personal budget allowed.

Most service users said that they would not mind sharing the centre with other user groups as long as enough trained staff and facilities were available. Some people expressed concerns about sharing day care space with those with severe dementia.

Service users suggested that the centre should try to generate income by renting the space to other groups

## **Byron NRC**

Attendees were generally pleased with the range of activities but more equipment and sensory provision was needed. Many felt they were being supported to learn independent living skills such as cooking and shopping. The need for activities outside of the centre was also emphasised.

Attendees did not want the centre to close but also said that if the centre did need to close, they would want to be able to go to a different building with the same peers and staff. There was little support for an extension of opening hours beyond current levels. Many people said that they needed more information and support on personal budgets.

## **Vaughan Neighbourhood Resource Centre**

Service Users said that they enjoyed a range of activities, including college courses, arts and crafts, music/dance, culture-specific activities, independent living skills, good access to sports, exercise and work experience in local community arranged through the centre. The majority of users wanted to continue to access day service during daytime between Monday to Friday.

Service Users said that they valued friendships, safety, and support provided from staff. Most service users said they would be happy for others client groups to join their centre but noted the difficulties of change for people with autism.

Carers described the centre as a lifeline but also reported that transport schedules can significantly shorten the amount of time service users spend at the centre.

# **5. Feedback from questionnaires**

## **5.1. Breakdown of respondents**

A single accessible questionnaire was developed for all stakeholders. Questionnaires were posted to all service users of the seven in-house centres, and their carers and in addition questionnaires were distributed at other consultation meetings including Sancroft and special schools. Also copies were provided to the Managers of each centre, to distribute to staff, any users or carers where requested. The questionnaire was also translated into Gujarati. Copies were made available at meetings and sent to Managers.

Questionnaires and information about the consultation were made widely available to stakeholders, including voluntary sector organisations, advocacy groups and service providers, who were also given the option to complete the questionnaire online. Participants were also signposted to four voluntary organisations that would offer support to complete the questionnaire independently as requested.

A total of 164 completed questionnaires were received. The table overleaf provides a breakdown for questions 1, 2, 6 and from 18 onwards in the questionnaire.

Respondent			Age		
Day Service User	107	65%	Under 16	8	5%
Carer	21	12%	16-24	7	4%
Family member	17	10%	25-44	36	22%
Special School student	10	6%	45-64	64	39%
Volunteer	3	2%	65+	42	26%
Advocate	1	1%	Did not answer	7	4%
Council Staff	1	1%	<b>Total</b>	<b>164</b>	<b>100%</b>
Voluntary organisation	1	1%			
Did not answer	3	2%	<b>Sex</b>		
<b>Total</b>	<b>164</b>	<b>100%</b>	Female	69	42%
			Male	76	46%
			Did not answer	19	12%
<b>Ethnicity</b>			<b>Total</b>	<b>164</b>	<b>100%</b>
Asian: Indian	47	29%	<b>Service used by the respondent or person they care for</b>		
White: British	43	26%	<i>Harrow Council Service</i>		
Black: Caribbean	12	8%	Bedford	1	1%
White: Irish	10	6%	Bedford & Vaughan	1	1%
Asian: Pakistani	10	6%	Bentley NRC	20	12%
Other Asian background	7	4%	Bentley NRC & Byron Day Centre	1	1%
Mixed : White and Asian	5	3%	Bentley NRC & The Bridge	1	1%
Asian: Sri Lankan	2	1%	Byron NRC	11	7%
White and Black Caribbean	2	1%	Byron NRC & Anjali	1	1%
Other Iranian	2	1%	Byron NRC & Gordon Avenue	1	1%
Black: African	2	1%	Gordon Avenue	1	1%
Other Arab	1	1%	Kenmore NRC	8	5%
Did not answer	21	13%	Kenmore NRC, Harrow Activity Centre & Harrow College		
<b>Total</b>	<b>164</b>	<b>100%</b>	Milmans		
<b>Disability</b>			Milmans NRC & Byron Day Centre		
Yes	119	73%	Vaughan NRC		
No	29	18%	<i>Other Service Provider</i>		
Did not answer	16	9%	Anjali		
<b>Total</b>	<b>164</b>	<b>100%</b>	Byron Day Centre		
<b>Religion and belief</b>			Byron Day Centre & Shaw		
Christianity (all denominations)	60	37%	Byron Day Centre, Shaw & Other		
Hinduism	40	24%	Do not use an Adult Day Service		
Islam	12	7%	Harrow Activity Centre		
No religion / Atheist	7	4%	Other - Harrow college		
Jainism	5	3%	Shaw		
Buddhism	2	1%	Sneh Care		
Sikh	1	1%	Sneh Care & APDA		
Did not answer	37	23%	The Bridge		
<b>Total</b>	<b>164</b>	<b>100%</b>	<b>Total</b>	<b>164</b>	<b>100%</b>

## 5.2. What did people tell us?

### 5.2.1. The Proposed Model

There were three questions on the proposed model described in the consultation around the provision of more choice and control to service users through the move to personal budgets and the development of a wider range of day facilities.

<b>Q3: Will this vision and proposed model meet your needs?</b>	
Yes, but with support	100 (61%)
Yes	15 (9%)
No	29 (18%)
Did not answer	20 (12%)
Total	164 (100%)

Seven out of ten respondents thought the vision and proposed model would meet the need of service users (70%) with or without support. Just under a fifth (18%) thought that the model would not meet the needs of service users, whilst the remaining 12% did not provide an answer.

#### **Q4: Type of support needed if new model is adopted**

Respondents were asked what support would be required if the proposed model was chosen. An analysis of the open ended questions, where respondents provided comments highlighted that the following support would be required:

- More specific information about the implications of the model for each service user, as one respondent stated, ‘to understand how the change will effect me’
- Support with financial and administrative management of a personal budget
- Information and advice about the availability and quality of new/alternative day services, and
- The availability of advocacy support to make informed decisions for some people
- Transport and travel arrangement to access day services,

Many other respondents did not answer the question directly but did say that they wanted to continue to receive a good day service, mainly without changes to current provision.

#### **Q5: Please tell us what you think about the proposed model?**

The following broad responses were received to the above open ended question.

Some respondents expressed frustration about their limited understanding of the model and the implications for change. Responses included:

*“I need help to fully understand it”*  
*“It is a little confusing”* and  
*“I don’t know enough about it”*

Respondents providing a positive response offered a range of reasons for doing so, stating the following positive outcomes:

*“Good to have own budget and choice”*  
*“Challenging and interesting”*  
*“Comprehensive, caring practical mode”*  
*“Like the idea of trying out something new”*

Other respondents recognised the benefits of the model but thought that success would depend upon the level of support provided to service users and individual needs being taken into consideration, comments included

*“Looks good as long as I get support to access”*

*“Model is a good idea, but putting plan into action is more important”*

*“Model must meet individual needs rather than impose same thing on everyone”*

Respondents who gave a negative response, fed back concerns that the model could lead to an end of current day service and the burden of managing provisions could fall on families and carers:

*“If the centres close we will only be left at home alone and nothing to and this will make us depressed”*

*“My family will have to do it all and won’t get paid”*

The remaining respondents did not answer the question directly but fed back that they prefer no change to current service provision or that peers within centres and staff and transfer together if changes were being made.

An analysis of question 6 which asked respondents which day services(s) they or the person they care for attends is contained in section 5.1.

### 5.2.2. Important aspects of a day service/activity

In order to help plan future day opportunities respondents were asked to rate how important various aspects of a day service/activity is to them or the person they care for. The detailed response is contained in the table below.

<b>Q.7: How important would you rate the following aspects of a day service/activity?</b>							
<b>Aspect of day service/activity</b>	<b>Essential</b>	<b>Very Important</b>	<b>Important</b>	<b>Not Important</b>	<b>Don't know</b>	<b>Did not answer</b>	<b>Total</b>
Somewhere safe to be looked after	120 (73%)	31 (20%)	9 (5%)	0 (0%)	0 (0%)	4 (2%)	<b>164</b>
Friendly and helpful staff	111 (68%)	34 (21%)	9 (5%)	0 (0%)	0 (0%)	10 (6%)	<b>164</b>
The chance to meet other people	99 (60%)	39 (24%)	14 (9%)	2 (1%)	0 (0%)	10 (6%)	<b>164</b>
The break it gives me from home	98 (60%)	35 (21%)	18 (11%)	2 (1%)	1 (1%)	10 (6%)	<b>164</b>
Feeling safe when traveling	109 (67%)	27 (16%)	13 (8%)	0 (0%)	3 (2%)	12 (7%)	<b>164</b>
Being part of the community	94 (57%)	29 (18%)	25 (15%)	2 (1%)	0 (0%)	14 (9%)	<b>164</b>
Physical exercise	80 (49%)	32 (19%)	28 (17%)	11 (7%)	0 (0%)	13 (8%)	<b>164</b>
Having a good meal	87 (53%)	36 (22%)	17 (10%)	9 (5%)	1 (1%)	14 (9%)	<b>164</b>
Respite for Carer	98 (59%)	27 (16%)	14 (9%)	6 (4%)	3 (2%)	16 (10%)	<b>164</b>
Advice and information	82 (50%)	28 (17%)	27 (17%)	9 (5%)	2 (1%)	16 (10%)	<b>164</b>
Being able to do what I want, when I want it	70 (43%)	41 (25%)	25 (15%)	5 (3%)	5 (3%)	18 (11%)	<b>164</b>
Where the service is	72 (44%)	41 (25%)	16 (10%)	18 (11%)	4 (2%)	13 (8%)	<b>164</b>
Independent living skills	77 (47%)	30 (18%)	19 (11%)	14 (9%)	6 (4%)	18 (11%)	<b>164</b>
The things provided	50 (31%)	53 (32%)	20 (12%)	26 (16%)	4 (2%)	11 (7%)	<b>164</b>
Helps me to continue living at home	78 (48%)	26 (16%)	13 (8%)	7 (4%)	18 (11%)	22 (13%)	<b>164</b>
Work related skills	66 (40%)	14 (9%)	18 (11%)	38 (23%)	7 (4%)	21 (13%)	<b>164</b>

When the responses for 'essential', 'very important' or 'important' by respondents are added together, the aspects of day service/activities can be ranked in the following order of importance.

- Somewhere safe to be looked after 98%
- Friendly and helpful staff 94%
- The chance to meet other people 93%
- The break it gives me from home 92%



- Feeling safe when traveling 91%
- Being part of the community 90%
- Physical exercise 85%
- Having a good meal 85%
- Respite for Carer 84%
- Advice and information 84%
- Being able to do what I want, when I want it 83%
- Where the service is 79%
- Independent living skills 76%
- The things provided 75%
- Helps me to continue living at home 72%
- Work related skills 60%

An analysis of the response has shown that having somewhere safe to be looked after was the most important aspect of day care (98%). Day Centre staff received considerable praise throughout the consultation, which is reflected by the second highest ranking of 94% for the importance of friendly and helpful staff.

All of the day services/activities were clearly considered to be important, the fact that only 60% of respondents said that work related skills were essential, very important or important may be a reflection of the number of older people who returned a questionnaire.

The chance to meet other people (93%); having a break from home for service users (92%); being part of the community (90%); respite for carers (84%); and a day service helps service users to continue to live at home (72%) were also mentioned throughout the consultation.

Other results of interest were the importance for respondents of physical exercise and having a good meal (both 85%).

**Q. 8 Please state any other important aspects of a day service/activity not on the list above**

Some respondents fed back that the following additional aspects of the day service were important to them or the person they care for.

Attending a day service provides much needed routine, structure and a change from being at home. Additional comments were that day care:

- provides mental stimulation through a choice of activities
- offers the opportunity not just to meet other people and friends, and enjoy social interaction with like minded people and staff who understand the needs of service users
- practical help and support from activities and staff to learn new skills with problems such as paying bills and learning skills

<b>Q9: <u>Instead</u> of attending a day centre, which of the following would you like to do? (You can tick more than one box)</b>		
	<b>No. of respondents</b>	<b>as % of total respondents (118)</b>
Shopping trips	78	66%
Visit parks & gardens	75	64%
Day trips	72	61%
Exercise	70	59%
Cinema	66	56%
Adult education classes	56	48%
Learn new skills	55	47%
Out with friends	55	47%
Theatre	55	47%
Go to place of worship	43	36%
Activities in the pub	31	26%
Alternative therapies	26	22%
Other	23	19%
<b>Total number of respondents</b>	<b>118</b>	

<b>Q10: <u>In addition</u> to attending a day centre, which of the following would you like to do? (You can tick more than one box)</b>		
	<b>No. of respondents</b>	<b>as % of total respondents (136)</b>
Visit parks & gardens	82	60%
Shopping trips	81	60%
Day trips	79	58%
Exercise	68	50%
Learn new skills	68	50%
Out with friends	60	44%
Adult education classes	51	38%
Cinema	48	35%
Go to place of worship	47	35%
Alternative therapies	44	32%
Theatre	37	27%
Activities in the pub	30	22%
Other	19	14%
<b>Total number of respondents</b>	<b>136</b>	

Questions 9 and 10 asked respondents to tick which activities and services they (or the person they cared for) like to do **instead** (question 9) and **in addition** (question 10) to attending a day centre.

The activities and services chosen by respondents who answered the questions were relatively similar for both questions. Outings and activities including visiting parks and gardens, shopping and day trips and exercise were the most popular activities chosen by over half of the respondents. Going to places of worship,

activities in the pub and alternative therapies were listed by between a quarter and a third of respondents. Some 47% of respondents would like to go to the theatre instead of attending a day centre, whilst 27% of respondents said they would like to go to the theatre in addition to attending a day centre.

Learning and education were also important to respondents: 48% would like adult education classes if they did not attend a day centre and 38% would like to attend these classes in addition to attending a day service. Whilst 47% of respondents wanted to learn new skills if they did not attend a day centre and 50% would like this opportunity in addition to attending a day service.

Other activities and services listed by respondents included eating out, sports (such as swimming and bowls), music, IT and also developing practical skills such as cooking and attending to laundry.

<b>Q11: When do you think you should be able to go to activities?</b>							
<b>Option</b>	<b>Essential</b>	<b>Very Important</b>	<b>Important</b>	<b>Not Important</b>	<b>Don't know</b>	<b>Did not answer</b>	<b>Total</b>
Weekdays during the day (10.30-3.00)	108 (66%)	24 (14%)	13 (8%)	6 (4%)	1 (1%)	12 (7%)	<b>164</b>
Weekday mornings	17 (10%)	17 (10%)	13 (8%)	13 (8%)	2 (1%)	102 (63%)	<b>164</b>
Weekday afternoon	15 (9%)	11 (7%)	14 (9%)	14 (9%)	2 (1%)	108 (65%)	<b>164</b>
Evenings	8 (5%)	9 (5%)	14 (9%)	31 (19%)	4 (2%)	98 (60%)	<b>164</b>
Weekends	11 (7%)	11 (7%)	13 (8%)	34 (20%)	3 (2%)	92 (56%)	<b>164</b>

In total 153 (93%) of total respondents provided an answer to this question. Some respondents only gave an answer for one option whilst others provided an answer for 2 or more options.

The table above shows that there was a major preference for weekday provision of a day service during the day (10.30am – 3pm), some 88% of all 164 respondents thought that it was essential, very important or important. A large proportion of the respondents did not provide an answer for the provision during weekday mornings (63%), weekday afternoons (65%), evenings (60%) or weekends (56%).

Around a fifth of respondents said that it was essential, very important or important for the services to be provided during the evening (19%) and weekends (22%).

<b>Q12: How do you prefer to access information and support for day services/ activities in the community?</b>		
<b>Type of information and support</b>	<b>No. of respondents</b>	<b>as % of total respondents (118)</b>
Leaflets and flyers	82	47%
Voluntary organisations	76	44%
Centres	61	35%
Advocacy and advice groups	42	24%
Council (including Access Harrow)	34	20%
Internet (Including Harrow Council website)	25	15%
Information points in community (e.g. libraries)	12	8%
Other: Letters/written information sent in the post	8	5%
Other: Through family or support workers	5	3%
Other: Email	2	1%
Other: Newspaper adverts	2	1%
<b>Total number of respondents</b>	<b>153</b>	

The analysis of the 153 responses to this question, shows that the preferred communication methods for relaying information were leaflets and flyers (47%), the internet (15%) and though information in the community such as libraries (8%). Other methods fed back were letters or written information sent directly to people (3%) and emails (1%) or newspaper adverts (1%).

Respondents favoured the provision of information and support through voluntary organisations (44%), day centres (35%), and council (20%) and also through family or support workers (3%).

### **5.2.3. The views of respondents on specific aspects of the vision and model**

**Q 13.** We need to change services so that people have more choice about how they spend their day and can be as independent as possible. For example, by using places and services which are open to everyone and by giving people their own Personal Budget so they can buy the services they want.

We think that the way to do this is:

People with high level and complex needs can have the choice of receiving their care and activities in buildings specially designed for them. This does not stop them from using other places and services, if that is what they want.

People with lower level needs can use their personal budget to purchase a range of activities in the community

<b>Strongly Agree</b>	<b>Agree</b>	<b>Don't know</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>Did not answer</b>
27 (16%)	32 (20%)	20 (12%)	21 (13%)	37 (23%)	27 (16%)

The table above shows that just over a third of respondents (36%) strongly agreed or agreed with the model outlined. The same proportion of respondents (36%) strongly disagreed or disagreed, although a greater percentage of respondents strongly disagreed (23%) than strongly agreed (16%).

Just over a quarter of respondents (29%) either stated that they did not know or did not answer the question.

A few respondents provided additional comments to this question. A small number of respondents were worried about the impact of the model for service users with lower needs and the actual availability of suitable services in the community. Some anxiety was expressed about managing personal budgets: respondents said that they did not want a change to their current service.

**Q14.** We also need to make the best use of the money we have.

Several of our buildings are not being fully used.

We could close some buildings and ensure that the ones which are open are fully used.

<b>Strongly Agree</b>	<b>Agree</b>	<b>Don't know</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>Did not answer</b>
16 (10%)	29 (17%)	23 (14%)	29 (18%)	44 (27%)	23 (14%)

Almost half (45%) of respondents strongly disagreed or disagreed with closure of under utilised buildings and full utilisation of the remaining buildings. Just over a quarter (27%) strongly agreed or agreed, the remaining 28% did not know or did not provide an answer.

An additional comment to this question was the need for a dedicated service for people with autism. Some respondents thought that the introduction of charging for transport and the Fairer Charging policy has contributed to a decline in the number of people attending some of the day centres. One respondent suggested the council should consider leasing space in some of the buildings to the voluntary sector service providers to avoid potential closures.

**Q15:** Currently many service users are travelling outside of Harrow for up to 90 minutes when we have services in Harrow they could use

We think that, where possible, current and future users could be using Harrow Day Centres to meet their needs

<b>Strongly Agree</b>	<b>Agree</b>	<b>Don't know</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>Did not answer</b>
41 (25%)	34 (21%)	18 (11%)	14 (8%)	33 (20%)	24 (15%)

Just under half of respondents (46%) strongly agreed or agreed that current and future service users should be using Harrow Day Centres to meet their needs, rather than travelling to use services outside of the borough.

Over a quarter of respondents (29%) strongly disagreed or disagreed, while the remaining 26% did not know or did not provide an answer.

Additional comments to this question included a response that “this proposal would work as long as a genuine choice is offered to service users”. A small number of respondents gave a positive response that the model could offer better value for money for the council and save money, but any new services should meet the needs of service users. Other comments included the need for specialist autism services in Harrow, some people felt that even if they have a higher level of need they should be able to have their needs met in Harrow. A small number of people said they had made friendships in the services they attend and would want to maintain those friendships. One respondent stated that people with complex needs should be able to access the community like anyone else and not spend all their time in a building.

<b>Q16:</b> In the future, we may need to use our Day Centres in a different way. This could mean that the day centres could be used by lots of different people in the community					
This would mean that service users, regardless of age and disability can attend different sessions and activities run at the any of the day centres					
<b>Strongly Agree</b>	<b>Agree</b>	<b>Don't know</b>	<b>Disagree</b>	<b>Strongly disagree</b>	<b>Did not answer</b>
22 (13%)	43 (26%)	14(9%)	16 (10%)	40 (24%)	29 (18%)

Four out of ten respondents (39%), either strongly agreed or agreed with the proposal that Harrow Council day centres could be used by lots of different people in the community. A further third (34%) strongly disagreed or disagreed whilst the remaining 27% said they did not know or did not provide an answer.

Additional comments were that the model will not be suitable for people with Autism unless there is a dedicated service and that the model may not suit people with very complex needs who may require specialist support and staffing. Any move in service will be very disruptive for this client group. There were concerns that some people, who will be accessing community services in the future, may face some difficulties in accessing suitable transport arrangements. Some respondents stated that any new arrangement would need to ensure that potential safety issues are mitigated and that staff are sufficiently trained to work with new client groups. A few respondents thought that some client groups would not mix well, whilst other respondents thought that this would be a positive move for greater integration.

**Q17: If there is anything more you would like to tell us about day services and opportunities in Harrow?** (e.g.: what improvements can be made):

There were 47 responses to this question which centred on the following points.

- Many respondents re-emphasised the need for good quality day centres
- There were suggestions for the provision of new or alternative activities, including arts and crafts, sports, IT and adult education
- Several respondents requested an increase in the number of days they, or the person they care for, attend a day service
- Some respondents had concerns that the proposals would mean a change in current staff that have built up relationships with clients over a period of time
- Others had concerns about the affordability for clients attending a day service and one respondent stated that preventative services need investment

## 6. Other Feedback

### 6.1. View from Voluntary Organisations and NHS Harrow Clinical Commissioning Group

#### Harrow Association for Disabled People (HAD)

HAD welcomed the provision of personal budgets, which they believe may encourage people to gradually replace some of their day service attendance time. HAD highlighted that many people rely on day centres to socialise and they do not want to change. Spending personal budgets on support into work/voluntary work, etc is a positive outcome for many people, as there is currently very limited support available. Often, the preparation time before work, is the time that support is really needed. Access to work provides support afterwards if someone finds work.

Personal budgets are a better option to meet the needs of the many people who do not fit into a recognised service model, e.g. people on the Aspergers or Autism spectrum. However, as with commissioned care, personal budgets may need to be used differently to purchase specialist services for people who have additional needs such as challenging behaviour.

HAD emphasised that although the reality is that the local area is less accessible to people with complex needs, they would be very wary of a policy which implies it is good practice for people with complex needs to be in day centres and others to be in more mainstream environments. Additionally, the local area should be made more accessible and there is very little incentive if those who have additional access needs do not use local services as often.

HAD suggested transport is a real issue for many disabled and older people. The lack of transport to go to mainstream places is one of the reasons why many disabled people have been so keen to embrace day centres in the past. Transport options need to be explored.

They also said that activities should not be labelled 'day activities' or 'day opportunities'.

## **Harrow Mencap**

Harrow Mencap welcomed the move towards a more personalised approach to the Council's day service provision and said that if personal budgets are implemented appropriately individuals would have the opportunity for greater choice and control, not only in their day activities but also in all aspects of their lives.

Harrow Mencap stated that there needs to be better interconnectedness in relation to the number of changes currently being taken forward locally and nationally.

A piecemeal approach can mean that some individuals will face significant changes in key aspects of their lives one after the other. This was having the effect of compounding their anxieties, confusion, sense of loss etc and would undoubtedly have a detrimental impact on their health and wellbeing.

People may need more of one service and less of a different service depending on other things going on in their lives. Whilst understanding the council's need to balance risks, choice and control, better well-being can only be achieved if personal budgets provide for greater flexibility.

Harrow Mencap believe that the personalisation of day services offers real opportunities for people with learning disabilities to have greater access and active participation in their local community but fear that the market place is not sufficiently developed to offer a range of inclusive opportunities.

Harrow Mencap welcomed any proposed changes that increase real choice and control for disabled people, but acknowledged that many service users have had limited opportunity to make informed choices and need skills development, advice and support. Opportunities to try new things before agreeing to any long term commitment must be included.

Harrow Mencap strongly believes that a holistic approach to service development and delivery is essential if the Council is to achieve its ambition for providing high quality and sustainable outcomes for those most in need.



## **Harrow Age UK**

One of the key messages from Harrow Age UK was the need to give service users a choice in what they wanted to do, when and where they would do it.

Harrow Age UK suggested that there should be a pilot model with a review carried out by service users. There were concerns around funding restrictions and people having less choice and possibly being able to access fewer activities.

Regarding council services, Harrow Age UK stated that they agree it is important for the council services to support those with very high needs, but they should also support those with lower needs who want to use these services, especially if this is what the individual would want. Lower level needs and issues should be addressed as important preventative measures.

Harrow Age UK also suggested reviving day centres to make them more accessible to all and have a different range of activities for different service users. More activities are important for people with dementia who require mentally stimulating and challenging activities. This was seen as important as preventative and health measures. Service users should be involved in designing their own activities and in having committees so they can raise their views.

The organisation did not agree with the possibility of closing some centres. As the number of older service users grows it is important to keep as many buildings open as possible. Also closure of buildings may be very disruptive to some especially if they have relied on these and will need extra support in any transition.

Current service users could be provision within borough to meet their needs, although some may prefer to continue using their current service as they have made friends and familiar with the centre. It is very important to have a range of activities in community hubs to keep people physically and mentally healthy so that all service user groups are comfortable attending.

Harrow Age UK emphasised from their discussions with older service users, that some people do not like attending day centres as they still 'feel young and active'. They find the idea of attending such centres or participating in activities as depressing. Whilst day centres are excellent for some, Harrow Age UK strongly agreed that there should be a range of activities within centres for all services users. They said that older people should not all be placed into one large group.

Harrow Age UK concluded by saying that they believe some older people feel there are not enough activities for older men and even older couples. This is important as many older men can be very socially isolated and may not acknowledge this isolation.

## **NHS Harrow Clinical Commissioning Group**

Harrow CCG wishes to work with the Harrow Local Authority in the development of the proposed model for Adult Day Services. This will maximise the shared opportunity to support greater integration of health and social care services in order to develop improved, seamless, preventative services.

There are significant opportunities for alignment and collaboration between health and social care in the development of Adult Day Services.

This is reflected in a number of strategic Harrow CCG priorities and specific areas of work underway that would be relevant to *Adult Day Service Review* including: The Out of Hospital Strategy: 'Shaping a Healthier Future', the Joint Health and Wellbeing Strategy 2013 – 2016 and the: local Quality, Innovation, Productivity, and Prevention (QIPP) Programme

Other areas of synergy between Harrow CCG and Harrow Council with regards to Adult Day Services include:

- Harrow Council and CCG Joint Commissioning Intentions for 13/14, i.e. winter Planning, Dementia, and Children's Services (particularly where we can support alignment of the health and social care services supporting service users as they transition from children's to adult services).
- Winterbourne View: ensuring that adult safeguarding is strengthened in line with national recommendations.
- Joint NHS Harrow and Harrow Council Autism Strategy: including improving the support offered to the known population of people with autism, including people who have autism with additional learning disabilities or mental health issues.

Harrow CCG welcomes the consultation and review of Adult Day Services in Harrow, and hopes to work closely with the Council to develop proposed models in order to:

- Maximise opportunities for integration between health and social care services; and
- Ensure alignment with existing health and social care strategies.

## **6.2. Summary of written, email and phone responses from carers and a service user committee**

### **Summary of Letter one from a carer**

The consultation process is thorough but has it considered the consequences. My son has severe and complex needs. The centre meets all his needs and he accesses a good range of activities in a secure environment with supportive staff, and transport. He is unable to operate a personal budget. If left to services of outsiders he would be vulnerable to abuse and neglect. Any change will cause anxiety in the family. The centre integrates: respite, residential and day care users. Funding was also withdrawn from our other handicapped son, and we finally

resolved this issue without help from Harrow Council. If you need to save money, you could spend less on the consultation, with only 1 researcher not 4. Researchers' lack of understanding was evident when they required a service user to complete a questionnaire.

### **Summary of letter two from carer**

My relative is very happy with the existing arrangements, has a good routine and a range of activities. I must insist this does not change. I request that you keep me fully informed of any changes to my relative's care before the changes are made. I wish to be informed of any further meetings proposed and I would like a copy of the minutes of any meeting held regarding this consultation.

### **Summary of a phone call from carer.**

Her son attends one NRC and one local external centre. She is concerned about losing the service as her son is happy there. The carer was forwarded a copy of the questionnaire at her request.

### **Email from Bentley users' committee**

At the committee meeting on Wednesday 1<sup>st</sup> May, the committee discussed the day services consultation, and wished to make sure that the following point was included within the consultation:

A number of service users at Bentley have very large electric wheelchairs, the corridors and door frames at Bentley can all accommodate these wheelchairs safely, and allow for them to pass each other in the corridors. Internal doors are also kept open with magnetic metal pads that release in the event of a fire, which also allow easier entry and egress. There is a concern that if service users in future use other sites, if these sites will be able to accommodate the large electric wheelchairs that service users currently use?

## Appendix 1: Schedule of Consultation events and attendance at each event

Venue	Date	Service Users in attendance	Family members, advocates and key workers in attendance	Staff
Milmans NRC Staff	20 February	N/A	N/A	13
Milmans NRC Users and carers	20 February	19	4 volunteers plus 1 advocate	N/A
Byron NRC staff	28 February	N/A	N/A	12 + 1 union rep
Byron NRC users and carers	28 February	24	0	N/A
Milmans NRC users and carers	4 March	14	2 carers	N/A
Bedford House Day Service Staff	6 March	N/A	N/A	4
Bedford House Day Service users and carers	6 March	(zero) 0	3 carers	N/A
Bentley Day Service staff	7 March	N/A	N/A	11 + 1 union rep
Bentley Day Service users and carers	7 March	25	1 carer	N/A
Bentley NRC users and carers	13 March	18	2 carers	N/A
Shaftesbury High School	18 March	8	N/A	N/A
Welldon Activity Group users	19 March	18 (inc 2 non-verbal)	3 staff in attendance	N/A
Bentley Day Service users and carers: for Gujarati speakers	20 March	5	4 carers plus 2 staff in attendance	N/A
Bentley Day Service Users committee	20 March	7	1 staff in attendance	N/A
Gordon Avenue Day Service Staff	21 March	N/A	N/A	4
Gordon Avenue Day Service users and carers	21 March	(zero) 0	3 carers plus 1 staff in attendance	N/A
Vaughan NRC Staff	26 March	N/A	N/A	10 + 1 union rep
Vaughan NRC users and carers	26 March	26	3 carers	N/A
Sancroft: Maya/Anjali users	28 March	28	4 staff in attendance	N/A
Shaw Trust users	2 April	3	1 staff in attendance	N/A
Sheltered accommodation residents	3 April	17 reps from sheltered housing accommodation	N/A	N/A
Carers meeting in St Peter's Church	5 April	N/A	33 carers	N/A
Tanglewood	8 April	70 approx	N/A	N/A
Byron Park NRC users and carers	9 April	22	3 staff in attendance	
Changes Nightclub	10 April	Questionnaires distributed	N/A	N/A
Additional users and carers session at Civic 1	10 April	1	8 carers	N/A

<b>Venue</b>	<b>Date</b>	<b>Service Users in attendance</b>	<b>Family members, advocates and key workers in attendance</b>	<b>Staff</b>
Kenmore NRC staff	11 April	N/A	N/A	6
Kenmore NRC users and carers	11 April	22	3 carers	N/A
Sancroft: Byron users	15 April	11	1 carer plus 3 staff in attendance	N/A
Additional staff session at Civic 1	16 April	N/A	N/A	(zero) 0
Kingsley High School	2 May	18	N/A	N/A

A summary of feedback from the consultation meetings is available on request.

## **Appendix 2: List of Day Service Providers who were invited to attend a consultation event**

1. CMSS
2. Harrow Mencap
3. Templeton Centre, Alzheimer's Society
4. Weldon Activity Group
5. Choices4All
6. Seva Care Services
7. Age UK Harrow
8. Fremantle Trust
9. Harrow Association of Disabled People
10. ADHD & Autism Support Harrow Council
11. Chiltern Jigsaw Resource Centre/Chiltern Support and Housing
12. Harrow Leisure Centre
13. Flash Musicals
14. ASAP Harrow

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## Appendix C- Table of building/capital considerations

Building Name	Current Use	Information	Capacity each day	Accessibility	Owned by	Contract/ Lease	Suitable for proposed model?	Potential/ Options
<b>Bentley</b> (Harrow Weald)	People with Physical Disabilities	Large site which is in a prestigious position. Thought to be commercially attractive. Site includes a small gym and houses a number of voluntary sector organisations Run-down building - In need of modernisation	64	Yes	LBH	N/A	Yes – specialist service, any group	Land could be considered for disposal by the council. Alternatively could support any of the services as highly accessible site
<b>Bedford</b> (Pinner)	People with Learning Disabilities	This building is also used to deliver residential and respite. Respite provision is due to move (following cabinet decision in March 2013 for the Strategic Review of Learning Disability Accommodation). The council will consider the future use of the building	9	Yes	LBH	N/A	No, too small scale	The Strategic Review of Learning Disability Accommodation (March 2013) outlined the potential sale of the building
<b>Milmans</b> (Pinner)	Older People including Dementia	Site also has offices that house Personalisation Teams (upstairs). Harrow Crossroads have an office on site and use the day centre at weekends	50	Yes	LBH	Covenant on land – limited commercial use	Yes – Older People	Covenant on building use - Good location in desirable area
<b>Sancroft</b>	Older people, particularly from BME groups.	Site provides residential care alongside day opportunities. Long-term contract which is part of PFI agreement with provider	50	Yes	Catalyst Housing	PFI – long-term. Contract would require negotiation to vary use	Yes requires negotiation with provider	A number of options to increase the use of available capacity

Building Name	Current Use	Information	Capacity each day	Accessibility	Owned by	Contract/ Lease	Suitable for proposed model?	Potential/ Options
<b>Gordon Avenue</b> (Stanmore)	People with learning disabilities	Small service on site shared with residential accommodation. The building is earmarked for the development of respite provision	9	Yes	Genesis	Will continue to use the building for the residential accommodation which uses the majority of the site	No – too small	Small service, would not be ideal for alternative day service use
<b>Byron</b> (Wealdstone)	People with learning disabilities	Purpose built Neighbourhood Resource Centre completed in 2009, next door to Harrow Leisure Centre. The Reablement team are based at the Centre and occupy offices on both floors	40	Yes	LBH	PFI, 25 years	Yes – specialist service	Potential to renegotiate alternative use if no longer needed as Day Service
<b>Vaughan</b> (West Harrow)	People with learning disabilities	Purpose built Neighbourhood Resource Centre completed in 2009 providing an Autism service Children's Directorate use Vaughan three times a week between 4pm to 6pm mainly for activities for children under 5 in the local community	30	Yes	LBH	PFI, 25 years	Yes – specialist service	Potential to renegotiate alternative use if no longer needed as Day Service
<b>Kenmore</b> (Kenton)	People with learning disabilities	Purpose built Neighbourhood Resource Centre completed in 2009. Site also has offices that house Personalisation 2 Team (upstairs)	30	Yes	LBH	PFI, 25 years	Yes – specialist service	Potential to renegotiate alternative use if no longer needed as Day Service



## Appendix D – Transformation of Day Opportunities Full Equality Impact Assessment (EqIA)

In order to carry out this assessment, it is important that you have completed the EqIA E-learning Module and read the Corporate Guidelines on EqIAs. Please refer to these to assist you in completing this form and assessment.

	<p>Harrow Adult Day Service review consultation for older people, adults with learning disabilities, physical disabilities and sensory impairment.</p> <p>Introduction of a proposed new model for adult day opportunities in Harrow.</p> <p>Community, Health and Well-Being Directorate</p>
<p>What are the proposals being assessed? (<b>Note:</b> 'proposal' includes a new policy, policy review, service review, function, strategy, project, procedure, restructure)</p>	<p>Harrow Adult Day Service review consultation for older people, adults with learning disabilities, physical disabilities and sensory impairment.</p> <p>Introduction of a proposed new model for adult day opportunities in Harrow.</p> <p>Community, Health and Well-Being Directorate</p>
<p><b>Which Directorate / Service has responsibility for this?</b></p>	<p>Community, Health and Well-Being Directorate</p>
<p><b>Name and job title of lead officer</b></p>	<p>Bridget Bergin, Service Manager, Commissioning and Partnerships Members of the Day Services Transformation Consultation Group</p>
<p><b>Name &amp; contact details of the other persons involved in the EqIA:</b></p>	<p>Deven Pillay Sanjay Karia Angela Dias Avani Modasia Darren Butterfield Gary Martin</p> <p>Harrow Mencap GMB HAD Harrow Age UK UNISON UNISON</p> <p>Harrow Council Officers:</p> <p>Bridget Bergin Allison Brice Poonam Jain Barbara Korszniak Andeep Lota Peter Singh Una Taylor</p>
<p><b>Date of assessment:</b></p>	<p>June 2013</p>
<p><b>Stage 1: Overview</b></p>	
<p><b>1. What are the aims, objectives, and desired outcomes of your proposals?</b> (Explain proposals e.g. reduction / removal of</p>	<p>The overarching aim of the service review consultation is to introduce a modernised model of day opportunities which will promote choice, flexibility, independence and use of personal budgets, as well as achieving efficiencies through rationalisation of use of buildings and other resources.</p>

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<p>service, deletion of posts, changing criteria etc)</p>	<p>The drivers for the need to change existing Harrow Council Adult Day Service provision are:</p> <p>Demographic changes in Harrow's population e.g. a greater number of older people and increased number of younger people which severe and multiple needs that are transitioning between children's and adult services</p> <p>The central Government policy on personalisation which says we have to provide as much choice and control as possible</p> <p>Some of our day centres are not being fully used</p> <p>Some people with disabilities would like more services to support them getting to work/finding a job</p> <p>We need to provide a range of day activities to meet people's needs and help them to stay as independent as possible</p> <p>There is the need to make the best use of the money available, Harrow currently spends more than other London Boroughs on Day Care. Harrow Council needs to save 30% of its total budget between 2013 -2015 and there has been an identified MTFS savings of 11.45% from the day services budget by April 2015, which equates to £600,000</p> <p>More specifically, the consultation focused on the proposed model below</p> <ul style="list-style-type: none"> <li>• Increase the use of personal budgets <ul style="list-style-type: none"> <li>– Make sure that we have a range of day opportunities with new and current providers, voluntary organisations and local community groups</li> <li>– Ensure services are available for people with lower level needs in the community</li> <li>– People with complex needs should receive care in buildings specially designed for them</li> </ul> </li> <li>• Using our buildings in different ways <ul style="list-style-type: none"> <li>– We need to use day centres fully <ul style="list-style-type: none"> <li>• People with high level needs should not have to travel out of borough to receive day care services</li> <li>• Potential to mix different user groups in each centre</li> <li>• Some buildings may need to close- everyone will be supported to receive the services they need</li> </ul> </li> </ul> </li> <li>• We also asked respondents their views about: <ul style="list-style-type: none"> <li>– People with high level needs receiving their day care in buildings designed for them</li> <li>– People with low level needs being able to receive a range of services/activities in the community</li> <li>– Fully using our buildings-this may mean that some buildings may close</li> </ul> </li> </ul> <p>The consultation took place between 11 February 2013 and 7 May 2013.</p> <ul style="list-style-type: none"> <li>• Identified negative impact on individuals/groups which cannot be mitigated</li> <li>• Findings of EqIA – will identify if there are any gaps or differential impacts</li> </ul>
<p>2. What factors / forces could prevent you from achieving these aims, objectives and outcomes?</p>	

	<ul style="list-style-type: none"> <li>Stakeholders do not understand what is being consulted on and are therefore unable to shape recommendations for future service provision</li> <li>Lack of support from key stakeholders</li> <li>Fear and/or resistance to change by all stakeholders</li> <li>Lack of appropriate solutions that deliver both the financial efficiencies and the improved outcomes for service users</li> <li>Service users of the in-house day services,</li> <li>Users of external services as they may have more choice through development of more day opportunities</li> <li>People who are likely to need day opportunities in the future, e.g. young people with disabilities in transition, and a range of older people who may be assessed as having a need for a Day Service</li> <li>Carers</li> <li>Wider community, including friends, family members, and community resources</li> <li>Providers may be expected to provide differently, and may also have new business opportunities.</li> <li>Voluntary sector: they may be current or potential providers, and also play a key role in advising, signposting and supporting users who are affected by the changes</li> <li>Staff will need to implement and manage the changes, and may face new staffing structures and working environments</li> </ul>
<p><b>3.</b> Who are the customers? Who will be affected by this proposal? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc.</p>	
<p><b>4.</b> Is the responsibility shared with another department, authority or organisation? If so:</p> <ul style="list-style-type: none"> <li>Who are the partners?</li> <li>Who has the overall responsibility?</li> </ul>	<p>Overall responsibility: Adult Services</p> <p>Harrow Council will work in partnership with the voluntary sector and existing day service providers to develop new day opportunities and to provide signposting, advice and support for accessing day opportunities. It will also work with Health to develop integrated services.</p>
<p><b>4a.</b> How are/will they be involved in this assessment?</p>	<ul style="list-style-type: none"> <li>Voluntary sector organisations (Harrow Mencap, Age UK Harrow, HAD, Harrow Carers, and MAB) have been part of the review consultation group. All known advocacy groups were invited to relevant consultation meetings, provided a copy of the questionnaire and invited to submit any comments.</li> <li>A forum was held of all current and potential providers, including the voluntary sector, to seek their views on how day opportunities in the borough could be shaped.</li> <li>Further engagement with the voluntary sector and providers, if Cabinet makes a decision for changes, to develop new day care opportunities as well as systems for signposting, supporting and advising users.</li> <li>Health representatives were invited to the Day Services Transformation Consultation Group. Discussions with Health took place and there was a submission from the Clinical Commissioning Group</li> <li>The Council wants to avoid staff redundancies, the implications of any decisions made by Cabinet around the reconfiguration of day services and staff numbers will be considered in detail within the implementation process. Formal consultation with staff and Unions will take place in accordance with the Councils Change Management Protocol. A full EQIA relating to staff impacts will be carried out as part of this.</li> </ul>
<p><b>Stage 2: Monitoring / Collecting Evidence / Data</b></p> <p><b>5.</b> What information is available to assess the impact of your proposals? Include the actual data, statistics and evidence (including full references) reviewed to determine the</p>	

potential impact on each equality group (protected characteristic). This can include results from consultations and the involvement tracker, customer satisfaction surveys, focus groups, research interviews, staff surveys, workforce profiles, service users profiles, local and national research, evaluations etc (Where possible include data on the nine protected characteristics. Where you have gaps, you may need to include this as an action to address in the action plan)

The table below sets out the age of service users in each Harrow Day Service and at Sancroft

Age - Service Users	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
18-24	1		1	1	3	-	6	-
25-44	4	17	18	4	10	-	13	2
45-64	5	27	12	3	19	-	17	10
65+	-	26	4	-	2	100	2	124

The table below sets out the age of staff in each Harrow Day Service (PS to insert)

are (including carers of young/older people)

The Greater London Authority (GLA Datastore) estimates that in 2013 there were 190,568 people aged 18 and over (the age from which people are able to access adult social care services), by 2018 it is estimated that this will increase to 259,184 people and by 2023 to 271,412. The GLA has estimated that the number of people aged 65 and over in 2013 is 35,712 or 14.5% of the total population of Harrow, which is significantly higher than the London average of 11.1%. The GLA has estimated that by 2018 the number of people aged 65 and over will increase to 39,518 or 15.2% of the total population of Harrow; by 2023 the estimated number will increase to 43,798 or 16.1% of the total population of Harrow.

Older people make up the largest group of people using health and social care services. In 2012-13, more than 3,200 older people received a social care service, of whom 81.8% were supported to live independently, including 9.8% receiving day care. Projecting Older People Population Information System (POPPI) projections indicate that there will be older people living alone, with a long term limiting illness, and providing unpaid care despite having poor health themselves. Dementia is also going to be a particular challenge impacting on social care demand. National research shows that vast majority of older people want to continue living in their own homes independently.

Financial benchmarking data indicates the council spends relatively more on day opportunities for those with complex needs (learning and physically disabled service users) than when compared with the London average. Whilst we pay higher rates for day care for clients with physical and learning disabilities, the cost of older people's day care is less than the average cost in London, as is shown in the table overleaf.

ability (including carers of disabled people)

Average Gross Expenditure per Day of Care	Harrow	London Average
Older People	£74	£144
Learning Disabled	£467	£354
Physically Disabled	£278	£229

The table below sets out the primary disability of service users in each Harrow Day Service and at Sancroft. (The majority of older people at Milmans Day Centre have been assessed under 'physical disability, frailty and sensory impairment'):

Primary Disability	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
Physical disability, frailty and sensory impairment	-	61	-	-	-	84	-	114
Learning Disability	10	8	35	8	34	5	38	14
Mental Health	-	1	-	-	-	11	-	7
Other Vulnerable People	-	-	-	-	-	-	-	1

Information on the secondary disability of service users of each Harrow Day Service and at Sancroft is shown overleaf

Secondary or additional Disability	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
Physical disability, frailty and sensory impairment	2	5	2	2	10	10	11	15
Learning Disability								5
Mental Health	1	1	-	-	-	5	-	3
Other Vulnerable People								

PANSI (Projecting Adult Needs and Service Information) estimates that the number of people aged between 18-64 with a learning disability will increase from 3754 people in 2012 to 4106 people in 2012, which is an increase of 9.4%. The number of people with autism will increase from 1530 people in 2012 to 1694 people in 2020, which is an increase of 10.7% in this period. PANSI estimates also show an increase of people with a moderate or serious physical disability from 14,673 people in 2013 to 16,339 people in 2020, which is an increase of 11.4%.

Last year 450 adults in 18-64 age range with a learning disability received a social care service, of whom 69.6% were in the community, including 210 or 46.7% receiving a day service. 582 18-64 adults with a physical disability or sensory impairment received a social care service, of whom 95% were in the community, including 49 (8.4%) receiving a day care service.

About 45 young people will transition through to adult services in the next two years and may require access to day opportunities.

Whilst Harrow Council's Frameworki database system is set up to collect this monitoring information, there is very little information held currently on this protected characteristic

Whilst Harrow Council's Frameworki database system is set up to collect this monitoring information, there is very little information held currently on this protected characteristic

Gender Reassignment

Marriage / Civil Partnership

Whilst Harrow Council's Framework database system is set up to collect this monitoring information, there is very little information held currently on this protected characteristic

Information on the ethnicity of service users of each Harrow Day Service and Sancroft is shown below

Ethnicity - Clients	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
	White or White British (British): 4	White or White British (British): 29	White or White British (British): 17	White or White British (British): 4	White or White British (British): 11	White or White British (British): 60	White or White British (British): 11	White or White British (British): 16
	Asian or Asian British (Indian): 5	White or White British (Irish): 2	White or White British (Irish): 1	Asian or Asian British (Indian): 2	Asian or Asian British (Indian): 15	White or White British (Irish): 8	White or White British (Irish): 2	White or White British (Irish): 4
	Asian or Asian British (Any other Asian background): 1	Asian or Asian British (Indian): 20	White or White (other White background): 1	Asian or Asian British (Pakistani): 1	Asian or Asian British (Pakistani): 2	White or White (other White background): 2	Asian or Asian British (Indian): 14	Asian or Asian British (Indian): 93
		Asian or Asian British (Pakistani): 4	Asian or Asian British (Indian): 8	Asian or Asian British (Any other Asian background): 1	Asian or Asian British (Any other Asian background): 2	Asian or Asian British (Indian): 9	Asian or Asian British (Pakistani): 2	Asian or Asian British (Bangladeshi): 1
		Asian or Asian British (Any other Asian background): 4	Asian or Asian British (Pakistani): 2		Black or Black British (Caribbean): 4	Asian or Asian British (Pakistani): 1	Asian or Asian British (Any other Asian background): 5	Asian or Asian British (Any other Asian background): 13
		Black or Black British (Caribbean): 5	Asian or Asian British (Any other Asian background): 3			Asian or Asian British (Any other Asian background): 2	Black or Black British (African): 1	Asian or Asian British (Pakistani): 2
		Black or Black British (African): 1	Black or Black British (African): 1			Black or Black British (African): 1	Other ethnic background (other ethnic group): 2	Black or Black British (Caribbean): 3

Race

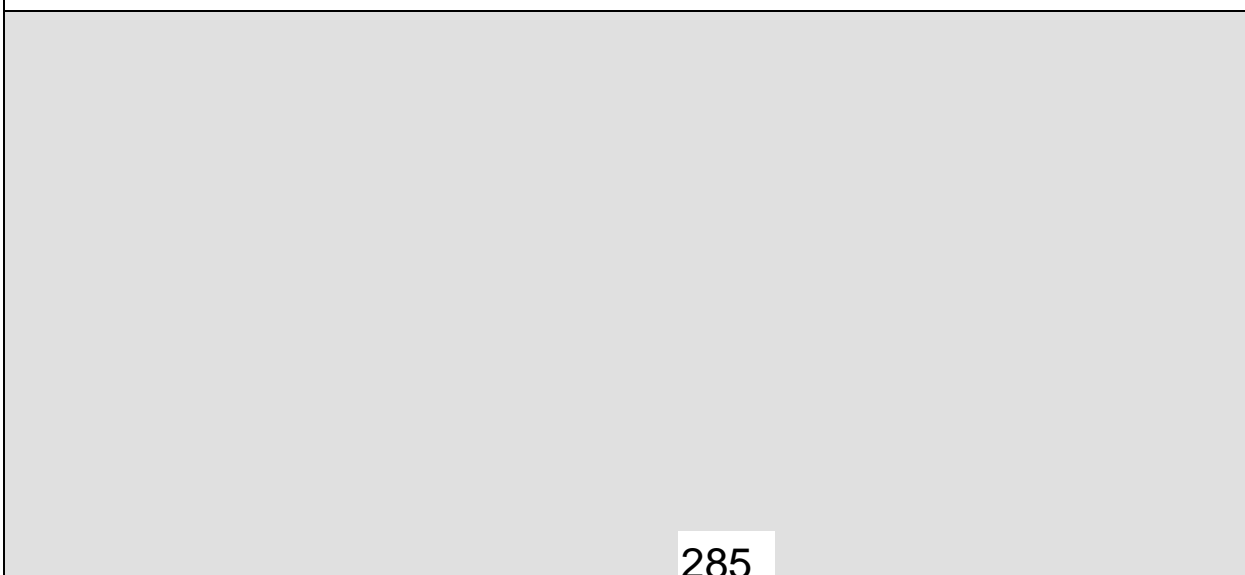
			Black or Black British (Any other Black background): 1	Mixed background (White and Black Caribbean): 1			Mixed background (White and Black Caribbean): 12	Other ethnic background (other ethnic group): 2
			Other ethnic background (other ethnic group): 1	Mixed background (other mixed background): 1			Black or Black British (Any other Black background): 1	Not known: 2
			Not known: 3				Mixed background (other mixed background): 2	
							Other ethnic background (other ethnic group): 2	

The table below sets out the ethnicity of staff in each Harrow Day Service

<b>Ethnicity - staff</b>	<b>Bedford House Day Service (4 staff)</b>	<b>Bentley Day Service (17 staff)</b>	<b>Byron NRC (14 staff)</b>	<b>Gordon Avenue Day Service (5 staff)</b>	<b>Kenmore NRC (15 staff)</b>	<b>Milmans Day Centre (16 staff)</b>	<b>Vaughan NRC (16 staff)</b>
	White or White British (British) - 1	White or White British (British) - 5	White or White British (British) - 7	White or White British (British) - 1	White or White British (Columbian) - 1	White or White British (British) - 6	White or White British (British) - 6
	White or White British (Irish) - 1	Asian or Asian British (Indian) - 5	White or White British (Spanish) - 1	White or White British (other White background) - 3	Asian or Asian British (Indian) - 3	White or White British (Irish) - 2	White or White British (Irish) - 1



	Asian or Asian British (Indian) - 2	Black or Black British (African) - 4	Black or Black British (African) - 1	Asian or Asian British (Indian) - 2	Asian or Asian British (Sri Lankan) - 1	Asian or White British (any other: Swedish) - 1	Asian or Asian British (Indian) - 4
		Black or Black British (Caribbean) - 3		Asian or Asian British (Pakistani) - 1	Asian or Asian British (Any other Asian background) - 1	Asian or Asian British (Indian) - 2	Black or Black British (African) - 2
				Asian or Asian British (Nepalese) - 1	Black or Black British (African) - 4	Black or Black British (African) - 1	Black or Black British (Caribbean) - 1
				Black or Black British (African) - 2	Black or Black British (Caribbean) - 4	Black or Black British (Caribbean) - 1	Did not wish to state - 4
					Mixed background (other mixed background) - 1	Black or Black British (other Black background) - 1	
						Mixed background (White and Black Caribbean) - 1	
						Other ethnic background (Iranian) - 1	



The table below sets out the first language of clients in each Harrow Day Service and Sancroft

First language spoken by clients	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
	English: 4 Gujarati: 5	English: 48 Gujarati: 13	English: 28 Gujarati: 5	English: 5 Gujarati: 2	English: 22 Gujarati: 9	English: 82 Gujarati: 3	English: 21 Gujarati: 10	English: 28 Gujarati: 76
	Not stated: 1	Not stated: 5	British Sign Language: 1	British Sign Language: 1	Not stated: 3	Not stated: 10	Not stated: 1	Hindi: 3
		Arabic: 1 Punjabi: 1	Punjabi: 1			Punjabi: 1 Urdu: 1	Punjabi: 2 Tamil: 3	Marathi: 1 Not Stated: 15
		Urdu: 1				Greek: 1	Farsi/ Persian: 1	Other: 1
		Kurdish: 1				Polish: 1		Punjabi: 9
						German: 1		Tamil: 1
								Urdu: 1
								Chinese: 1

The table below sets out the languages spoken by staff, other than English, in each Harrow Day Service

Languages spoken by staff other than English	Bedford House Day Service (4 staff)	Bentley Day Service (17 staff)	Byron NRC (14 staff)	Gordon Avenue Day Service (5 staff)	Kenmore NRC (15 staff)	Milmans Day Centre (16 staff)	Vaughan NRC (16 staff)
	Gujarati – 2	Gujarati – 4	Gujarati – 4	Spanish – 1	Gujarati – 2	Gujarati – 3	Gujarati – 4
	Hindi – 2	Hindi – 2	Hindi – 2	Czech – 1	Punjabi – 1	Hindi – 2	Hindi – 3
	Punjabi – 1	Assamese –	Swahili – 2	Kikuyu – 1	Swahili – 1	Urdu – 2	Punjabi – 1

			1										
	Swahili - 1	Bengali - 1	Spanish - 1	Swahili - 1	Igbo - 1	Italian - 2	French - 2						
		French - 1	Portuguese - 1		Creole - 1	Edo - 1	Romanian - 1						
		Igbo - 1	Italian - 1		Columbian - 1	Swedish - 1							
Additional communication skills	British Sign Languages - 1		Basic Makaton (but no formal training) - 14	Makaton - 1	Makaton - 3	Makaton - 1	0						
	Makaton - 2												Makaton - 2

Harrow has one of the most ethnically diverse populations in the country; ONS estimates show that Harrow now has the fourth highest proportion of residents from minority ethnic groups, compared to a ranking of eighth in 2001.

The Greater London Authority (GLA Datastore) estimates that in 2013, 60% of the total population of Harrow or 57% of people aged 18 and over are from a BAME (Black and minority ethnic) group. By 2018 BAME groups will make up 65% of the total population and 61% of people aged 18 and over; by 2023 the proportion will increase to 68% and 65%, respectively.

The table below sets out the religion/belief of clients in each Harrow Day Service and Sancroft.

Religion/belief	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milimans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
Christian	4	13	20	4		56	15	14
Catholic		2	1			6		6

Hinduism	5	10	8	3	8	12	86
Islam			4	1	3	10	10
Judaism							
Jainism		1			2		1
Buddhism					1		1
Other religion	1						
Sikhism						1	5
No religion/atheist		1	1		1		1
Not stated		43	1		23		12

The table below sets out the sex/gender of clients in each Harrow Day Service and Sancroft

Sex/ Gender	Bedford House Day Service (10 clients)	Bentley Day Service (70 clients)	Byron NRC (35 clients)	Gordon Avenue Day Service (8 clients)	Kenmore NRC (34 clients)	Milmans Day Centre (100 clients)	Vaughan NRC (38 clients)	Sancroft (136 clients)
Male	4	32	21	4	18	29	16	31
Female	6	38	14	4	16	71	22	105

Sex / Gender

The 2011 census results show that women outnumber men in all age groups over 34-39, and this difference becomes greater in the over 75s. The Greater London Authority (GLA Datastore) estimates that in 2013 the male to female ratio of people aged 65 or over is 45%/55% in Harrow changing to 46%/54% by 2023; the 2013 male to female ratio of people aged 75 or over is 39%/61% in Harrow changing to 44%/56% by 2023; the 2013 male to female ratio of people aged 90 or over is 33%/67% in Harrow changing to 44%/56% by 2023.

This is broadly in line with the make up within the Harrow Day Services, there were 124 (42%) male and 171 (58%) female clients. However, at Milmans where all clients are aged 65 and over, 21% of clients were male compared to 79% of females.

The table overleaf sets out the sex/gender of staff in each Harrow Day Service and shows that the female to male ratio of staff is 76%/24%.

Sex/ Gender of staff	Bedford House Day Service (4 staff)	Bentley Day Service (17 staff)	Byron NRC (14 staff)	Gordon Avenue Day Service (5 staff)	Kenmore NRC (15 staff)	Milmans Day Centre (16 staff)	Vaughan NRC (16 staff)
Male	1	3	6	1	4	1	5
Female	3	14	8	4	11	15	13

Whilst Harrow Council's Framework database system is set up to collect this monitoring information there is very little information held currently on this protected characteristic

Other local authorities have reviewed their day services in order to deliver efficiencies as well as greater choice and personalisation. Barnet Council's Cabinet agreed in 2012 the development of a number of models for reshaping day opportunities. The council is working with local service providers to take forward this approach. A new 'neighbourhood model' for providing support and day opportunities to older people was agreed, which aims to provide activities and social events as locally as possible, and to help promote well being and reduce isolation among older people. Provision will be led by a group of existing local voluntary sector providers who have come together, with the support of Barnet Council, to work with older people to develop the kind of opportunities and support they want. This will include activities being run for residents in a range of existing buildings in their local area.

Buckinghamshire County Council agreed in March 2011 to move towards a the provision of six specialist Day Opportunities centres throughout the county and a network of Community Bases situated in local community settings as part of a redevelopment of day services.

7. Have you undertaken any consultation on your proposals? (this may include consultation with staff, members, unions, community / voluntary groups, stakeholders, residents and ser vice users)

Yes

No

**NOTE:** If you have not undertaken any consultation as yet, you should consider whether you need to. For example, if you have insufficient data/information for any of the protected characteristics and you are **unable** to assess the potential impact, you may want to consult with them on your proposals as how they will affect them. Any proposed consultation needs to be **completed before** progressing with the rest of the EqIA.  
**Guidance on consultation / community involvement toolkit can be accessed via the link below**  
[http://harrowhub/info/200195/consultation/169/community\\_involvement\\_toolkit](http://harrowhub/info/200195/consultation/169/community_involvement_toolkit)

<p>Who was consulted?</p>	<p>What consultation methods were used?</p> <p><i>There were a total of 32 consultation meetings, 164 returned questionnaires</i></p> <ul style="list-style-type: none"> <li>• Formal consultation meetings, at least one in each service and a final meeting at the civic centre, there were 23 service user consultation meetings (appendix 1 provides a breakdown of number of people at each event)</li> <li>• A single accessible questionnaire (appendix 2 provides a breakdown of respondents)</li> <li>• Written feedback through letters and email using the dedicated email address – <a href="mailto:dayserviceconsultation@harrow.gov.uk">dayserviceconsultation@harrow.gov.uk</a></li> <li>• The opportunity to speak directly with council officers on a phone</li> </ul>	<p>What do the results show about the impact on different equality groups (protected characteristics)?</p>	<p>What action are you going to take as a result of the consultation? This may include revising your proposals, steps to mitigate any adverse impact. <i>(Also Include these in the Improvement Action Plan at Stage 5)</i></p>
<p>Clients</p>	<p>Points raised by service users/carers and advocates during the consultation meetings</p> <ul style="list-style-type: none"> <li>• Centres have been described as a lifeline, enabling users to continue living independently, and enabling carers to continue providing support.</li> <li>• Fair Charging Policy in relation to day centre attendance and transport has reduced the number of users attending centres.</li> <li>• Users and carers value the structure, safety, familiarity, sense of security, the break from home, and respite for carers. Carers emphasised that routine and security is an essential aspect of respite and may be eroded by a variety of sessions in different places.</li> <li>• Users enjoy the choice of a wide range of activities, aimed at increasing social and independent living skills. They did express an interest in different activities, mainly more outings and sports, but they would like to do them through the day centres.</li> <li>• Equally importantly, if not more so, the users and carers value the community that comprises of other users, carers and staff.</li> </ul> <p>Transport routes often shorten the centre time for users, respite time for carers and make it difficult for staff to organise activities. Long transport journeys can be tiring for some, exacerbate challenging behaviour and cause difficulties with managing toileting needs. This day service review will not impact on an individual's access to transport, but may affect routes and timings. These will be considered in individual assessments.</p> <ul style="list-style-type: none"> <li>• Many of the users with LD are accessing a service five days a week. Many older people and some people with PD would like to increase the number of days they attended.</li> </ul>	<p>All service users with a social care need will continue to receive services to meet this need, although there may be changes in the provision of day services to meet this need, such as an alternative building or a more community based service. A review of the assessed needs of clients will take place, once the new model has been established, to ensure the most appropriate services and opportunities are provided to meet identified individual needs</p> <p>The council is currently conducting a Special Needs Transport service review. This is looking at transport, for a range of vulnerable groups including users of day services. The main aims of the review are to introduce more independent travelling and the use of personal budgets. The group working on this project includes representation from adult services and has been kept fully informed of progress with this review.</p> <p>Phase 1 of the recommended</p>	

		<ul style="list-style-type: none"> <li>• Majority of users and carers are happy with a weekday day time service, although many would like a longer day at the centre. Some people, especially those who live alone, would like some social activity for a few hours at the weekend.</li> <li>• Mixing user groups at neighbourhood centres is considered a feasible option, but would require detailed planning to consider different needs, special equipment, access, space requirements, trained staff, and potential problems caused by sharing space and transport.</li> <li>• Closing the centres is an unpopular option, but would be more acceptable if there is assurance of appropriate services and transport, and valued relationships are maintained.</li> <li>• Many ideas have been put forward for using buildings to full capacity, including using the centres as hubs for different user groups, generating income through renting the space to the community, putting in the right facilities to encourage use of in-house centres, affordable charging, and 'selling' places to self-funders or neighbouring boroughs.</li> <li>• Access to community services is restricted by physical location, facilities, transport, support staff, and attitudes. Employment-related opportunities have diminished due to the recession.</li> <li>• Providers are keen to provide a range of services to cater for different needs and have come up with many ideas for market development and ways in which the Council can facilitate this.</li> <li>• The importance of the relationships with staff and between the service users and the carers was emphasised by users and carers. They also spoke very highly of the support and understanding they received from the staff and the sense of the day centre community as one extended family. Users felt comfortable and confident in day centres. The staff were seen as a source of support not only to the users but also to the carers, and sometimes helped manage the relationship between the two.</li> <li>• Although all the users said that they did not want to move from their centre, many expressed the view that if they did have to move to a different building, they would not mind if they could all go somewhere</li> </ul>	<p>proposal would ensure service users are moved together in groups and appropriate support is provided in implementation, staff would also initially move with service users, these measures will allow service users to maintain networks and support groups.</p> <p>The proposed recommendations will continue to protect the most vulnerable groups with day service provision through specialist services.</p> <p>Mitigation of the current limited day service opportunities will be achieved through market development initiatives with the voluntary sector and other day service providers set out in the Cabinet report.</p> <p>To mitigate this potential impact detailed information will continue to be provided by staff and care managers to service users and carers who do not currently receive a personal budget. However, it should be noted that at present, 389 clients are in receipt of a day care personal budget, of which 62% (242) have a managed account. Managed accounts are managed by the Council when it has been identified that a service user requires this assistance. Remaining service users who will move on to a personal budget</p>
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		<p>else together and have the same staff.</p>	<p>and are anxious about managing their budget can be supported on an individual basis, using the council's My Community ePurse solution.</p> <p>As part of market development appropriate services for younger people will be developed and the travel training commenced in Kenmore will be rolled out to other service users.</p> <p>In the consultation meetings all attendees were reassured that all service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. All service users and carers will receive regular and timely communication through communication outlining any Cabinet decisions and if there are changes to services, how and when these changes will be implemented.</p>
	<p>Specific points for each client group</p> <p><b>Older people (Based on meetings at Milmans and Maya /Anjali Day Centres</b></p> <ul style="list-style-type: none"> <li>• Users are happy with the range of activities, and apart from suggesting more outings or day trips from the centre did not indicate that they wanted anything different, except as a one- off outing etc. They do not wish to go to different places to access a range of activities, regularly. They also appreciated a meal, and mentioned that for many it was the one good meal they had. Those at Milmans could access services like</li> </ul>	<p>The actions/mitigations listed under the more general points raised by service users/carers and advocates during the consultation meetings also apply to the specific points for older people but have not been</p>	



		<p>hairdressing, chiropody at the centre and suggested that they would like to be able to access more such services at the centre itself. All users valued the centre as a source of advice and information.</p> <ul style="list-style-type: none"> <li>• All users emphasised the value of the social interaction, and the friendships that they have built up. They also commended the support from the staff. Most said it was the highlight of their week, and if they did not attend they would be depressed and isolated.</li> <li>• Most users are happy with centre opening as approximately 10am to 3pm although some said they would prefer earlier or later. However, many felt that the length of the day was limited by what time the personal carer could arrive to help them get ready in the morning, or the time that transport was available. This meant that the day was shorter and many would prefer a longer day. Service users said that they did not want to attend activities in the evenings, except as a one-off. Some also said that the long transport route could be tiring. The table on page 4 shows that there is a low number of younger people aged 25 and under using internal services at present.</li> <li>• Many users would like to attend on extra days if their personal budget allowed, or if they could afford the transport.</li> <li>• Many service users said that they would not mind sharing the centre with other user groups as long as enough trained staff and facilities were available. Several said that it could be a positive move, as they would learn from others, appreciate what they have, and how others deal with their disadvantages. Some expressed concerns, e.g. sharing the space with those with severe dementia.</li> <li>• Milmans users said that if the centre did need to close, they would want to be able to go to a different building with the same peers and staff. They also suggested that the centre should try to generate income by letting other groups use the space in the centre for a cost.</li> <li>• Some users expressed concerns that their views would not carry any weight.</li> </ul> <p><b>People with physical disabilities (Based on meetings at Bentley Day Service)</b></p>	<p>repeated to limit the length of this document.</p>
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The actions listed under the more

		<ul style="list-style-type: none"> <li>• Users valued the range of activities like arts and crafts, a well prepared hot meal, as well as facilities and support for exercise, rehabilitation, and learning new skills, including reading, writing etc.</li> <li>• Equally importantly, service users valued the sense of community, the support from an excellent staff team, and the break it provided for themselves and for their carers. They also reported that staff often provided a valuable support role for the carers, and sometimes helped to manage the relationship between the user and the carer.</li> <li>• Users described the centre as a lifeline. Many felt that the principles of greater choice and services in the community had little practical application to them, given the complexity of their needs, lack of appropriate services and support staff, and inability to travel without assisted transport.</li> <li>• All users preferred to attend Monday to Friday, during the day. Several said that they would like to attend on a Saturday in addition. Most would not want to attend regularly in the evenings, although occasional evening activities, like a disco, would be appreciated.</li> <li>• Users reported that the day is often very short due to constraints of Council transport, or waiting for the personal carer in the morning. Most would like a longer day, e.g. 9 am to 4 pm. Many would like to attend on extra days if their budget allowed or if they could afford the transport charges. Many users do have taxi-cards, but try to save those rides for important trips like hospital appointments. Transport routes could be long, and some users reported feeling tired, whilst others enjoyed the journey.</li> <li>• Some users said that they would not mind going to a different building if it had the appropriate equipment and trained staff. However all of them emphasised the importance of planning any transfer very carefully, maintaining the existing relationships with other users and staff. The familiarity would be especially important for those living alone or those with a learning disability.</li> <li>• Users also felt that the space and facilities would allow for younger people with disabilities to be included in the centre, to engage in services oriented towards employment, independent living skills, and</li> </ul>	<p>general points raised by service users/carers and advocates during the consultation meetings also apply to the specific points for people with physical disabilities but have not been repeated to limit the length of this document.</p> <p>All current buildings are DDA (Disability Discrimination Act) compliant and any modifications made would ensure DDA compliance.</p> <p>The provision of an alternative fully accessible building will mitigate for the loss of Bentley Day Service</p> <p>Staff teams will support people moving between services, and will take account of friendship groups</p> <p>There will be careful planning and implementation around moves, including individual and group assessment</p>
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		<p>appropriate social activities. It was also suggested that if the building was being underused, people should be offered extra days.</p> <ul style="list-style-type: none"> <li>• Service users said that there were other facilities they would like, e.g. support with holidays, shopping, independent living classes, more physiotherapy and a special gym. However it was difficult to think about different facilities and different uses of the centre, given the high level of anxiety about the possible closure of Bentley.</li> </ul> <p><b>People with learning disabilities (based on meetings at 5 in-house Day Centres, Shaw Trust and Welldon Activity Group.</b></p> <ul style="list-style-type: none"> <li>• Service users took part in a range of activities, including games, gardening, looking after animals, arts and crafts, music, dance and drama, cookery, independent living skills, beauty treatments, learning facilitated by college tutors, computers, day trips, outings for swimming, shopping, farms etc. They were happy with what was provided, and when asked about what other activities they would like, indicated that they would like more outings, to include swimming, shopping, museums and cinema.</li> <li>• They also emphasised the importance of the friendships and sense of community at their centre, and spoke very highly of the support provided by the staff.</li> <li>• Most users either attended a centre five days a week, or had a structured programme of activities for five days. They all wanted to continue coming to the centres and said they would be very upset if they could not come, 'bored, lonely, depressed, just watching telly.'</li> <li>• Many users attended a club for people with disabilities, or went out at weekends. However it was clear that most were dependent either upon provision of transport, or upon support from family or staff in residential units. The independent travellers walked or took the bus to specific centres or clubs, but went on any other trips with staff or family. Two women reported how they had become more isolated after moving from a residential home to independent living as they no longer had the staff support or a readily available group of people to go out with.</li> <li>• Service users did not express specific views about the length of the day they attended centres.</li> </ul> <p>The actions listed under the more general points raised by service users/carers and advocates during the consultation meetings also apply to the specific points for people with learning disabilities but have not been repeated to limit the length of this document.</p> <p>Development of a broader range of activities will be part of market development through My Community ePurse</p> <p>For service users who have Autism, good implementation planning will be particularly important and achieved by working closely with service users, carers and day centre staff</p> <p>All service users will continue to have access to a building based service if they need one. Any changes to this would be the result of individual needs assessments and personal choice</p>
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		<ul style="list-style-type: none"> <li>Service users said they would be happy to share their centres with other user groups, and thought it would be a chance to meet different people and make more friends, although they said that it could be difficult if some other users could not speak or got upset very easily.</li> </ul> <p><b>Younger people in transition (based on the meetings at Shaftesbury and Kingsley High Schools)</b></p> <ul style="list-style-type: none"> <li>Whilst younger people fed back similar requirements in terms wanting a range of activities and the importance of social relations, and wanting choice, the key difference was a greater focus on employment related activities.</li> </ul>	<p>Staff teams will support any groups that move and will take account of friendship groups</p> <p>Careful planning of transfers and individual and group assessments</p> <p>All service users will continue to be supported and offered a day service</p>
<p>Carers/ families/ advocates</p>	<ul style="list-style-type: none"> <li>Formal consultation meetings, at least one in each service and a final meeting at the civic centre, there were 14 consultation meetings for carers (appendix 1 provides a breakdown of number of people at each event)</li> <li>A single accessible questionnaire (appendix 2 provides a breakdown of respondents)</li> <li>Written feedback through letters and email using the dedicated email address – <a href="mailto:daysserviceconsultation@harrow.gov.uk">daysserviceconsultation@harrow.gov.uk</a></li> <li>The opportunity to speak directly with council officers on a phone</li> </ul>	<p>A few carers of older people and people with physical disabilities attended the consultation meetings, most of the engagement was with carers of people with learning disabilities.</p> <p><u>Valuing centres</u> Carers expressed strong views that the service user, they care for, needs the routine, familiarity, structure, safety, friendships with peers, and support from staff who understood their needs. They could not cope with going to different places for various activities.</p> <p>Carers said that they wanted the structure and security of a centre, and did not want their relative to be 'roaming the streets' with unfamiliar Personal Assistants. There was a view that the consultation seems to be focussed on those users who are able to be independent</p> <p>Over and above the activities, learning and facilities, carers valued the friendships and sense of community, between users, staff and other carers, for themselves as well as for their relative. They described the centres as a lifeline which either enabled their relative to continue living independently or enabled them to continue providing care.</p> <p>They pointed out that in addition to interesting activities a crucial aspect of day care is the mental and physical respite for the carers. A choice of sessions to attend at different times may not meet the need for respite. Many carers are getting older, and can not take their adult offspring out for activities themselves.</p>	<p>A consultation report summarising outcomes of all consultation activity is available. A communication plan will be developed including common questions and answers to improve communication. We have identified staff have Makaton/BSL skills. Staff in each service know service users well and are able to advise on the most effective communication methods.</p> <p>Through the second phase of implementation we will work with health services to identify options for increased integration</p>

		<p>Carers mentioned some services which would be beneficial, e.g. A hydrotherapy pool, reduced access to physiotherapy and speech therapy, option to have a bath at the centre using assistive equipment</p> <p><u>Personal budgets</u>  Many carers were unclear about how personal budgets worked. Most carers felt that personal budgets could be a source of anxiety, needing time and support. There was uncertainty over how quickly the budget would get used up, and some pointed out that the personal budget can fall short because the higher weekend rates charged by some agencies is not taken into account. They did not believe that personal budgets would stimulate the market for higher level complex needs. Although they acknowledged that some situations could be better managed by personal budgets, they did not want personal budgets to be imposed upon them.</p> <p><u>Timing of the day care</u>  Most carers were happy with weekdays, although some thought that they would benefit from support at weekends to enable them to give time to other members of the family. They also pointed out that for some users living alone, weekends could get lonely, and they would benefit from some social provision. Many carers would like a longer day, e.g. 9.30 am to 4.30pm. Carers said that the day was further shortened by the restrictions of transport. Several of those whose relatives attended only once or twice a week said they would quite like an extra day.</p> <p>Carers emphasised the importance of reviewing transport arrangements if any flexibility in services was to be provided, as carers can not be expected to provide lifts.</p> <p><u>Mixed user groups and closing or merging buildings</u>  Many carers thought that mixed user groups could work, if planned well to cater for different needs. They said that people with learning disabilities in particular like to mix with the 'mainstream' population.</p> <p>Some worried that the specialist skills their relative needed would be diluted, or that their relative would be lost in a multipurpose centre. Some carers also suggested that older people may feel threatened by those with learning disabilities or challenging behaviour. Any reconfiguration of user groups would need to consider adequate, space, facilities and staff skills.</p> <p>It was also suggested that Harrow needed to find out what services were being</p>	<p>Remaining service users who will move on to a personal budget and are anxious about managing their budget can be supported on an individual basis, using the council's My Community ePurse solution.</p> <p>Development of a broader range of activities will be part of market development through My Community ePurse</p> <p>A separate Special Needs Transport review is currently ongoing. This is not part of this review, but feedback is being provided to them.</p>
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		<p>offered in out-of-borough centres, so that we could provide similar services at day centres and increase their use. Carers of those who use in-house services should be involved in promoting these. Harrow could also consider 'selling' its own day care services to people from other boroughs.</p> <p>Carers suggested opening centres seven days a week, and charging other groups to use the space, and allowing users to attend on extra days as a way of reducing costs.</p> <p><u>Views on the consultation</u>  Many carers questioned if their views would have any influence on the decisions that were made. There was also some feedback that the consultation was an unnecessary expense and the questionnaire was too long. Carers at Gordon Avenue and Bedford House said that ever since Brember Centre shut, there have been rumours about closures causing high levels of anxiety. There was a suggestion from Gordon Avenue carers that councillors should have been present to hear their concerns</p> <p>The feedback on the events themselves was very positive. Carers said they felt listened to, and much clearer about the purpose of the review.</p>	
<p>Staff 298</p>	<ul style="list-style-type: none"> <li>Formal consultation meetings, at least one in each service and a final meeting at the civic centre, there were 8 staff consultation meetings (appendix 1 provides a breakdown of number of people at each event)</li> <li>A single accessible questionnaire (appendix 2 provides a breakdown of respondents)</li> <li>Written feedback through letters and email using the dedicated email address – <a href="mailto:dayserviceconsultation@harrow.gov.uk">dayserviceconsultation@harrow.gov.uk</a></li> <li>The opportunity to speak directly with council officers on a phone</li> </ul>	<p>Staff consultation was held at the seven in-house day centres.</p> <p><u>Transport</u>  Transport schedules often shortened users' days, caused disruption to the daily programme of activities because users came in at different times. Long transport routes could also cause problems with toileting or challenging behaviour. Transport could be a major constraint in organising day trips. All emphasised the importance of reviewing transport arrangements if any flexibility in services was to be provided, as carers can not be expected to provide lifts.</p> <p><u>Availability of alternative services</u>  Staff pointed out that although the principle of providing greater choice is desirable, in practice there is not very much available to choose from, especially for people with severe learning or physical disabilities and complex needs. Recession has also greatly reduced the opportunities for work experience placements and employment.</p> <p><u>Impact of charges and personal budgets</u>  Staff pointed out that many users are choosing not to attend the centres as a consequence of the introduction of the fairer charging policy and that although</p>	<p>If Cabinet takes a decision leading to a change in the roles, responsibilities and/or the structure of staffing a formal consultation in accordance with the Councils Change Management Protocol at the beginning of the implementation stage. This will include a full EQIA in relation to staff impacts</p> <p>The council is currently conducting a Special Needs Transport service review. This is looking at transport, for a range of vulnerable groups including users of day services. The main aims of the review are to introduce more independent</p>

		<p>charging is reasonable, the charges are very high compared to some other areas, e.g. Hertfordshire. Personal budgets may lead to some people choosing not to come to the centre and vulnerability may increase.</p> <p>If users were attending sessions in different places rather than one day centre, an important source of information about their needs and progress would be lost. Staff also said that the council should make our services more attractive and future-proof them. Staff said that communication is poor about what is on offer at other centres.</p> <p><u>Mixed user groups</u> Staff thought that mixed user groups could work, with careful management of space and facilities, e.g. appropriate equipment and trained staff. Some separation of users with different needs within the centre and consideration of possible difficulties while sharing transport would be necessary. They pointed out that there could be many positive benefits for people with learning disabilities in particular to mix with other service users. They could also enjoy and learn from others. Bentley staff said that the space and facilities would allow for younger people with disabilities to be included in the centre, to engage in services oriented towards employment, independent living skills, and appropriate social activities.</p> <p>Some suggested a café approach, with different groups using the centres at different times, and also encouraging the local community to use the centres and to volunteer.</p> <p>Staff at one centre expressed reservations that the specialist expertise they had worked hard to build up would be lost if there was a mixed user group at the centre.</p> <p><u>Closure of buildings</u> Staff expressed the view that several service users had already moved once in the last few years, and closing buildings to move them again would be very disruptive. Closing buildings would place greater pressure on carers, especially if it meant a reduction in service, and counteract the principle of providing greater choice.</p> <p>Staff also said that the Council missed many opportunities to use the buildings at weekends and evenings, thus making them less cost-effective.</p> <p><u>Employment and working conditions</u></p>	<p>travelling and the use of personal budgets. The group working on this project includes representation from adult services and has been kept fully informed of progress with this review.</p>
			<p>A full EQIA will consider in detail</p>

		<p>Staff members were concerned about their job security, and changes to their working conditions and contracts, particularly if centres were to provide extended hours. They pointed out that any decisions needed to take account of current staffing profiles, secondments, transferable skills, and adequate staffing levels and training.</p> <p><u>Views about the consultation itself</u></p> <p>Some questioned if the changes would achieve the desired savings and other benefits. There were concerns that that the consultation would not have any influence on the decisions that would be made by Cabinet. They made reference to a consultation three years ago when their views were sought. Staff at Gordon Avenue, Bedford House and Bentley Day Service in particular expressed anxiety and indicated that rumours had been circulating on closure of centres for some time.</p> <p>Staff asked to be given time to consider the report before the final Cabinet decision is made</p>	<p>staff impacts as part of implementation. The council will follow its Process Management of Organisational Change (PMOC).</p>
<p>Unions</p>	<ul style="list-style-type: none"> <li>• Formal consultation meetings, at least one in each service and a final meeting at the civic centre, Unions were invited to 8 consultation meetings (appendix 1 provides a breakdown of number of people at each event)</li> <li>• A single accessible questionnaire (appendix 2 provides a breakdown of respondents)</li> <li>• Written feedback through letters and email using the dedicated email address – <a href="mailto:dayserviceconsultation@harrow.gov.uk">dayserviceconsultation@harrow.gov.uk</a></li> </ul>	<p>A UNISON member attended three staff meetings, if cabinet decisions have an impact on staff, UNISON thought that the following information/analysis would be required within each formal staff consultation</p> <ul style="list-style-type: none"> <li>• risks to jobs and working conditions</li> <li>• importance of considering role profiles</li> <li>• covenants which restrict sale of buildings</li> </ul> <p>A letter from Darren Butterfield, Assistant Branch Secretary dated 3 April 2013, included the following points:</p> <p>That the consultation document fails to mention the contextual impact when charges to Day Care and Transport were introduced in 2011/12 and the effect this had on day centre attendance which we believe may have contributed to users not being able to attend Harrow's day centres. This has created a knock-on effect for the Council whereby users have had to restrict their attendance days or indeed stop attending altogether which has increased the running costs of day care services in the borough due to them being underutilised and under capacity.</p> <p>In many local authorities union research has discovered that personal budget allocations for 'social activities' are set a lower level than in-house day care charges which, as stated above, is negatively pricing users out of day centres altogether and which may well be occurring in Harrow.</p>	<p>Unions were engaged in order to inform and shape recommendations. If Cabinet takes a decision leading to a change in the roles, responsibilities and/or the structure of staffing a formal consultation in accordance with the Councils Change Management Protocol at the beginning of the implementation stage</p> <p>The Cabinet paper of January 2013, which sought permission for this review, included information on this point</p>



		<p>UNISON have no doubt that 'choice' and 'control' within personalisation is right, what we are concerned about is the agenda is taking choice away from service users when they are faced with potential day centre closures. The situation is exacerbated locally given the underdevelopment of the wider market place, as inferred within the Council's consultation document which states that it must develop.</p> <p>To address this it was suggested that day care charges in harrow should be reviewed to reflect more of a level playing field in the 'social activity' amounts awarded within personal budgets, with the aim to attract more users to attend council day centres. Higher service user attendance will reduce the overall cost of providing day services in the borough, making it cost effective and sustainable in the longer term.</p> <p>UNISON believes the consultation document places very little emphasis on the development and reinvigoration of current in-house service provision. In fact, only one bullet point is devoted to using day centres in different ways and in providing different activities to client groups with the majority of the document focusing on moving away from 'traditional' day services to personal budget choices which, as stated, are cheaper than in-house day care.</p> <p>If the objective to reduce day centre charges and cover all Council cost is to be achieved as relayed in point 5 above, then a wider portfolio of activities and opportunities for all day centre users will need to be explored and developed in-house. This would be a fair approach when the Council is developing markets in the private and third sector. Creating day centres as community hubs would be fully supported by Unison and we believe would enhance social capital opportunities for our residents and service users.</p> <p><u>Buildings</u> I'm not sure exactly what the proposals are saying, but I think they're saying that the actual buildings will be kept open, and the use of them extended for other services and community activities, as well as day care, whilst moving more people closer to using personal cash budgets to buy alternatives. Which seems very positive, as I guess that means no-one will actually have to leave against their will, so people can work within their own timescales to make changes if they want to.</p> <p><u>Personal budgets</u> Giving personal budgets is definitely the way to go, and may encourage people to gradually replace some of their day service time. I think that as many people rely on their day centres for socialising and don't necessarily want to change that, there will feel like less risk to people to try something new, because the centres themselves are not closing.</p>	<p>The council will undertake further market development through the Implementation of My Community ePurse</p>
<p>Specific feedback from <b>HAD (Harrow Association of Disabled People)</b></p>			

Suggestions like spending budgets on support into work/ voluntary work etc are positive for many people, as there is currently very limited support available, and it's often in the preparation time before work that support is really needed, as it may be provided by Access to work afterwards if someone finds work.

Personal budgets are a better option to meet the needs of the many people who don't fit into a recognised service model – e.g. people with Aspergers Spectrum or Autism. But as with commissioned care, personal budgets may need to be a different and better offer for people who have additional needs such as behavioural.

#### Shop 4 support

As Care Place is now being adopted instead of Shop4support, which no-one could really work out how to shop on, there is a real possibility that this could work now. It is easier for people to use, and doesn't charge providers or clients, which makes it as affordable an option as buying services directly. There needs to be a separate part of the site for people who want to buy services from someone who doesn't actually want to advertise what they do to other people, but it seems possible for that to happen now.

#### Transport

Transport is a real issue for many disabled and older people, and the lack of it to go to mainstream places is one of the reasons many disabled people have been so keen to embrace day centres in the past. Although buses are now more or less accessible, journeys to bus stops are no different, and train stations in Harrow are generally not accessible. Transport options need to be explored and it is not simple, as compliance with transport legislation is complex, and not cheap, as there is so much legislation surrounding transport service provision, without which insurance is not valid – so it's very unlikely that individuals could provide transport services, they will have to be run by organisations which can fund the high compliance costs. There are some good ideas around, but in the meantime there is a real risk that people will just pay a cheap rate to a person or company that is not legislatively compliant. (*Harrow Community Transport, which has some really innovative ideas, is also well informed about the legislation*)

#### People with complex needs

Although the reality is that local area is less accessible to people with complex needs, we'd be very wary of a policy which implies that it's good practice for people with complex needs to be in day centres and others to be in more mainstream environments, it really isn't. Also the local area should be made more accessible and there is very little incentive if people who have additional access needs don't use it as much.

#### Mainstream activities

A lot of mainstream activities would have to up their game in terms of accessibility if there was more demand from disabled people, so the ethos of inclusion may become real. But be aware that in the initial stages the offers may not be what they seem, and also that some of the suggestions may not be very clear as to how they would constitute a social or leisure opportunity. EG. libraries may be great for borrowing books or studying in (at least with new IT put in anyway), but they don't all offer group activities.

#### Descriptions

Perhaps people may embrace more flexibility regarding their chosen activities, if they weren't called 'day activities' or

	<p>'day opportunities'. Other people have social lives, lifestyles, etc, and it may not help to develop non institutional thinking about what's on offer, if the terms used relate to something which has only ever been offered to people who use services.</p>
<p>Specific feedback from <b>Harrow Mencap</b></p>	<p>Harrow Mencap welcomes the move towards a more personalised approach to the Council's day service provisions.</p> <p>We believe that if personal budgets are implemented appropriately individuals would have the opportunity for greater choice and control, not only in their day activities but also in all aspects of their lives.</p> <p>Housing provision, day opportunities, residential and supported living environments underpinned by an inclusive, community based lifestyle provides for a positive impact on the Health and Wellbeing for disabled and older people.</p> <p>Whilst we understand the current demands and pressures faced by the Council given the severity of the cuts to its grants we are nonetheless disappointed that the interconnectedness of the provisions and services as outlined above has not been fully appreciated in the service developments and changes proposed or those that are being introduced.</p> <p>A piecemeal approach can mean that some individuals will face significant changes in key aspects of their lives <b>one after the other</b> compounding their anxieties, confusion, sense of loss etc which will undoubtedly have a detrimental impact on their health and wellbeing.</p> <p>In addition to these changes the roll out of 'personal' budgets can add to the confusion whereby some elements of services accessed are still 'managed' contracted provisions.</p> <p>This can severely restrict individual choice and control.</p> <p>People may need more of one service and less of a different service depending on other things going on in their lives. Whilst understanding the council need to balance risks choice and control, better well-being can only be achieved if personal budgets provides for greater flexibility.</p> <p>We believe that the personalisation of day services offer real opportunities for people with learning disabilities to have greater access and active participation in their local community but fear that the market place is not sufficiently developed to offer a range of inclusive opportunities.</p> <p>We feel that people regardless of their level of disability can successfully be supported to access local community resources with the right level of support.</p> <p>Where possible and the right provision exists or can be developed people should have the option of using services closer to home. However people should also have the option of using their personal budget to attend out of borough services where these better meet their needs or aspirations or they simply choose to do so.</p> <p>We welcome any proposed change that increase real choice and control for disabled people; it however must be acknowledged that many service users have had limited opportunity to make informed choices and need</p>

	<p>skills, advice and support to do so and this must include opportunities to try new things before agreeing to any long term commitment.</p> <p>We strongly believe that a holistic approach to service development and delivery is essential if the Council is to achieve its ambition for providing high quality and sustainable outcomes for those most in need.</p> <p>The proposed model is more likely to suit younger people, and users with high level needs would still require day centres. Flexible sessions are going a need a lot more transport. There is an increasing need for services for older people with dementia, people on the Aspergers Spectrum, and need to serve an ethnically diverse population. Amount of funding to voluntary organisations is reducing, making it difficult to develop services.</p> <p>Perhaps they should be a pilot model, as it will not be possible to envisage all problems. Also that way things can be adapted and changed. Perhaps have regular reviews of this and with service users.</p> <p>People will need support. Concern re funding restrictions and then people may have less choice effectively and be able to do fewer activities perhaps.</p> <p>Council services: I agree it is important for the council services to support those with very high needs, but they should also support those with lower needs who want to use them, especially if this is what the individual would want. Choice being key. Also lower level needs and issues should be addressed as important as a preventative measure i.e. so as to prevent people deteriorating both physically, mentally and emotionally. If people deteriorate –this is obviously negative for them but will put a strain financially on council as more care etc. will be needed. For example, places to support people with lower needs through exercise, physiotherapy, social activities etc. to keep them fitter, less likely to have falls, more engaged with community and less likely to get socially isolated which may result in decline in health. Prevention better than cure philosophy-relevant for all including those with mild dementia etc.</p> <p>Agree though that some people with lower level needs will not want to use a day centre as feel it is just for older and very sick people and activities not that stimulating or interesting. So perhaps day centres need to be revived so as to make them more accessible to all and have different range of activities for different service users, i.e. not everyone over the age of 60, or everyone with a physical disability will like or want the same activity so this needs to be more personalised so that there is more choice and activity within the day centres.</p> <p>More activities also for people with dementia-more mentally stimulating and challenging activities. Exercise etc. important as preventative and health measure and also psychological. Also activities that keep people engaged.</p> <p>Perhaps get older people and other service users involved in designing own activities and in having committees etc. so they can raise their views.</p> <p>The model sounds good in theory but problems will occur and people with all needs should have access. Choice.</p> <p>Agree to make best use of buildings and understand cuts but need to firstly see what other activities could be set up in these buildings straight away for people rather than closing. With service users growing is important to keep as</p>
<p>Specific feedback from <b>Age UK Harrow</b> (Taken from the questionnaire returned and subsequent contributions)</p>	

many buildings open as possible. Also closure of buildings may be very disruptive to some especially if have relied on these and will need extra support in any transition.

Need to ensure plans are long term and not immediate (even next couple of years short-term).

I agree current service users could be using the services within borough to meet their needs but that is they are adequate and fully meet their needs. If people are prepared to travel 90 minutes then they are doing so for a reason and so there must be choice and any services offered as a choice should be adequate and fully meet the needs. Also depends how long people have been accessing other facilities .If have been attending for years may be familiar with it and have made friends. People should always have a choice and not forced to choose something else if they don't want. Should be given good options instead.

Will be interested to see how these community hubs will work. Pilot should be tested as may be problems or may work well. Important every service user group is comfortable attending.

I do not know enough about all the day services however I think it is very important that day services are as challenging as possible and have a range of activities. I feel that some of the activities offered to older people are not as challenging or interesting as they should be both in day centres and in older peoples home. It is very important to have a range of activities so as to keep people physically and mentally healthy and I think this should be addressed. As I say I know the day services are a great source of assistance to people and I do not personally know enough to comment but this is a general feeling. Also as mentioned people with dementia, those with physical and mental disabilities should be given more choice.

All service users should be frequently asked about the types of activities they would like to do. This can be run by individual groups or council and then fed back.

Also I do know that a lot of older people will not want to attend a day centre as they feel young and active and they feel that day centres are filled with a lot of older people sitting around and it is not for them. They have said this themselves and they find the idea of attending such centres or doing such activities depressing. So whilst day centres are excellent for some I strongly agree there should be a range of activities within them for all services users and older people importantly should not be lumped into one big group. For example there may well be a huge difference between a 65 year old with a disability and a 95 year old with a disability-the 95 year old may want to do more than the 65 year old or vice versa, each individual may want to do a lot more or a lot less and the 95 year old may not for example want to attend a day centre even if he has very complex needs and may prefer to do something a lot more challenging and interesting. Therefore choice and also a range of activities for all service users and not groups of service users.

Also I feel and I believe some older people feel there are not enough activities for older men and even older couples. Some older men want to have different activities and some may not be as comfortable sitting around and chatting and may prefer other activities. Think this is important as many older men can be very socially isolated also and may not say so.

<p>Specific feedback from <b>NHS Harrow Clinical Commissioning Group</b></p>	<p>Age Concern also believes that many older people and those with physical disabilities would like to increase their day care and therefore buildings should not be disposed of, as this will limit longer term choice and control. With an ageing population it may a short sighted policy to close buildings that may be needed in the future.</p> <p><b>Background</b></p> <p>NHS Harrow CCG is pleased to submit its views with regards to Harrow Council's <i>Adult Day Service Review Consultation</i>. We understand that as part of a continuing review of all services, Harrow Local Authority has been looking at the future shape of their day service provision in Harrow. By April 2013 all service users who have been assessed by a Care Manager/Social Worker as having a need for a day service will be offered a Personal Budget to support the delivery of the national agenda on personalisation. The government policy on personalisation is that by April 2013, 70% of service users will receive services through Personal Budgets. This means the type of day opportunities Council can provide, to older people, people with learning disabilities or physical disabilities needs to change and include a broader range of options in order to respond to individual need.</p> <p>Harrow CCG understands that there are two key parts of the proposed model for day services:</p> <ul style="list-style-type: none"> <li>• Users having a personal budget along with a personal care support plan; and</li> <li>• Development of a wide range of day facilities.</li> </ul> <p><b><i>Harrow CCG would like to work with the Harrow Local Authority in the development of the proposed model for Adult Day Services. This will maximise the shared opportunity to support greater integration of health and social care services in order to develop improved, seamless, preventative services.</i></b></p> <p>We have outlined below both the strategic Harrow CCG priorities and specific areas of work underway that would be most relevant to the Adult Day Service Review Consultation. There are significant opportunities for alignment and collaboration between health and social care in the development of Adult Day Services, building on the integration developing between health and social care in the delivery of Mental Health Day Services.</p> <p><b>Harrow CCG's Strategic Priorities</b></p> <p>Harrow CCG's strategic priorities are informed by our overarching imperatives to:</p> <ul style="list-style-type: none"> <li>• Improve the health and wellbeing of the local residents of Harrow – including through the Primary Care and Health &amp; Well Being Strategies (HWBS); and</li> <li>• Commission a sustainable model of high quality health care, i.e. to deliver an affordable model of health care.</li> </ul> <p>Key programmes underway in Harrow CCG that are relevant to the <i>Adult Day Service Review</i> include:</p> <ul style="list-style-type: none"> <li>○ <b>Out of Hospital Strategy (OOH):</b> at the heart of Harrow CCG's vision for the future is providing the right care, in the right place, at the right time, to reduce reactive, unscheduled care and to do more planned care earlier. There are five strategic goals within the OOH Strategy, which include: <ul style="list-style-type: none"> <li>Providers (social and health) will work together, with the patient at the centre, to proactively manage</li> </ul> </li> </ul>
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	<p>people with long term conditions, the elderly and End of Life care patients out of hospital.</p> <ul style="list-style-type: none"> <li>• <b>‘Shaping a Healthier Future’ (SaHF):</b> a programme to improve NHS services for the two million people who live in North West London. The SaHF proposals will take three-five years to implement, ensuring that improvements in out-of-hospital care are in place before major changes to hospital services are then implemented.</li> <li>• <b>Joint Health and Wellbeing Strategy (JHWS) 2013 - 2016:</b> local population health needs were identified with Harrow Council in the Joint Strategic Needs Assessment (JSNA) 2012-16, and reflect the key health priorities subsequently outlined in the Strategy. Implementation of the Strategy will be overseen by the Health and Wellbeing Board. Relevant priorities within the JHWS include: <ul style="list-style-type: none"> <li>○ Reducing Worklessness.</li> </ul> </li> <li>• <b>Quality, Innovation, Productivity, and Prevention (QIPP) Programme:</b> Harrow CCG is financially challenged. The Harrow Recovery Plan was agreed in November 2011, setting out a three-year £43 million plan, including a Medium Term Financial Strategy and QIPP Plan, to establish a financially stable CCG.</li> <li>• <b>Mental Health Strategy:</b> The primary focus of this developing strategy is the delivery of care in the least intensive setting by appropriately skilled workforce supporting a Recovery approach to care. The implementation of the outcomes from the Mental Health Day service review has been supported by health with an opportunity to align health input to day care provision.</li> </ul> <p><b>Other areas of synergy</b></p> <p>Other areas of synergy between Harrow CCG and Harrow Council with regards to Adult Day Services include:</p> <ul style="list-style-type: none"> <li>• <b>Harrow Council and CCG Joint Commissioning Intentions for 13/14,</b> i.e. winter Planning, Dementia, and Children’s Services (particularly where we can support alignment of the health and social care services supporting service users as they transition from children’s to adult services).</li> <li>• <b>Winterbourne View:</b> ensuring that adult safeguarding is strengthened in line with national recommendations.</li> <li>• <b>Joint NHS Harrow and Harrow Council Autism Strategy:</b> including improving the support offered to the known population of people with autism, including people who have autism with additional learning disabilities or mental health issues.</li> </ul> <p><b>Conclusion</b></p> <p>Harrow CCG welcomes the consultation on Adult Day Services in Harrow, and hopes to work closely with the Council to develop proposed models in order to:</p> <ul style="list-style-type: none"> <li>• Maximise opportunities for integration between health and social care services; and</li> <li>• Ensure alignment with existing health and social care strategies</li> </ul>
<p>Specific feedback from voluntary sector groups and day care service providers during the formal consultation meeting at the civic centre</p>	<p>The proposed model is more likely to suit younger people; users with high level needs would still require day centres. Flexible sessions will require a lot more transport. There is an increasing need for services for older people with dementia, people on the Aspergers Spectrum and the ethnically diverse population. The amount of funding to voluntary organisations is reducing, making it difficult to develop services.</p>

Providers' suggestions for what the market could look like and what they could provide were:

1. A larger number of small providers offering services to individuals or small groups.
2. A pool of people with skills in a particular activity, like horse-riding, who could work with vulnerable adults on an individual basis, or offer sessions at the day centres.
3. Supported housing, 24 hour home care, day care
4. Supported breaks
5. Community based support groups for a few hours each week, offering leisure, social skills, independent living skills, sports.
6. Flexible transport
7. Job brokerage service, which the service providers and user groups could link into.

Providers suggested ways in which they can contribute to a market of flexible day opportunities. They also indicated how the Council could support market development through the provision of information, marketing, funding and support with developing models of service.

They would like more information, a lead and possible mentoring from the Council on the following:

- The market place
- Services are already being provided
- The number of vulnerable adults with different needs
- How personal budgets work,
- Costing and developing chargeable services,
- Marketing
- Using Care Place
- How to access grants and pump-priming funding.

Providers said that they would welcome information through emails, forums, or newsletters. They said that they had found the consultation event useful for both the information and the networking opportunity provided.

**Stage 3: Assessing Impact and Analysis**

8. What does your information tell you about the impact on different groups? Consider whether the evidence shows potential for differential impact, if so state whether this is an adverse or positive impact? How likely is this to happen? How you will mitigate/remove any adverse impact?				
Protected Characteristic	Positive	Adverse	Explain what this impact is, how likely it is to happen and the extent of impact if it was to occur.	What measures can you take to eliminate or reduce the adverse impact(s)? E.g. consultation, research, implement equality monitoring etc (Also include these in the Improvement Action Plan at Stage 5)
Age (including carers of young/older people)			There are a significant number of older service users within two of the seven day services; in Milmans all 100% of clients (100) are aged 65 and over whilst at Bentley 37% (27 of the 70 clients) are aged 65 and over.	





			<p>Currently in-house day service activities do not match all of the needs of young people coming through transition, who have expressed the need for activities that will help in gaining employment as well as more sports and social activities.</p> <p>The benefit of respite whilst service users attend a day service, was seen as an important element of independent living enabling carers to continue to support service users within their own homes.</p>	<p>support throughout the process of using My Community e-Purse to access personal budgets in a safe way</p> <p>As part of market development appropriate services for younger people will be developed and the travel training commenced in Kenmore will be rolled out to other service users.</p> <p>In the consultation meetings all attendees were reassured that all service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. All service users and carers will receive regular and timely communication through communication outlining any Cabinet decisions and if there are changes to services, how and when these changes will be implemented.</p>
<p>310</p> <p>Disability (including carers of disabled people)</p>			<p>Frameworkki records show that all 10 clients at Bedford House, 35 at Byron NRC, 8 at Gordon Avenue, 34 at Kenmore NRC and 38 at Vaughan NRC had a learning disability as their primary disability. Of the 70 clients at Bentley, the primary disability was a physical disability for 61 clients, learning disability for 8 clients and mental health for one client.</p> <p>The potential adverse impacts and actions for mitigation in the row above also apply to clients with a disability, as well as the following.</p> <p><b>Positive:</b></p> <p>People with more complex needs will be able to access day services closer to home rather than having to travel out of borough</p> <p><b>Adverse:</b></p> <p>Some clients with Autism may be impacted upon due to difficulties in managing change</p> <p>Some service users with a physical disability stated that any</p>	<p>Good implementation planning by working closely with service users, carers and day centre staff</p> <p>All current buildings are DDA (Disability Discrimination Act)</p>

			change of day service building, could impact on wheelchair users and people with mobility issues	compliant and any modifications made would ensure DDA compliance.
Gender	Non identified	Non identified		
Reassignment	Non identified	Non identified		
Marriage and Civil Partnership	Non identified	Non identified		
Pregnancy and Maternity	Non identified	Non identified		
Race		Non identified	<b>Positive:</b> Through the use of personal budgets service users will be able to choose from a wider range of culturally specific services, as the market develops	We will develop the market to ensure a range of facilities are made available to meet cultural and religious needs of the community in Harrow
Religion or Belief	Non identified	Non identified		
Sex	Non identified		<b>Staff –Adverse:</b> There is a potential adverse impact to staff during implementation due to gender balance (the male/female ratio is 24%/76%). This is similar to the overall balance within the council.	This will be considered in full in the EQIA as part of Managing Organisational Change, in the implementation stage, if Cabinet decides to make changes to current services
Sexual Orientation	Non identified	Non identified		
Other (please state)	Non identified	Non identified		
<p><b>9. Cumulative impact</b> – Are you aware of any cumulative impact? For example, when conducting a major review of services. This would mean ensuring that you have sufficient relevant information to understand the cumulative effect of all of the decisions.</p> <p><b>Example:</b> A local authority is making changes to four different policies. These are funding and delivering social care, day care, and respite for carers and community transport. Small changes in each of these policies may disadvantage disabled people, but the cumulative effect of changes to these areas could have a significant effect on disabled people's participation in public life. The actual and potential effect on equality of all these proposals, and appropriate mitigating measures, will need to be considered to ensure that inequalities between different equality groups, particularly in this instance for disabled people, have been identified and do not continue or widen. This may include making a decision to spread the effects of the policy elsewhere to lessen the concentration in any one area.</p>			<p>The Fairer Charging Policy, which was introduced in April 2012. During 2012/13 a total of 35 service users stopped attending their day service and cited the introduction of the Fairer Charging policy as the reason. All 35 service users who left were subsequently contacted to ensure that there were no safeguarding issues as a result of non attendance</p> <p>Introduction of charging for transport since April 2012 has had an effect on reducing number of users. Users who have taxicards often prefer to save their rides for critical journeys like hospital appointments. There is also a consultation ongoing at present which proposes to reduce the number of taxicard rides made available.</p> <p>Some current Harrow Day Service users may have to move home as a result of the recommendations of the Learning Disability Homes consultation 2012, the implementation of this begins in spring/summer 2013. Individual consideration for these service users will be made prior to changes, for example, ensuring particular focus on support arrangements for people affected by residential changes alongside day services.</p>	

	Some service users and carers in the consultation stated that the recent changes to Universal Credits may have a cumulative impact as well as the new Housing Benefits and the effect of having a spare bedroom, which was referred to as the 'bedroom tax'.	
<p><b>10.</b> How do your proposals contribute towards the requirements of the Public Sector Equality Duty (PSED), which requires the Council to have due regard to eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between different groups. (Include all the positive actions of your proposals, for example literature will be available in large print, Braille and community languages, flexible working hours for parents/carers, IT equipment will be DDA compliant etc)</p>	<p>Advance equality of opportunity between people from different groups</p>	<p>Foster good relations between people from different groups</p>
<p>Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010</p> <p>The proposals and consultation were developed carefully in order to prevent unlawful discrimination. Both written and spoken information were delivered in user-friendly manner in order to support greater and meaningful involvement.</p> <p>The only request for the questionnaire to be translated, was into Gujarati, and a Gujarati version was made available to all Gujarati speaking service users and carers. Additionally Gujarati and Punjabi speaking Officers were on hand during the consultation meetings to translate as necessary.</p> <p>An additional consultation meeting took place at Bentley Day Service in Gujarati. At the consultation meeting at Maya and Anjali Day Services Council Officers facilitated smaller group sessions in Gujarati, Hindi and Punjabi were facilitated.</p>	<p>This review aims to deliver a new model of day provision which is high quality and supports service users to live as independently as possible and to increase choice and control through personal budgets.</p> <p>Personal Budget holders will be able to purchase services tailored to meet individual needs, including first language communication, as the market develops</p> <p>The personalisation agenda as outlined in <b>Putting People First (2007)</b>. In January 2011 the <b>Think Local, Act Personal</b> Partnership built upon Putting People First with an updated framework for delivering more personalised social care. This framework expressed the need for greater control and flexibility for children in transition to adult services. The proposals set out in point 19 will contribute to this.</p>	<p>Are there any actions you can take to meet the PSED requirements? (List these here and include them in the Improvement Action Plan at Stage 5)</p> <ul style="list-style-type: none"> <li>• Ensure that service monitor all nine protected characteristics</li> <li>• The needs of older service users and those with learning and physical disabilities as well as mental health is addressed within the proposed new service model</li> <li>• The needs of Black and Minority Ethnic Communities are also addressed in the design and implementation of the new services model including new and existing service users from the Somali, Tamil, South Asian and Eastern European communities who will be able to choose culturally specific services through personal budgets as the market develops</li> <li>• The identified day care needs of all current and future service users will be continue to be met</li> </ul>
<p><b>11.</b> Is there any evidence or concern that your proposals may result in a protected group being disadvantaged (please refer to the Corporate Guidelines for guidance on the definitions of discrimination, harassment and victimisation and other prohibited conduct under the Equality Act)?</p>		
<p>Age (including carers)</p> <p>Disability (including carers)</p> <p>Gender Reassignment</p> <p>Marriage and Civil Partnership</p>	<p>Pregnancy and Maternity</p> <p>Race</p>	<p>Religion and Belief</p> <p>Sex</p> <p>Sexual Orientation</p>

Yes									
No									
<p>If you have answered "yes" to any of the above, set out what justification there may be for this in Q12a below - link this to the aims of the proposal and whether the disadvantage is proportionate to the need to meet these aims. (You are encouraged to seek legal advice, if you are concerned that the proposal may breach the equality legislation or you are unsure whether there is objective justification for the proposal)</p> <p>If the analysis shows the potential for serious adverse impact or disadvantage (or potential discrimination) but you have identified a potential justification for this, this information must be presented to the decision maker for a final decision to be made on whether the disadvantage is proportionate to achieve the aims of the proposal. If there are adverse effects that are not justified and cannot be mitigated, you should not proceed with the proposal. (select outcome 4)          If the analysis shows unlawful conduct under the equalities legislation, you should not proceed with the proposal. (select outcome 4)</p>									
<b>Stage 4: Decision</b>									
12. Please indicate which of the following statements best describes the outcome of your EqIA ( tick one box only)									
<b>Outcome 1 – No change required: when the EqIA has not identified any potential for unlawful conduct or adverse impact and all opportunities to enhance equality are being addressed.</b>									
<b>Outcome 2 – Minor adjustments to remove / mitigate adverse impact or enhance equality have been identified by the EqIA. List the actions you propose to take to address this in the Improvement Action Plan at Stage 5</b>									
<b>Outcome 3 – Continue with proposals despite having identified potential for adverse impact or missed opportunities to enhance equality. In this case, the justification needs to be included in the EqIA and should be in line with the PSED to have 'due regard'. In some cases, compelling reasons will be needed. You should also consider whether there are sufficient plans to reduce the adverse impact and/or plans to monitor the impact. (explain this in 12a below)</b>									
<b>Outcome 4 – Stop and rethink: when there is potential for serious adverse impact or disadvantage to one or more protected groups. (You are encouraged to seek Legal Advice about the potential for unlawful conduct under equalities legislation)</b>									
a. If your EqIA is assessed as outcome 3 or have ticked 'yes' in Q11, explain your justification with full reasoning to continue with your proposals.									

**Stage 5: Making Adjustments (Improvement Action Plan)**

13. List below any actions you plan to take as a result of this impact assessment. This should include any actions identified throughout the EqIA.									
Area of potential adverse impact e.g. Race, Disability	Action proposed	Desired Outcome	Target Date	Lead Officer	Progress				
A fear or perception that current day service provision may be partially or fully withdrawn. Carers expressed strong views that the service user, they care for, needs the routine, familiarity, structure, safety, friendships with peers, and support from	All service users with an assessed need for a day service will continue to receive a service to meet this need, although this may be in an alternative building/hub or more community based. A review of the assessed needs of clients will take place, once the new model has been	Service user needs are met by the services provided under the new model. The proposed model will effectively target the most vulnerable, providing dedicated services to meet their day care	Dependent upon any decision made by Cabinet in July 2013	Implementation of approved recommendations will be led by the Assistant Director for Provider Services, Jonathan Price					

staff who understood their needs. They could not cope with going to different places for various activities.	established, to ensure the most appropriate day services and opportunities are provided to meet identified individual needs.	needs			
The potential loss of existing friendship groups and specialist staff expertise enjoyed in the current day service were also cited as potential adverse impacts.	Phase 1 of the recommended proposal would ensure service users are moved together in groups and appropriate support is provided in implementation, staff would also initially move with service users, these measures will allow service users to maintain networks and support groups.	Service user needs are met by the services provided under the new model.	Jonathan Price	Jonathan Price	Dependent upon any decision made by Cabinet in July 2013
There were some concerns from a relatively small proportion of service users for proposal involving the integration of different service users such as people with dementia, challenging behaviour or very complex needs.	The proposed recommendations will continue to protect the most vulnerable groups with day service provision through specialist services.	The proposal will effectively target the most vulnerable, providing dedicated services to meet their needs	Jonathan Price	Jonathan Price	Dependent upon any decision made by Cabinet in July 2013
314 Limited availability of alternative services in the short term, and a lack of specialist services for people with dementia were also identified as potential adverse impacts.	Mitigation will be achieved through market development initiatives with the voluntary sector and other day service providers set out in the Cabinet report.	A full range of day opportunities are made available to maximise choice	Thom Wilson	Thom Wilson	Dependent upon any decision made by Cabinet in July 2013
Fears and concerns around managing personal budgets, many users and carers were unclear about how personal budgets worked, and felt that personal budgets could be a source of anxiety, needing time and support.	To mitigate this potential impact detailed information will continue to be provided by staff and care managers to service users and carers who do not currently receive a personal budget. However, it should be noted that at present, 389 clients are in receipt of a day care personal budget, of which 62% (242)	Good information and understanding of personal Budgets for service users and carers. Simplified systems in place	Visva Sathasivam Jonathan Price	Visva Sathasivam Jonathan Price	Dependent upon any decision made by Cabinet in July 2013

<p>Currently in-house day service activities do not match all of the needs of young people coming through transition, who have expressed the need for activities that will help in gaining employment as well as more sports and social activities.</p>	<p>have a managed account. People will be provided support throughout the process of using MyCommunity-Purse to access personal budgets, the wider access to services and to activate automated payments</p> <p>As part of market development appropriate services for younger people will be developed and the travel training commenced in Kenmore will be rolled out to other service users.</p>	<p>More targeted services for young people with a range of independent and employment focused opportunities</p>	<p>Dependent upon any decision made by Cabinet in July 2013</p>	<p>Thom Wilson Jonathan Price</p>	
<p>The benefit of respite whilst service users attend a day service, was seen as an important element of independent living enabling users to continue to support service users within their own homes.</p>	<p>In the consultation meetings all attendees were reassured that all service users with an assessed need for a day service will continue to receive a service, although this may be in an alternative building/hub or more community based. All service users and carers will receive regular and timely communication through any Cabinet decisions and if there are changes to services, how and when these changes will be implemented.</p>	<p>The benefits of respite for carers as a result of day service provision will be taken into consideration as part of support planning</p>	<p>Dependent upon any decision made by Cabinet in July 2013</p>	<p>Visva Sathasivam</p>	
<p>Some service users with a physical disability stated that any change of day service building, could impact on wheelchair users and people with mobility issues</p> <p>Some clients with Autism may be impacted upon due</p>	<p>All current buildings are DDA (Disability Discrimination Act) compliant and any modifications made would ensure DDA compliance.</p> <p>Good implementation planning by working closely with service</p>	<p>Ensure continued DDA compliance</p> <p>Smooth transition from previous to new service</p>	<p>Dependent upon any decision made by Cabinet in July 2013</p>	<p>Jonathan Price</p> <p>Jonathan Price</p>	

to difficulties in managing change	users, carers and day centre staff	Cabinet in July 2013	
<p><b>Stage 6 - Monitoring</b>  The full impact of the decision may only be known after the proposals have been implemented, it is therefore important to ensure effective monitoring measures are in place to assess the impact.</p>			
<p><b>14.</b> How will you monitor the impact of the proposals once they have been implemented?  How often will you do this? <i>(Also Include in Improvement Action Plan at Stage 5)</i></p>			
<p><b>15.</b> Do you currently monitor this function / service? Do you know who your service users are?</p>			
		Yes	No
<p><b>16.</b> What monitoring measures need to be introduced to ensure effective monitoring of our proposals? <i>(Also Include in Improvement Action Plan at Stage 5)</i></p>			
<p>As 14 above</p> <p>In order to ascertain a holistic understanding of the quality of our services, a QA quadrant model and review tool (QAQ) was developed. This is based upon four key areas: independent challenge, provider challenge, professional challenge and consumer/citizen challenge.</p> <p>The Local Account is an important tool for the public to use in holding the local authority to account for how money is spent and on the quality of the services it provides.</p> <p>During 2012/13 we have established a group of Harrow residents that include people who use services along with those who don't. They work with us to develop the Local Account throughout the year. The outcome of this review will be reflected in the Local Account.</p> <p>Harrow is already nationally recognised as a leader in quality assurance, having been recognised by the MJ for pioneering work including the Quality Assurance Quadrant approach.</p>			
<p><b>17.</b> How will the results of any monitoring be analysed, reported and publicised? <i>(Also Include in Improvement Action Plan at Stage 5)</i></p>			



Adult Services is now building upon this success by creating a Safety Helix as our response to the national challenge for a "safety yardstick". The system will move us from strategic level quality assurance to a granular approach in which we are able to bring together data to assure ourselves of the safety of each individual. This will be achieved by ensuring each and every service user is contacted at least three times a year, during which they will be asked about their safety and wellbeing. This is currently at concept stage and we will discuss in more detail in future Improvement Boards.

24.2.2013 – E mail from a family member of a service user at Bedford House expressed concerns that some service users will not be able to manage a personal budget and that personal budgets could be used as a means of increasing family income at the expense of a day service for the client. Also that many aging carers and service users would not benefit from a change in current service and the regular known structure of day service provision. The family member met with Council Officers to discuss these concerns on 6.4.13

20.3.2013 – Letter from a family member of a service user at Kenmore, was particularly concerned that an aim of the consultation is to save money by reducing services for service users, who may have communication difficulties or limitations, and are less able to voice their opposition to the financial savings planned.

Questionnaires – There were comments by some respondents that the questions were 'loaded' to help support the proposals and minimise negative comments

Consultation meetings – there were a number of positive comments that the meetings were very informative and helpful in explaining the difference the proposals would make and that attendees felt that council Officers listened to their views.

18. Have you received any complaints or compliments about the policy, service, function, project or proposals being assessed? If so, provide details.

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**Stage 7 – Reporting outcomes**

The completed EqIA must be attached to all committee reports and a summary of the key findings included in the relevant section within them.

EqIA's will also be published on the Council's website and made available to members of the public on request.

<p><b>19. Summary of the assessment</b></p> <p><b>NOTE:</b> This section can also be used in your reports, however you must ensure the full EqIA is available as a background paper for the decision makers (Cabinet, Overview and Scrutiny, CSB etc)</p> <p>What are the key impacts – both adverse and positive?  Are there any particular groups affected more than others?  Do you suggest proceeding with your proposals although an adverse impact has been identified? If yes, what are your justifications for this?  What course of action are you advising as a result of this EqIA?</p>	<p>Officers recommend that the Council proceed with the following proposal for each of the in-house Day Care Services as follows:</p> <ul style="list-style-type: none"> <li>• Byron Neighbourhood Resource Centre - A specialised service will be provided for people with a learning disability including challenging behaviour and Autism</li> <li>• Kenmore Neighbourhood Resource Centre - Complex Physical/Sensory Disability specialism</li> <li>• Vaughan Neighbourhood Resource Centre - A specialised service will be provided for people with a learning disability and complex needs.</li> <li>• Milmans Neighbourhood Resource Centre - A specialised service for older people including people with dementia</li> </ul> <p>That the council ceases to use the following buildings as a day service for vulnerable adults, and the actions identified for each:</p> <ul style="list-style-type: none"> <li>• Bentley Neighbourhood Resource Centre – Cabinet are asked to give approval to consider disposal of this property</li> <li>• Gordon Avenue Day Service Close – Officers will negotiate with the owner of the property in relation to arrangements for changing/ending use</li> <li>• Bedford House Day Service - The building will continue to be used as a permanent residential care home for ten people with a learning disability. In a future report Cabinet may be asked to consider an alternative provision for these ten people and disposal of the property</li> </ul> <p>A number of voluntary organisations and groups including the Harrow Asian Deaf Cub use day centres for meetings and activities. Any groups using these buildings will be impacted. To mitigate any impact, Council Officers will work directly with voluntary organisations and groups impacted to help identify suitable alternative premises during the implementation stage. This will include the consideration of using Harrow Council buildings.</p>	
<p><b>20. How will the impact assessment be publicised? E.g. Council website, intranet, forums, groups etc</b></p>	<p>Council Website</p>	
<p><b>Stage 8 - Organisational sign Off (to be completed by Chair of Departmental Equalities Task Group)</b>  <b>The completed EqIA needs to be sent to the chair of your Departmental Equalities Task Group (DETG) to be signed off.</b></p>		
<p><b>21. Which group or committee considered, reviewed and agreed the EqIA and the Improvement Action Plan?</b></p>	<p>Equality Impact Assessment Quality Assurance Group – 1 July 2013</p>	
<p>Signed: (Lead officer completing EqIA)</p>	<p>Bridget Bergin</p>	<p>Signed: (Chair of DETG)</p>
<p>Date:</p>	<p>31 May 2013</p>	<p>Date:</p>

**Appendix 1. Numbers of people in attendance at each event**

Venue	Date	Service Users in attendance	Family members, advocates and key workers in attendance	Staff
Milmans NRC Staff	20 February	N/A	N/A	13
Milmans NRC Users and carers	20 February	19	4 volunteers plus 1 advocate	N/A
Byron NRC staff	28 February	N/A	N/A	12 + 1 union rep
Byron NRC users and carers	28 February	25	0	N/A
Milmans NRC users and carers	4 March	14	2 carers	N/A
Bedford House Day Service Staff	6 March	N/A	N/A	4
Bedford House Day Service users and carers	6 March	(zero) 0	3 carers	N/A
Bentley Day Service staff	7 March	N/A	N/A	11 + 1 union rep
Bentley Day Service users and carers	7 March	24	1 carer	N/A
Bentley Day Service users and carers	13 March	18	2 carers	N/A
Shaftesbury High School	18 March	8	N/A	N/A
Welldon Activity Group users	19 March	18 (inc 2 non-verbal)	3 staff in attendance	N/A
Bentley Day Service users and carers For Gujarati speakers	20 March	5	4 carers plus 2 staff in attendance	N/A
Bentley Day Service Users committee	20 March	7	1 staff in attendance	N/A
Gordon Avenue Day Service Staff	21 March	N/A	N/A	4
Gordon Avenue Day Service users and carers	21 March	(zero) 0	3 carers plus 1 staff in attendance	N/A
Vaughan NRC Staff	26 March	N/A	N/A	10 + 1 union rep
Vaughan NRC users and carers	26 March	26	3 carers	N/A
Sancroft: Maya/Anjali users	28 March	28	4 staff in attendance	N/A
Shaw Trust users	2 April	3	1 staff in attendance	N/A
Sheltered accommodation residents	3 April	17 reps from sheltered housing accommodation	N/A	N/A
Carers meeting in St Peter's Church	5 April	N/A	33 carers	N/A
Tanglewood	8 April	70 approx	N/A	N/A
Byron Park NRC users and carers	9 April	22	3 staff in attendance	
Changes Nightclub	10 April	Questionnaires distributed	N/A	N/A
Additional users and carers session at Civic 1	10 April	1	8 carers	N/A
Kenmore NRC staff	11 April	N/A	N/A	6
Kenmore NRC users and carers	11 April	22	3 carers	N/A
Sancroft: Byron users	15 April	11	1 carer plus 3 staff in attendance	N/A
Additional staff session at Civic 1	16 April	N/A	N/A	(zero) 0
Kingsley High School	2 May	18	N/A	N/A

## Appendix 2. Profile of respondents to accessible questionnaire

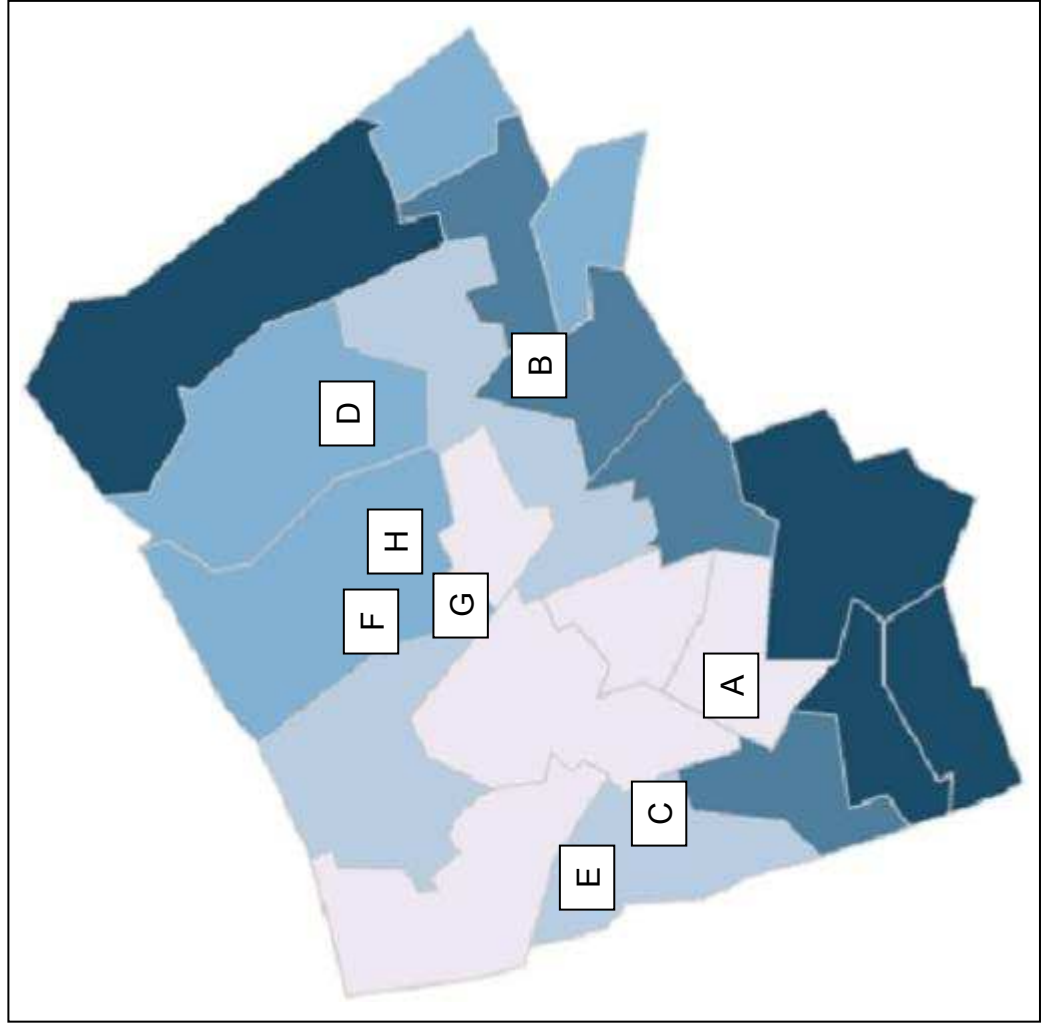
A total of 164 completed questionnaires were received. The table below provides a breakdown of information provided by those respondents that chose to provide this.

Respondent	Age		
	Under 16	16-24	25-64
Day Service User	107	65%	8
Carer	21	12%	7
Family member	17	10%	36
Special School student	10	6%	64
Volunteer	3	2%	42
Advocate	1	1%	7
Council Staff	1	1%	<b>164</b>
Voluntary organisation	1	1%	<b>100%</b>
Did not answer	3	2%	
<b>Total</b>	<b>164</b>	<b>100%</b>	
<b>Sex</b>			
	Female		69
	Male		76
	Did not answer		19
	<b>Total</b>		<b>164</b>
			<b>100%</b>
<b>Ethnicity</b>			
Asian: Indian	47	29%	
White: British	43	26%	
Black: Caribbean	12	8%	
White: Irish	10	6%	
Asian: Pakistani	10	6%	
Other Asian background	7	4%	
Mixed : White and Asian	5	3%	
Asian: Sri Lankan	2	1%	
White and Black Caribbean	2	1%	
Other Iranian	2	1%	
Black: African	2	1%	
Other Arab	1	1%	
Did not answer	21	13%	
<b>Total</b>	<b>164</b>	<b>100%</b>	
<b>Service used by the respondent or person they care for</b>			
	Harrow Council Service		
	Bedford		1
	Bedford & Vaughan		1
	Bentley NRC		20
	Bentley NRC & Byron Day Centre		1
	Bentley NRC & The Bridge		1
	Byron NRC		11
	Byron NRC & Anjali		1
	Byron NRC & Gordon Avenue		1
	Gordon Avenue		1
	Kenmore NRC		8
	Kenmore NRC, Harrow Activity Centre & Harrow College		1
	Milmans		22
	Milmans NRC & Byron Day Centre		2
	Vaughan NRC		12
	Other Service Provider		
	Anjali		1
	Byron Day Centre		1
	Byron Day Centre & Shaw		1
	Byron Day Centre, Shaw & Other		1
	Do not use an Adult Day Service		20
			12%
<b>Disability</b>			
Yes	119	73%	
No	29	18%	
Did not answer	16	9%	
<b>Total</b>	<b>164</b>	<b>100%</b>	
<b>Religion and belief</b>			
Christianity (all denominations)	60	37%	
Hinduism	40	24%	

Islam	12	7%	Harrow Activity Centre	30	18%
No religion / Atheist	7	4%	Other - Harrow college	1	1%
Jainism	5	3%	Shaw	1	1%
Buddhism	2	1%	Sneh Care	22	13%
Sikh	1	1%	Sneh Care & APDA	1	1%
Did not answer	37	23%	The Bridge	1	1%
<b>Total</b>	<b>164</b>	<b>100%</b>	<b>Total</b>	<b>164</b>	<b>100%</b>

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**Appendix E – Map Showing Day Centre Locations in Harrow**



A	B	C	D	E	F	G	H
Vaughan NRC	Kenmore NRC	Milmans NRC	Gordon Avenue	Bedford House	Bentley NRC	Byron NRC	Sancroft

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**REPORT FOR: CABINET**

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<b>Date of Meeting:</b>	18 July 2013
<b>Subject:</b>	Adoption of Harrow's Community Infrastructure Levy
<b>Key Decision:</b>	Yes
<b>Responsible Officer:</b>	Caroline Bruce, Corporate Director of Environment and Enterprise
<b>Portfolio Holder:</b>	Councillor William Stoodley, Portfolio Holder for Planning and Regeneration
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	No
<b>Enclosures:</b>	Appendix A: Inspector's Report Appendix B: Harrow's CIL Charging Schedule

## **Section 1 – Summary and Recommendations**

This report documents the outcome of the examination into Harrow's Community Infrastructure Levy Charging Schedule and recommends that the Charging Schedule be approved for adoption.

**Recommendations:**

Cabinet is requested to:

- A. Recommend that the Council adopts the CIL Charging Schedule and the Instalments Policy and Regulation 123 List appended to the Schedule.
- B. Recommend that the Council approve a commencement date of 1<sup>st</sup> October 2013 for the coming into effect of the CIL Charging Schedule.

**Reason: (For recommendation)**

The Community Infrastructure Levy will provide an important mechanism for the funding of infrastructure to support the implementation of the Local Plan.

**Section 2 – Report**

1. The Council's Local Plan is underpinned by evidence of the need for new green, physical and social infrastructure to support new development and existing communities. The adoption of the Community Infrastructure Levy (CIL) Charging Schedule will ensure that the borough continues to receive contributions from new development towards the delivery of strategic infrastructure required to support development in Harrow and the implementation of the Local Plan.

**Options considered**

2. It is considered that there are limited genuine alternative options to introducing a CIL. Although CIL is not a statutory requirement, boroughs without a charging schedule from April 2014 will generally not be able to secure contributions from qualifying development towards the provision of new infrastructure. To not have a CIL would raise significant concerns within the wider community about the effectiveness of the Council in managing its strategic plan for Harrow's growth.

**Background**

3. The CIL allows local authorities to raise funds from developers to pay for the infrastructure that is needed as a result of development. CIL takes the form of a tariff per square metre of additional floorspace. The level of the tariff is set by the Council based on the needs identified through infrastructure planning, but also tested to ensure that it will not affect the viability of developments.

4. After preparing the evidence base and consulting on proposed rates during 2012, the Council submitted its proposed charging schedule for independent examination on 2<sup>nd</sup> April 2013. The examiner's role was to consider whether the Council's proposed charging schedule meets the requirements of the Planning Act 2008 and associated regulations in respect of legal compliance and viability. The examination was held on the basis of written representations.

5. The examiner issued her report on 10 June 2013 (attached as Appendix A), concluding that the Council had taken a pragmatic approach towards setting the charging rates. She considers that the Council has tried to be realistic in seeking an appropriate balance between achieving a

reasonable level of income to address the acknowledged gap in infrastructure funding, whilst ensuring development will remain viable across the Borough.

6. The examiner concluded that the Council's CIL has satisfied the legal requirements and recommended that the charging schedule (set out below and attached as Appendix B) be approved without changes.

#### **Harrow's Charing Schedule – Rates of CIL**

<b>Use</b>	<b>Charge per sqm</b>
Residential (Use Classes C3),	£110
Hotel (Use Class C1), Residential Institutions, except Hospitals, (Use Class C2), Student Accommodation, Hostels and HMOs (Sui Generis)	£55
Retail (Use Class A1), Financial & Professional Services (Use Class A2), Restaurants & Cafes (Use Class A3), Drinking Establishments (Use Class A4), Hot Food Take-aways (Use Class A5)	£100
All other uses	Nil

7. CIL is calculated on the net increase in gross internal floor area (GIA) provided any existing floor area is in lawful use. That is, a credit is allowed for any existing GIA which is demolished. Gross internal floor area includes everything within the external walls of the buildings and so includes things like lifts, stairwells and internal circulation areas. It does not include things like external balconies or the thickness of the external walls themselves.

8. Note that a minimum threshold applies to non-residential development. If the GIA of new build is less than 100m<sup>2</sup> it does not pay CIL. This threshold does not apply to new dwellings. If a new dwelling is being created, it will pay CIL for any net increase in GIA. CIL will not be charged when the calculated amount of CIL is £50 or less.

#### **Implementation**

9. Following the receipt of the examiners report, the Council is now in a position to adopt its Charging Schedule and agree the date from which CIL will be implemented. CIL will apply to all planning permissions issued on or after the Charging Schedule comes into effect. Officers recommend Council approve a commencement date of 1<sup>st</sup> October 2013 to allow, where practicable, pending planning applications to be decided, business systems to be updated across services, final notice to be given to the development community as to the proposed change, and other transitional administration to be completed.

10. Following the adoption of the charging schedule, officers will undertake the following procedural steps to ensure compliance with section 213 of the Planning Act 2008:

- (a) publish the charging schedule on the Council's website;
- (b) make the charging schedule available for inspection at the Civic Centre and Central Library;
- (c) publish a notice in the Harrow Observer of the Council's approval of the charging schedule and where this can be inspected;
- (d) give notice to those persons who requested to be notified of the approval of the charging schedule that it has been so approved; and
- (e) send a copy of the charging schedule to each of the relevant consenting authorities.

## **Spending CIL: Infrastructure Planning**

11. Harrow's Infrastructure Assessment and Delivery Plan (IDP) was agreed as part of the Council's Core Strategy in 2011 and set out the major infrastructure needs of the growth planned in the Borough. Whilst the IDP demonstrates demand for infrastructure to support growth it is not comprehensive with regard to project specific requirements, costs and delivery mechanisms. It was also purposely silent on the prioritisation of spend on infrastructure. Officers therefore propose to draw up a more detailed infrastructure delivery programme to present to members in autumn. The programme will build on the IDP and provide a comprehensive picture of the borough's strategic infrastructure needs, then map out and assess the development needs and regenerative benefits associated with each infrastructure project. The IDP already demonstrates that CIL, when combined with main stream sources of funding and capital investment, will not deliver all the borough's strategic infrastructure needs. Prioritisation is therefore inevitable, and careful consideration of the individual development needs and the regeneration benefits associated with identified infrastructure projects will therefore be essential as part of a continuously managed process.

12. The infrastructure delivery programme will also need to address the procurement challenges thrown up by the introduction of CIL. Where previously developers often built out the required infrastructure under S106 agreements, now the onus will increasingly be on the Council to directly procure infrastructure works to be funded through CIL. The Council will want to ensure the best possible value for money in such cases but will also need to coordinate closely with the developer community to ensure timely delivery and that development does not stall due to lengthy procurement processes. The Council will also need to recognise that in some cases, for example larger strategic development projects where infrastructure is heavily integrated into a broader construction programme, developers may be better placed to deliver infrastructure projects and joint procurement exercises may therefore need to be undertaken (Subject to rules on "State Aid").

13. The Council's "Regulation 123" list (set out in Appendix B), sets out the types of infrastructure that it intends will be, or may be, wholly or partly funded by CIL. In addition, the government had indicated through the Localism Act, that a proportion of CIL would be spent in accordance with the wishes of the local community. Further clarification of what this will mean has now been announced by the Planning Minister and it is anticipated that the necessary Order will be in place in the autumn of this year. The proportion of CIL to be allocated for 'community spend' will be 15%, increasing to 25% within areas

covered by an adopted Neighbourhood Plan. It is understood that in areas where there are no Parish Councils, the Council will continue to control the spend and in areas covered by a Neighbourhood Plan, the Council will remain the accountable body. The government has also confirmed that there will be no relaxation or change at the present time to allow CIL receipts to be spent on affordable housing.

## **Implications of the Recommendation**

### **Resource Implications**

14. The implementation and collection of CIL is complex and involves officers from the Planning, Finance & Land Charge teams. Processes for the implementation and collection of CIL are already in place following the implementation of the Mayoral Crossrail CIL on 1<sup>st</sup> April 2012. However, these processes will need refinement to ensure they are robust for both CIL regimes going forward. £10k from Planning Delivery Grant has already been earmarked this year to address the “set up” costs, including the funding any necessary IT upgrades to Council’s Civica and Northgate systems to accommodate CIL add-on modules which have recently been developed.

15. The existing s106 officer post within Planning has been subject of a review exercise with revised job description to cover the implementation of the CIL. The Council has the ability to use a proportion (up to 5%) of local CIL receipts to cover administrative costs; the Council is also entitled to a proportion (up to 4%) of Mayoral CIL to cover the costs of collecting Mayoral CIL. The s106 and projected CIL fees will mean that as CIL liable development increases and is commenced, the post will be funded entirely through the CIL itself, which has not been the case under s106 admin arrangements alone. Existing job roles within the Planning Service have also been adjusted to address the need for community engagement on CIL proposals, and to provide support to the CIL officer.

### **Financial Implications**

16. The contingency costs for any necessary IT upgrades and the CIL administration costs are outlined in the resource implications section above. While the administration fee for both CIL and s106 agreements is likely to cover the cost of the s106/CIL officer post, they are unlikely to cover the costs of all of the on-going CIL governance requirements. This is likely to include community consultation, the engagement of service providers, and financial auditing & reporting of CIL spend. While the governance costs are not projected to be significant, circa £10k p.a., these costs will need to be met within existing service budgets. In the meantime, a one off provision within this year budget has been made for establishment of the process and protocols covering the implementation from October.

17. Overall however, the introduction of CIL will mean that the Council will be able to levy new development in order to generate funds to help pay for infrastructure improvements within Harrow. The infrastructure evidence base study suggests that Harrow’s CIL should raise, on average, circa £1m p.a. These estimated funds raised by CIL are not certain as they are dependant on

the size and number of developments commencing and or completing in a year. It should also be noted that s106 funding is to be scaled back and will be replaced by the new charges under CIL. Therefore the income generated by CIL will not be entirely new money but also partly a replacement of what the Council might have got under s106. Nevertheless, the benefits of CIL, over s106, is that the Council and the community can decide the infrastructure spending priorities against which CIL can contribute towards.

## **Performance Issues**

18. As set out in the section above, CIL is not entirely new money (it replaces s106 contributions for strategic infrastructure) and will not be the primary source of funding for new infrastructure. Rather the purpose of CIL is to help close the existing gap in funding the infrastructure required to support new development. In this context the introduction of the CIL will be positive, in that it should assist the Council's performance in the delivery of strategic infrastructure. It remains for the Council to determine through the infrastructure delivery programme and the alignment of this with the allocation of capital spending, bidding for grants, property disposal etc. which type of infrastructure to prioritise.

19. To assist officers and provide a forum for member consultation and engagement on the CIL, in addition to Cabinet, the terms of reference of the Major Development Panel (MDP) have been adjusted to enable CIL and the infrastructure delivery schedule to be reported to, monitored by and informed by the Panel meetings.

## **Environmental Impact**

20. There are no environmental impacts associated with the introduction of a Harrow CIL. Environmental issues are at the heart both of the planning process and the delivery of supporting infrastructure. The Council's Local Plan, which CIL seeks to help delivery, has been the subject of detailed Sustainability Appraisal, incorporating the requirements for Strategic Environmental Assessment.

21. The site specific environmental impacts of development will continue to be mitigated through the negotiation of appropriate s106 obligations.

22. Ultimately it is for the Council to decide what infrastructure projects they wish to fund in full or part through CIL receipts, which may or may not include environmentally beneficial infrastructure projects.

## **Risk Management Implications**

Risk included on Directorate risk register? Yes

Separate risk register in place? No

23. The key risk associated with implementing a CIL is in ensuring that CIL receipts are used effectively to delivery the strategic infrastructure identified as being required in the Infrastructure Delivery Schedule. Once CIL is adopted, the Council will not be in a position to refuse planning applications on the basis of inadequate provision of strategic infrastructure. Both the community and developers will expect the Council be transparent in the use of CIL receipts and to monitor and report on its effectiveness.

## **Equalities implications**

Was an Equality Impact Assessment carried out? No

24. CIL is effectively a tax on new development. The Regulations are limiting in terms of how CIL is to be applied and any exemptions, and were subject to a central government equalities assessment, which found there to be no negative consequences of introducing a CIL. In this context, a local EqIA is not considered necessary.

## **Corporate Priorities**

25. The CIL will provide funding and a system to help support the implementation of the following corporate priorities:

- Keeping neighbourhoods clean, green and safe – through the delivery of funding for strategic infrastructure projects aimed at improving the quality of our existing green spaces, such as the expansion of the Green Grid network.
- United and involved communities: A Council that listens and leads – CIL provides scope to support communities in the shared delivery of infrastructure – particularly through the provisions for consultation and local implementation through the requirement for 15% of local CIL receipts to be given over to the local community in which they were raised to spend local priorities for infrastructure enhancement.
- Supporting and protecting people who are most in need – through provision of new or enhanced health care and other community facilities.
- Supporting our town centre, our local shopping centres and businesses - through the provision of physical infrastructure including public transport and new public realm that can assist in generating economic growth and town centre vitality.

### **Section 3 - Statutory Officer Clearance**

Name: Kanta Hirani



on behalf of the  
Chief Financial Officer

Date: 25 June 2013

Name: Abiodun Kolawole



on behalf of the  
Monitoring Officer

Date: 25 June 2013

### **Section 4 – Performance Officer Clearance**

Name: Martin Randall



on behalf of the  
Divisional Director  
Strategic  
Commissioning

Date: 21 June 2013

### **Section 5 – Environmental Impact Officer Clearance**

Name: Andrew Baker



on behalf of the  
Corporate Director of  
Environment &  
Enterprise

Date: 24 June 2013

### **Section 6 - Contact Details and Background Papers**

**Contact:** Matthew Paterson, Senior Professional Planning Policy,  
Place Shaping,  
Tel: 020 8736 6082

#### **Background Papers:**

Cabinet Paper of 19 July 2012 on the Draft Charging Schedule

<http://www.harrow.gov.uk/www2/documents/g61070/Public%20reports%20pack%20Thursday%2019-Jul-2012%2019.30%20Cabinet.pdf?T=10>



Cabinet Paper of 11 October 2012 on the Draft Charging Schedule  
<http://www.harrow.gov.uk/www2/documents/g61072/Public%20reports%20pack%20Thursday%2011-Oct-2012%2019.30%20Cabinet.pdf?T=10>  
Harrow's Infrastructure Assessment and Delivery Plan  
[http://www.harrow.gov.uk/downloads/file/10168/infrastructure\\_assessment\\_and\\_delivery\\_plan](http://www.harrow.gov.uk/downloads/file/10168/infrastructure_assessment_and_delivery_plan)  
CIL Regulations 2010 (as amended)  
<http://www.legislation.gov.uk/ukdsi/2010/9780111492390>  
DCLG CIL Guidance Note, April 2013  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/197687/Community\\_Infrastructure\\_Levy\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/197687/Community_Infrastructure_Levy_2013.pdf)

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

**NOT APPLICABLE**

*[Call-in does not apply as the  
decision is reserved to Council]*

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# **Report to London Borough of Harrow Council**

**by Jill Kingaby BSc(Econ) MSc MRTPI**

**an Examiner appointed by the Council**

**Date: 10 June 2013**

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PLANNING ACT 2008 (AS AMENDED)

SECTION 212(2)

## **REPORT ON THE EXAMINATION OF THE DRAFT LONDON BOROUGH OF HARROW COMMUNITY INFRASTRUCTURE LEVY CHARGING SCHEDULE**

Charging Schedule submitted for examination on 2nd April 2013

No Examination Hearings were held

File Ref: PINS/M5450/429/5

## Non Technical Summary

This report concludes that the London Borough of Harrow Community Infrastructure Levy Charging Schedule provides an appropriate basis for the collection of the levy in the area. The Council has sufficient evidence to support the schedule and can show that the levy is set at a level that will not put the overall development of the area at risk. No modifications are needed to meet the statutory requirements.

### Introduction

1. This report contains my assessment of the London Borough of Harrow Council Community Infrastructure Levy (CIL) Charging Schedule in terms of Section 212 of the Planning Act 2008. It considers whether the schedule is compliant in legal terms and whether it is economically viable as well as reasonable, realistic and consistent with national guidance (Community Infrastructure Levy Guidance – DCLG – April 2013).
2. To comply with the relevant legislation the local charging authority has to submit what it considers to be a charging schedule which sets an appropriate balance between helping to fund necessary new infrastructure and the potential effects on the economic viability of development across the district. The basis for the examination, which took place through written representations, is the submitted schedule of 18<sup>th</sup> March 2013. This is the same as the document published for public consultation from 15<sup>th</sup> November to 20<sup>th</sup> December 2012.
3. The Council proposes charges per square metre (psm) for different types of development. £110psm for residential (use classes C3); £55psm for hotel (use class C1) , residential institutions except hospitals (use class 2), student accommodation, hostels and HMOs (sui generis); £100psm for retail, financial and professional services, restaurants & cafes, drinking establishments and hot food takeaways (use classes A1-A5); and £nil for all other uses.

### **Is the charging schedule supported by background documents containing appropriate available evidence?**

#### *Infrastructure planning evidence*

4. The Harrow Core Strategy (CS) [CL12] was adopted in February 2012. This aims to deliver at least 6,050 net additional homes 2009-2026 of which at least 2,800 should be provided in the Harrow & Wealdstone Intensification Area. Core Policy CS1 sets out the main elements of growth, and the strategic infrastructure items that will be needed for delivery are listed. The policy states that CIL will help their funding. Policy CS2 sets out a broad strategy for the Intensification Area and refers to the potential role of CIL and planning obligations to fund infrastructure. The Area Action Plan, found sound and awaiting adoption, will take forward planning for the Intensification Area to deliver the homes plus 3,000 additional jobs and other new uses.

5. Chapter 14 of the CS refers to the Council's Infrastructure Delivery Plan (IDP) which set out the social and physical infrastructure requirements to support sustainable development, economic growth and residents' quality of life. The Infrastructure Assessment and Delivery Plan [CL4] described as a working document contains an Infrastructure Delivery Schedule with estimated costs, delivery mechanisms, funding sources and time scales for an extensive number of projects. This information forms a firm basis for calculating the funding gap associated with implementation of an up-to-date local plan<sup>1</sup>.
6. The Infrastructure Planning and Funding Gap document [CL3] indicates that 223 projects in the IDP list would be eligible for CIL. Bearing in mind that Harrow is likely to review its charging schedule after 3-5 years, it was estimated that 124 projects would be CIL eligible during the first five year period and their cost would be about £108.3m. Total available funding from all known sources for 2011-15 was calculated as some £47.1m, leaving an aggregate funding gap for CIL of £61.2m. Projected CIL income would amount to about £5.7m leaving a residual funding gap of £55.5m. The proposed charge would make only a modest contribution towards filling the likely funding gap. The need to levy CIL has been adequately demonstrated.

#### *Economic viability evidence*

7. The Council commissioned a CIL Viability Study, July 2012 [CL2]<sup>2</sup>. The consultants took account of the views of local developers, agents and landowners when establishing the methodology and devising model assumptions. The assessment used a residual appraisal methodology, as recommended by the RICS<sup>3</sup>. Residual valuation was applied to different land use or development types and, where relevant, to different parts of the Borough. Four benchmark land values were selected to provide a broad indication of values across the Borough. Development should provide a competitive return to landowners and so a 20% premium above current use value was assumed for establishing benchmarks. If the residual value were above the benchmark value, the Study judged development would be viable.
8. The excess value or overage represents the maximum amount that could potentially be captured as CIL. The Study treated the Mayoral CIL as an output and deducted £35psm from the maximum figure for CIL. Allowance was made for a "buffer" to mitigate risk factors and ensure that CIL would not be set at the margins of viability. The suggested CIL rates in the Council's draft schedule were based on discounting the maximum figures minus the Mayoral CIL by 40%. Sensitivity analysis of the model's outputs tested different assumptions for change in values and costs.
9. The Borough's proposed CIL in combination with the Mayoral CIL and s106 obligations must avoid "double-dipping"<sup>4</sup> which could render development unviable. The Draft Charging Levy includes a draft Regulation 123 list, and a

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<sup>1</sup> CL3 - CIL Infrastructure Planning and Funding Gap Aug 2012 Rev 2, CIL Knowledge > BNP Paribas Real Estate for LB Harrow

<sup>2</sup> CL2 - CIL Viability Study, July 2012, BNP Paribas Real Estate

<sup>3</sup> Financial Viability in Planning - RICS guidance note, 2012

<sup>4</sup> Community Infrastructure Levy Guidance, as amended 2013, DCLG - paragraph 85

Planning Obligations SPD [CL10] is being progressed. These mechanisms should ensure that a distinction is drawn between strategic infrastructure for funding by CIL and site-specific requirements subject to s106 obligations.

10. I conclude that the CIL Viability Study which has been used to inform the charging schedule is robust, proportionate and appropriate. The draft charging schedule is supported by detailed evidence of community infrastructure needs.

### **Is the charging rate informed by and consistent with the evidence?**

#### *CIL rates for residential development (Use Classes C3)*

11. For residential development, the Viability Study used sales' values based on research of the local market. Build cost assumptions were based on the Royal Institution of Chartered Surveyors' Building Cost Information Service (BCIS) plus a contingency of 5%. Allowance was made for meeting the code for sustainable homes level 4 and for developer's profit levels of 20%, among other things. Benchmark land values provided a broad indication of land values across the Borough.
12. Seven development typologies, ranging from 4 houses to 300 flats at varying densities reflecting the range of schemes experienced across the Borough, were used in the appraisals. Concern was raised that developers would move away from providing small flats suitable for first-time buyers with the introduction of CIL. The Council's Housing Needs Assessment and Strategic Housing Market Assessment both showed a significant need for small flats in the Borough. For the past five years, more than 80% of housing delivered has been for 1 and 2 bed flats indicating that provision has been viable with no evidence that market demand is diminishing. The Viability Study indicated that higher density schemes would have higher build costs and be challenging. They would be unviable in all but the high value areas. However, schemes with a mix of flats and houses would generate the optimum results for CIL in the lower value areas. There is no substantive evidence that flatted development for first-time buyers would fail to come forward with CIL in place.
13. Affordable housing of 40% on schemes of 10 or more homes was tested, reflecting CS policy. No receipt of grant in future was assumed, and consideration was given to introduction of the new affordable rent tenure. The appraisal showed differing results across value areas, for different tenure splits in weak/strong markets and with different benchmark assumptions. It is clear that meeting the overall 40% target and securing CIL payments will present a challenge, but the Council pointed out that critics of its appraisal had overlooked the fact that much planned development would take place on previously developed land. Taking account of existing floorspace would reduce the CIL liability. Also affordable housing would be exempt from CIL.
14. The Council's paper on past schemes subject to s106 obligations [App A, CL11] showed that affordable housing provision had ranged from 0% to 100% on schemes permitted over the last three years. However, this paper suggested that, "cumulatively the Council has delivered upon its affordable housing target for the past three years". The Viability Study [CL2] concluded that CIL was unlikely to be an overriding factor for determining scheme

viability as it would typically account for 2 to 3.5% of value. Insufficient evidence has been provided, in my view, to demonstrate that the proposed CIL residential charge rate would undermine the Council's policy for affordable housing or render development unviable.

15. Suggested CIL rates from the Viability Study, after allowing for the Mayoral CIL and a buffer, ranged from £90psm for South Harrow to £220psm for Harrow Hill. The Council sought to keep the rates relatively simple whilst securing an appropriate funding contribution for local infrastructure. It observed that, in both South Harrow and Harrow Hill, with the lowest and highest viability, the planned levels of development would be modest compared with the Harrow and Wealdstone Intensification Area which is expected to accommodate the greatest amounts of development. There, the viability study had suggested a rate of £110psm, and it seems to me appropriate that this should be applied as a flat rate across the Borough. I conclude that a residential charge of £110psm is robust and justified.

#### *Commercial development*

16. The Viability Study appraised a series of hypothetical commercial developments at average rent levels which had been achieved on lettings of commercial space in actual developments. An intensification of the existing use was assumed, with commercial rents and yields estimated from local information. Build costs were sourced from BCIS and profit levels of 20% of development costs were assumed. The results demonstrated that viability varied between uses and areas across the Borough. Office developments were considered unlikely to be viable except for high quality development in selected locations. In the context of an oversupply of offices in the Borough, any significant level of office development in the near future was not expected. I consider that the proposed £nil rate is accordingly justified.
17. For retail development, BNP Paribas asked attendees of its viability appraisal workshop to comment on the development scenarios and an agreed approach was designed. The appraisal indicated that new retail space in Harrow, Pinner, Wealdstone and Stanmore would be sufficiently viable to support a CIL charge. The Council observed that these are the areas where growth is proposed. Retail warehousing and supermarkets were shown to be viable throughout the Borough. The recommended flat rate of £100psm for all retail development in the draft charging schedule would allow a substantial buffer below the estimated maximum rate. Even though the Viability Study refers to only one development scenario, I consider the proposed rate to be reasonable. The impact on smaller retail units would most likely be negligible. Developments with a gross internal area of new build of less than 100sqm would not be liable, and many new small retail businesses would take over existing buildings. I have seen insufficient evidence to support either alternative retail rates or the claim for discretionary relief in particular circumstances.
18. A rate of £nil is proposed for industrial and warehousing floorspace and D1 and D2 uses, which I support, as the appraisal of relevant developments indicated that these uses are unlikely to generate positive residual values<sup>5</sup>. As

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<sup>5</sup> D1 & D2 uses – Non-residential institutions, assembly and leisure uses

the Council observed, water/ wastewater facilities would be exempt from CIL being sui generis uses and consisting of buildings into which people would not usually go.

*Hotels, residential institutions, student accommodation, hostels and HMOs*

19. These uses, on the other hand, were shown to generate sufficient surplus residual values to support a CIL charge (hotels up to £138psm and student accommodation up to £116psm). After allowing for the Mayoral CIL and a buffer for site-specific factors, a CIL rate of £55psm was put forward.
20. Residential institutions would include housing for older persons or care homes. A separate appraisal for the Council of a 50 unit scheme took account of the significant space taken by communal areas in older persons' developments, the likely split of 1 and 2 bed units and the likelihood that the rate of sales would be slower than for standard residential development<sup>6</sup>. The impact of CIL on total development costs and the residual land value was demonstrated to be very modest. CIL Guidance is clear that differential rates should be set according to economic viability, and not to give selective advantage. Therefore, even if private care homes give significant community benefits, this does not justify a zero CIL charge. I am satisfied that a CIL charge of £55psm is very unlikely to prevent suitable schemes for this type of development from coming forward. I conclude overall that the rates for the differing categories of use are informed by and consistent with the evidence.

**Does the evidence demonstrate that the proposed charge rate would not put the overall development of the area at serious risk?**

21. A draft Instalments Policy is included in CL1 based on that adopted by the Borough of Redbridge and recommended for adoption throughout London. This should assist the delivery of major development. In response to concerns of Natural England, the Council drew attention to its Draft Regulation 123 list which includes references to green infrastructure. The Council advised English Heritage that it did not support discretionary relief from CIL for development associated with heritage assets but would keep this under review once CIL was implemented. I have seen no viability evidence which would support exceptional relief at this stage.
22. The Council's decision to set CIL rates as in paragraph 3 above is based on reasonable assumptions about development values and likely costs. The evidence suggests that residential and commercial development will remain viable across most of the Borough, especially those parts where substantial development is planned, if the charge is applied. I conclude that the proposed charge rate would not put the overall development of the area at serious risk.

**Conclusion**

23. In setting the CIL charging rate the Council has had regard to detailed evidence on infrastructure planning and the economic viability evidence of the development market in Harrow. The Council has tried to be realistic in terms

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<sup>6</sup> CL9–Older Persons Housing – BNP Paribas Real Estate for London Borough of Harrow CIL



of achieving a reasonable level of income to address an acknowledged gap in infrastructure funding, while ensuring that a range of development needed for delivery of the Core Strategy, recently adopted in 2012, remains viable across this London Borough. An appropriate balance between the desirability of funding infrastructure from the levy and the potential effects on economic viability across the Borough has been struck.

24. I conclude that the London Borough of Harrow Community Infrastructure Levy Charging Schedule satisfies the legal requirements of Section 212 of the 2008 Act and the 2010 Regulations (as amended 2013)<sup>7</sup>. I therefore recommend that the Charging Schedule be approved.

Jill Kingaby

Examiner

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<sup>7</sup> CL11 Statement of Compliance with the Relevant Regulations and CIL Guidance, March 2013, LB Harrow Council provides details. NB. The latest CIL Guidance is dated April 2013

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## **Charging Schedule**

**London Borough of Harrow Council**

**Planning Act 2008 – Community Infrastructure Levy Regulations 2010**

The London Borough of Harrow is a charging authority according to Part 11 of the Planning Act 2008 and may therefore charge the Community Infrastructure Levy on development within Harrow. The Council intends to charge differential rates of CIL to be determined by the land use of a proposed development (expressed as pounds per square metre) as set out in the following table.

### **Charging Schedule - Rates of CIL**

<b>Use</b>	<b>Charge per sqm</b>
Residential (Use Classes C3),	£110
Hotel (Use Class C1), Residential Institutions, except Hospitals, (Use Class C2), Student Accommodation, Hostels and HMOs (Sui Generis)	£55
Retail (Use Class A1), Financial & Professional Services (Use Class A2), Restaurants & Cafes (Use Class A3), Drinking Establishments (Use Class A4), Hot Food Take-aways (Use Class A5)	£100
All other uses	Nil

NB: The above local rates of CIL are exclusive of the Mayor's CIL which is an additional £35 per square metre for most development in Harrow, and has been applicable since 01 April 2012.

This Charging Schedule has been issued, approved and published in accordance with Part 11 of the Planning Act 2008 and the Community Infrastructure Regulations 2010, as amended.

Following an Examination in Public this Charging Schedule was approved by the Council on 4<sup>th</sup> July 2013

This Charging Schedule came into effect as of **1<sup>st</sup> October 2013**.

## Additional information on the operation of the Harrow CIL

### Calculating the Chargeable CIL

CIL applies to the gross internal area of the net increase in development (Regulation 14). The amount to be charged for each development will be calculated in accordance with Regulation 40 of the Community Infrastructure Levy Regulations 2010. For the purposes of the formulae in paragraph 5 of Regulation 40 (set out below), the relevant rate ( $R$ ) is the differential rate relating to each specific use as set out in the Charging Schedule above.

#### Calculation of chargeable amount

- (1) The collecting authority must calculate the amount of CIL payable (“chargeable amount”) in respect of a chargeable development in accordance with this regulation.
- (2) The chargeable amount is an amount equal to the aggregate of the amounts of CIL chargeable at each of the relevant rates.
- (3) But where that amount is less than £50 the chargeable amount is deemed to be zero.
- (4) The relevant rates are the rates at which CIL is chargeable in respect of the chargeable development taken from the charging schedules which are in effect –
  - (a) at the time planning permission first permits the chargeable development; and
  - (b) in the area in which the chargeable development will be situated.
- (5) The amount of CIL chargeable at a given relevant rate ( $R$ ) must be calculated by applying the following formula—

$$\frac{R \times A \times I_P}{I_C}$$

where—

$A$  = the deemed net area chargeable at rate  $R$

$I_P$  = the index figure for the year in which planning permission was granted; and

$I_C$  = the index figure for the year in which the charging schedule containing the rate  $R$  took effect.

- (6) The value of  $A$  in paragraph (5) must be calculated by applying the following formula –

$$G_R - K_R - \left( \frac{G_R \times E}{G} \right)$$

Where –

$G$  = the gross internal area of the chargeable development;

$G_R$  = the gross internal area of the part of the development chargeable at rate  $R$ ;

$E$  = an amount equal to the aggregate of the gross internal areas of all building which –

- (a) on the day planning permission first permits the chargeable development, are situated on the relevant land and in lawful use; and

- (b) are to be demolished before completion of the chargeable development.
- $K_R$  = an amount equal to the aggregate of the gross internal area of all buildings (excluding any new build) on completion of the chargeable development which –
- (a) on the day planning permission first permits the chargeable development, are situated on the relevant land and in lawful use:
  - (b) will be part of the chargeable development upon completion; and
  - (c) will be chargeable at rate  $R$
- (7) The index referred to in paragraph (5) is the national All-in Tender Price Index published from time to time by the Building Cost Information Service of the Royal Institution of Chartered Surveyors; and the figure for a given year is the figure for 1st November of the preceding year.
- (8) But in the event that the All-in Tender Price Index ceases to be published, the index referred to in paragraph (5) is the retail prices index; and the figure for a given year is the figure for November of the preceding year.
- (9) Where the collecting authority does not have sufficient information, or information of sufficient quality, to enable it to establish –
- (a) the gross internal area of a building situated on the relevant land; or
  - (b) whether a building situated on the relevant land is in lawful use, the collecting authority may deem the gross internal area of the building to be zero.
- (10) For the purposes of this regulation a building is in use if a part of that building has been in use for a continuous period of at least six months within the period of 12 months ending on the day planning permission first permits the chargeable development.
- (11) In this regulation “building” does not include –
- (a) a building into which people would not normally go;
  - (b) a building into which people go only intermittently for the purpose of maintaining or inspecting machinery; or
  - (c) a building for which planning permission was granted for a limited period.
- (12) In this regulation “new build” means that part of the chargeable development which will comprise new buildings and enlargements to existing buildings.

## Collection

The process for collecting CIL is quite different from that which applies to S106 agreements. Planning applications must include a **CIL Additional Information Form**, available via the following link [http://www.planningportal.gov.uk/uploads/1app/forms/cil\\_questions.pdf](http://www.planningportal.gov.uk/uploads/1app/forms/cil_questions.pdf), which provides details on existing and new floor space. This will be used alongside information in the main application form to determine whether CIL is chargeable. Where planning permission is granted for development by way of a general consent (e.g. through ‘permitted development rights’), a notice of chargeable development must be submitted to the Council.

If the development is chargeable, one or more of the development parties must assume liability for paying CIL following the grant of planning permission by submitting an Assumption of Liability Form. Parties may also apply for affordable housing and charitable CIL relief. The

Council will issue a Liability Notice setting out the ‘chargeable amount’ that will be due when planning permission first permits development<sup>1</sup>.

The CIL payment will not be due until the development is implemented and therefore the developer is required to submit a commencement notice to the Council, informing them of the date the development is going to start, before this takes place. In response to the commencement notice the Council will issue a Demand Notice to the developer, detailing the payment procedure they need to follow. Once the payment is received the Council must issue a receipt.

To ensure that the CIL collection process runs smoothly, collecting authorities have been given a set of stringent enforcement powers to penalise late or non-payment of the charge which includes surcharges, putting a stop on development, recovery of assets and prison terms. Developers have the opportunity to appeal certain decisions throughout the process.

The Council is the collecting authority of the Mayor of London’s CIL which the same processes apply to. The council must transfer any Mayoral CIL received to TfL by the end of the relevant financial quarter in which the money is received.

### **Administrative costs**

5% of all contributions collected will be used to pay for the costs of administering the Community Infrastructure Levy. This will support the Council in monitoring and enforcement of the charge as well as providing infrastructure planning support to manage and co-ordinate the delivery of infrastructure improvements that address the impacts resulting from development.

### **Instalments Policy**

In accordance with Regulation 69B of the Community Infrastructure Levy (amendment) Regulations 2011, the Council will allow payments of CIL by instalments according to the total<sup>2</sup> amount of the liability as follows:

Amount of CIL Liability	Number of Instalments	Payment Periods and Amount
Any amount less than £100,000	No instalments	<ul style="list-style-type: none"> <li>Total amount payable within the 60 days of commencement of development</li> </ul>
Amounts from £100,000 to £250,000	Two instalments	<ul style="list-style-type: none"> <li>£100,000 payable within 60 days of commencement of development</li> <li>Balance payable within 120 days of commencement of development</li> </ul>
Amounts from £250,000 to £500,000	Three instalments	<ul style="list-style-type: none"> <li>£100,000 payable within 60 days of commencement of development</li> <li>Balance payable in a further two instalments of equal amount within 120 and 180 days of commencement of development</li> </ul>
Any amount greater than £500,000	Four instalments	<ul style="list-style-type: none"> <li>£100,000 payable within 60 days of commencement of development</li> </ul>

<sup>1</sup> In the case of a grant of planning permission which is not an outline planning permission; and is subject to a condition requiring further approval to be obtained before development can commence, planning permission first permits development on the day final approval is given.

<sup>2</sup> The total amount of CIL is the amount shown on the Liability Notice and may include components for London Borough of Harrow and the Mayor of London

		<ul style="list-style-type: none"> <li>• Balance payable in a further three instalments of equal amount within 120, 180 and 240 days of commencement of development</li> </ul>
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It should be noted that Mayoral CIL is subject to a different Mayoral instalments policy [https://www.london.gov.uk/sites/default/files/MAYOR%20OF%20LONDON%20INSTALMENT S.pdf](https://www.london.gov.uk/sites/default/files/MAYOR%20OF%20LONDON%20INSTALMENT%20S.pdf).

The Council's instalments policy will be subject to monitoring and may be changed at any time in accordance with CIL (Amendment) Regulations 2011.

### **Phased development**

CIL Regulation 9 (4) specifies that in the case of a grant of outline planning permission which permits development to be implemented in phases, each phase of the development is a separate chargeable development. This means that for large phased developments CIL payments will potentially be staggered, depending on when each phase is commenced.

### **In kind payments**

The CIL must be levied in pounds per square metre and will be collected, in most cases, as a cash contribution. However, the council will assess any proposals for in kind payments of CIL on its merits and in accordance with CIL Regulations.

### **CIL relief**

CIL relief means any exemption or reduction in liability to pay the levy. Applications for CIL relief must be submitted and determined before commencement of development.

The CIL Regulations 2010 (as amended) provide relief from the levy on those parts of a chargeable development which are intended to be used as affordable housing (as defined by CIL Regulation 49). A charity landowner will benefit from full relief from their portion of the liability where the chargeable development will be used wholly, or mainly, for charitable purposes.

To ensure that relief from the levy is not used to avoid proper liability for the levy, the Regulations require that any relief originating from affordable housing or charitable development must be repaid if the development no longer qualifies for the relief granted within a period of seven years from commencement of the chargeable development.

A charging authority can also choose to offer discretionary relief on:

- the investment activities of charitable institutions; and
- in exceptional circumstances:
  - the cost of complying with S106 planning obligation is greater than the chargeable amount payable by a developer;
  - there is an unacceptable impact on the economic viability of a development
  - that the granting of relief would not constitute state aid.

The Council will not expect to implement any discretionary exemptions. The Council believes the charge is viable and will monitor the charge to ensure it remains viable. Should

circumstances change the Council will seek to revise the levy rather than provide any discretionary relief from the charge.

For further details on CIL relief please see the Community Infrastructure Levy Relief: Information document<sup>3</sup>.

### Regulation 123 List

The following table comprises Harrow Council's Regulation 123 List. It includes the strategic infrastructure that the Council currently considers it is likely to apply CIL revenues to. The Regulation 123 List will be kept under review and may change depending upon the following:

- Changes to local or national funding streams in respect of CIL eligible infrastructure; and
- The requirements of the regulations governing the level of the "meaningful proportion" of CIL that is to be passed to local communities.

Infrastructure currently considered likely to benefit from the application of CIL funding	
Education facilities	Early years, primary and secondary schools
Health services	GPs, acute healthcare
Social care	Supported accommodation
Emergency services	Police, Ambulance and Fire Services
Cultural and community facilities	Libraries and community halls
Improvements to public open space	Parks, natural green space, civic space and green corridors and green grid
Improvements to biodiversity	
Public recreation and leisure facilities	Neighbourhood and Youth Play space, sports and leisure centres, swimming pools and playing pitches
Cemeteries and burial space	
Strategic transport facilities	Roads, buses, cycling, rail and underground
Strategic flood mitigation	

<sup>3</sup> Communities and Local Government (2011), Community Infrastructure Levy Relief Information Document: <http://www.communities.gov.uk/documents/planningandbuilding/pdf/19021101.pdf>



## REPORT FOR: **CABINET**

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<b>Date of Meeting:</b>	18 July 2013
<b>Subject:</b>	Discretionary Housing Payment
<b>Key Decision:</b>	Yes
<b>Responsible Officer:</b>	Tom Whiting, Corporate Director of Resources
<b>Portfolio Holder:</b>	Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Service and Corporate Services, Property and Major Contracts
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	Yes
<b>Enclosures:</b>	Appendix A - Consultation Booklet Appendix B – Consultation Report Appendix C - Policy Appendix D - EqIA

### **Section 1 – Summary and Recommendations**

This report sets out the changes to the Discretionary Housing Payment Policy in the light of increased funding from central government in response to Welfare Reforms.

## **Recommendations:**

1. Agree and adopt the new Discretionary Housing Payment Policy for 2013-14 as recommended by officers
2. Agree that the policy will remain in place for future years unless a substantial change in legislation or funding results in a need for review.
3. Agree that the policy will be reviewed in any event after a period of three years if it remains unchanged.

## **Reason: (For recommendation)**

The Discretionary Housing Payment policy has incorporated feedback from consultation with internal services, the public and voluntary agencies. It has been shaped to target £1.2m between those households identified as in greatest need following the implementation of welfare reforms to Housing Benefits.

## **Section 2 – Report**

### **2 Introductory paragraph**

- 2.1 The Discretionary Housing Payment fund (DHP) is a ring-fenced grant allocated from central government to enable local authorities to provide additional financial assistance for housing costs to Housing Benefit households. Historically this has been paid in exceptional circumstances to support residents in financial hardship, normally on a short-term basis. Since 2011/12 the grant has increased in response to the welfare reforms to help mitigate the impacts for households receiving Housing Benefits.

### **Background**

- 2.2 Since 2011 a broad programme of welfare reforms has begun implementation and will continue into 2013-14. These reforms include the following changes which affect Housing Benefit entitlement:
- Changes to Local Housing Allowance:
    - Capped to a four bed rate
    - Restricted to a shared accommodation rate for single people under 35 years
    - Set at the 30<sup>th</sup> percentile in place of 50<sup>th</sup> percentile
  - Social Sector Size Criteria – a limit to the number of bedrooms a working age household in the Social Rented Sector is entitled to for the purposes of Housing Benefit

- Benefit cap – a cap on benefit payments for working age, starting with Housing Benefit, to £350 for single people, £500 for others. Exemptions are in place for households in receipt of Disability Living Allowance and Working Tax Credit.
- 2.3 The DHP grant has been specifically increased to mitigate against the impact of the above reforms. However we must also note that residents may be impacted cumulatively by other changes which include
- Council Tax Benefit has been reduced and localised, local authorities having been instructed to introduce local council tax support schemes with effect from 1/4/2013 which added additional financial pressures to working age households in receipt of Benefits. This is due to funding cuts in this area by Central Government, which means awards are on average 20% less than under the previous national scheme.
  - Personal Independent Payments will replace Disability Living Allowance for working age claimants as from April 2013. The impact of these changes is not known however it has been forecast that approximately 560,000 people will be impacted nationally
  - Universal Credit will be introduced from October 2013 through to 2017 and will impact all working age households claiming benefits. The impact of these changes is not yet known.
- 2.4 In response to these reforms Harrow is implementing a mitigation package under the umbrella of the Help Scheme. Within this package sits the Emergency Relief Scheme, HRA Hardship Fund, Xcite Funding and Discretionary Housing Payments. The alignment of these schemes provides a single point of contact to the customer, enabling a simplified customer journey and prioritisation of spend within the Council's discretionary hardship funds.
- 2.5 All discretionary hardship schemes under the Help Programme have been designed with reference to relevant corporate strategies, including Harrow's Homelessness Strategy.
- 2.6 Discretionary Housing Payments have been in place for a number of years, providing additional support for Housing Benefit claimants. The scheme sits within a legislative framework which restricts use of the fund to the provision of financial assistance for the purposes of 'housing costs'. The term 'housing costs' is not defined by law and there is no statutory requirement for the local authority to spend money. However, any unspent funds would have to be returned.
- 2.7 In anticipation of the migration of Housing Benefit into Universal Credit, legislation has been amended to extend statutory qualifying criteria to Universal Credit. Administrative responsibilities for Discretionary Housing Payment will remain with the local authority once Universal Credit is in place. Universal Credit will be administered by the Department of Work and Pensions.

### **3 Financial Context**

- 3.1 The Discretionary Housing Payment allocation formula is based upon a number of factors including the Housing Benefit caseload makeup and the forecast impacts of Social Sector Size Criteria and Benefit Cap. The initial allocation was based on a national implementation date for the Benefit Cap of April 2013. When the date was put back to July, and now to August 2013, the grant has not been reduced to reflect the reduced impact in year.
- 3.2 In light of Harrow having nearly 600 households impacted by the Size Criteria and 700 forecast as restricted by the Benefit Cap, the Discretionary Housing Payment allocation has increased by 400% to £1.2m

2011/12	£150,295
2012/13	£316,372
2013/14	£1.2m

- 3.3 While legislation allows the local authority to bolster this fund by up to a further 150%, this approach has not been adopted by Harrow in previous years and no additional funding has been allocated internally for 2013/14. The grant is ring-fenced for the purposes stated within statute and any unspent funds may not be carried forward and are actually returned to central government. Furthermore, the amount of Discretionary Housing Payment expenditure by the local authority will be taken into account in the Department of Work and Pensions' (DWP) funding allocation calculation for the following year.
- 3.4 The national Discretionary Housing Payment funding pot for 2014-15 is not currently set but is forecast as £135m, compared to 2013-14 £165m. Discretionary Housing Payments may be paid across financial years, particularly where made as a long term payment or to support a family until the end of the academic year. However, the grant for the relevant year that the payment relates to must have sufficient funds to cover any future payments committed to.

### **4 Options Considered**

- 4.1 Prior to Welfare Reform implementation of Harrow's annual Discretionary Housing Payment, spend averaged £100,000 pa. Loss to households as a result of Social Sector Size Criteria is estimated at £700,000 pa and £3.8m pa from the Benefit Cap. With a potential total demand in excess of £4.6m, the policy needs to enable targeting of the available £1.2m.
- 4.2 With much uncertainty around real term impacts of welfare reform and unknown future funding, the Discretionary Housing Payment policy is required to be flexible enough to limit demand while being broad enough to maximise spend where additional financial assistance is required. Prior to consultation with the public and the voluntary sector, Elected Members, through the Welfare Reform Steering Group, and internal Council Services have had the opportunity to help shape the policy including Housing Benefits, Housing, Childrens, Community, Health & Wellbeing and Economic Development.

- 4.3 Legislation restricts opportunities for spending of Discretionary Housing Payment to 'housing costs'. While 'housing costs' are not defined by statute the term is widely interpreted as:
- Eligible rent as defined by the Housing Benefit Regulations 2006 – used to top up the weekly shortfall between Housing Benefit and eligible rent
  - Rent deposits
  - Rent in Advance
  - Removal costs.
- 4.4 In addition Harrow's policy will include:
- Lump sum expenditure items that are essential to enable the property to be used as a home.
- 4.5 Discretionary Housing Payment cannot be used to pay Council Tax.

## **5 Consultation**

- 5.1 Following input from Elected Members and internal Services, consultation was carried out with the public and voluntary sector between 20<sup>th</sup> May and 16<sup>th</sup> June 2013. Consultation booklets were sent to 176 Discretionary Housing Payment applicants, both successful and non-successful, with an invitation to respond to the questionnaire and/or attend a workshop to be involved in face to face feedback. Opportunities to feed into the process were also given to the Welfare Reform Community Reference Group whose membership includes: This group includes membership from the Citizen's Advice Bureau (CAB), Harrow Association of Disabled People (HAD), Harrow Mencap, the Landlords Association, Harrow Law Centre, Age UK, Mind in Harrow, Harrow Carers, Harrow Association of Somalie Organisations (HASVO), Councillors, The Equalities Centre, Jobcentre Plus, Unions and representation from all Council Services.
- 5.2 Furthermore a workshop was held with Registered Social Landlords whose stock includes Housing Benefit properties in Harrow.
- 5.3 Consultation documents were made available online signposting to a variety of channels including:
- Telephone
  - Face to face through a workshop
  - Email
  - Hard copy
  - Online survey

The consultation booklet can be found at Appendix A.

- 5.4 In total twelve responses were received from the public, which included one from a voluntary advice agency and two that had been completed on the web. The CAB also provided an overarching response. Two workshops were also held, one with the public and one with Registered Social Landlords. Previous users of the scheme and voluntary sector agencies were invited to attend the

public workshop however only one person attended. The consultation report is held in Appendix B.

5.5 All respondents were generally in support of the policy with minimal suggestions for change.

Question		Summary of Feedback
1.	<p>Do you agree with the principles of the Discretionary Housing Payment policy? If no why?</p>	<p>Responses were generally positive with 11 respondents in full agreement with the principles. Comments made were:</p> <ul style="list-style-type: none"> <li>- How can the applicant prove a risk to health and safety</li> <li>- Discretionary Housing Payments should apply to new applicants of housing</li> <li>- Ensure policy prevents duplicate provision of support</li> </ul> <p>The Council's response:</p> <p>§ <i>The principles remain as they are</i></p> <p>§ <i>The Policy enables new and existing claimants of Housing Benefit to access the Discretionary Housing Payment fund.</i></p> <p>§ <i>The Policy has been amended to clarify the scheme is available to new and existing claimants.</i></p> <p>§ <i>Evidence will be requested where appropriate to support the application, eg medical evidence</i></p> <p>§ <i>The Policy prevents duplicate payments as the applicant must 'Not have received funds elsewhere for the rent/household item they are applying for'</i></p>
2.	<p>Bearing in mind that the policy has to sit within the statutory framework and within the framework for housing costs do you think any groups of people have been missed within the qualifying criteria?</p>	<p>The majority of respondents made no further suggestions for groups to be included. Comments made were:</p> <ul style="list-style-type: none"> <li>- People provided with Social Housing due to past criminal should be an included group</li> <li>- Concern that the list of qualifying criteria will become the final definition by default</li> <li>- Concern that people who are not in receipt of Housing Benefit cannot get DHP assistance for a rent deposit or rent in advance.</li> </ul> <p>The Council's response:</p> <p>§ <i>Ex-prisoners are included within the list of qualifying criteria.</i></p> <p>§ <i>Policy states that households applying who do not meet the qualifying criteria will still be considered and in exceptional circumstances an award can be made</i></p> <p>§ <i>Operational guidance to clarify this approach and partnership working with Housing to provide most appropriate support to non-Housing Benefit households</i></p>
3.	<p>To help us to support as many households as</p>	<p>Again most respondents supported this approach. Additional comment was made to</p>

	<p>possible we will be looking at the financial circumstances of the person applying for Discretionary Housing Payment on a case by case basis. Each applicant will be considered so the Council can understand their financial need and whether the person could contribute to their housing costs themselves. Are there any issues that we need to consider when taking forward this approach?</p>	<p>ensure the approach was implemented on a case by case process and that various income and expenditure should be included in the assessment</p>
<p>The Council's response:</p> <p>§ <i>The policy incorporates a case by case approach</i></p> <p>§ <i>Operational guidance will include key income and expenditure items to be taken into account in the affordability assessment</i></p>		
<p>4.</p>	<p>Are there any circumstances that haven't been taken into account within the financial criteria?</p>	<p>The majority either stated 'no' or left this answer blank.</p>
<p>The Council's response:</p> <p>§ <i>Policy to remain as is with respect to financial criteria with operational guidance to support the assessment process</i></p>		
<p>5.</p>	<p>Do you have any further comments on the policy</p>	<p>Additional comments were generally positive stating that all aspects were covered. Four further comments regarding the Discretionary Housing Payments policy were:</p> <ul style="list-style-type: none"> <li>- Rent should be fully covered by the Council for the unemployed and old people</li> <li>- Help should be available for people who are trying to help themselves</li> <li>- People who have or are disabled should not be taken into account for Bedroom Tax</li> <li>- The policy is very clear</li> </ul>
<p>The Council's response:</p> <p>§ <i>The Discretionary Housing Payment fund is not sufficient to meet the needs of all unemployed and elderly residents. Housing Benefit is a means tested benefit that provides a level of support that is set by statute. This can only be topped up in those exceptional circumstances identified by the policy.</i></p> <p>§ <i>The policy adopts a criteria that a successful applicant must 'Be</i></p>		

	<p><i>willing to adhere to opportunities for support to assist in becoming financially independent, eg work programmes as identified under the Harrow Help Scheme.’ It is anticipated that this will assist those residents who are in a position to help themselves become long-term financially independent.</i></p> <p>§ <i>Disabled households will be considered under the Discretionary Housing Payment policy on a case by case basis, including where Housing Benefit is restricted due to the Size Criteria rules.</i></p>
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## **6 Discretionary Housing Payment Principles**

- 6.1 The principles adopted within the Discretionary Housing Payment Policy can be found in Appendix C pages 1 – 2. Principles have been aligned to other discretionary hardship funding schemes and aim to result in long-term, sustainable financially independent living wherever this is a feasible outcome.
- 6.2 Relevant corporate strategies such as the Homelessness Strategy have also been considered in the drafting of the Discretionary Housing Payment principles.

## **7 Qualifying Criteria**

- 7.1 Qualifying criteria have been brought together as a guide to applicants and decision makers to understand the type of scenarios a household must be experiencing for an award of Discretionary Housing Payment to be made. Falling within one of more of the criteria will not result in an automatic award, but each case will be considered on its own merits to enable an informed decision to be made.
- 7.2 All of the criteria reflect the policy intention of other hardship schemes including that an applicant must:

*Be willing to adhere to opportunities for support to assist in becoming financially independent, eg work programmes as identified under the Harrow Help Scheme.*

- 7.3 This enables the Discretionary Housing Payment fund to be managed alongside the Help Scheme which provides support to households affected by welfare reform to identify solutions that will enable them to become financially independent, such as through finding work, wherever this is a feasible option.

All of the qualifying criteria are listed on pages 3 – 5 of the policy in Appendix C.

## **8 Financial criteria**

- 8.1 Discretionary Housing Payment awards must be made from the ring-fenced, grant limited fund. As such the key financial criteria will be that there is available funding remaining within the funding pot. To ensure funds are available for the whole year, awards must be made only to those households that are experiencing financial hardship.



- 8.2 Financial hardship is not defined in legislation and each case will be considered independently. The intention of the criteria listed is to ensure that households identify all other opportunities available to them before accessing the Discretionary Housing Payment fund, including the application of an affordability assessment to ascertain how much the household can afford to contribute to a shortfall in rent. This assessment will take account of the impact of all financial losses the household is experience as a result of welfare reform.
- 8.3 In all instances the outcome of an award must be to resolve the financial predicament for the household either in the short or long term.

## **9 Administration of Discretionary Housing Payments**

- 9.1 The administrative process surrounding Discretionary Housing Payments remains largely unchanged from previous years and can be found in the policy under Appendix C pages 5 – 9.
- 9.2 Decision makers sit within the Emergency Relief Scheme & Hardship Scheme to enable both a holistic view of the customer and prioritisation of expenditure of discretionary funding. The funding for this resource has been transferred across from the Housing Benefit budget and merged with the Emergency Relief & Hardship Team.
- 9.3 Invitations to claim a Discretionary Housing Payment are offered to residents when a restriction to Housing Benefit is applied by the Housing Benefit Service. Applications may be made either by hard copy, electronically or in person with subsequent written confirmation.
- 9.4 If the customer is dissatisfied with the outcome of the decision they have the right to request the decision is reviewed. A review will be carried out by an officer who is in a more senior position to the first decision maker, whose decision will be final.

## **10 Legal Implications**

- 10.1 The Council must comply with the Discretionary Financial Assistance Regulations 2001 as amended and take account of the Department for Work and Pensions best practice guidance. The policy acknowledges the legal framework and uses local discretion to clarify criteria where not defined by statute, while taking account of its public law duties when making this decision. This includes taking account of the equality implications, results of the consultation and other relevant material.

## **11 Financial Implications**

- 11.1 This is a report of the Corporate Director of Resources and deals with financial matters throughout.
- 11.2 The Discretionary Housing Payment policy sets out a framework to ensure the spend of £1.2m grant meets the required outcomes to support residents

affected by welfare reform and assists in sustainable, financially independent living.

## **12 Performance Issues**

- 12.1 The Emergency Relief & Hardship Team consists of 4 FTEs who will administer Discretionary Housing Payments, Emergency Relief, HRA Hardship Fund and Xcite Hardship Fund. With a 400% increase in funding the number of applications is expected to rise with pre-emptive work taking place within the Council and supported by partners to minimise the reliance on the Discretionary Housing Payment fund.
- 12.2 In reality the volumes will not be known until the Benefit Cap is implemented August – September 2013.
- 12.3 Due to the reduction in resources, to both the Council and the voluntary sector, there is a risk that demand will outweigh the resources available for delivery of advice and support to residents signposted through the Harrow Help Scheme. Monitoring will be carried out and where gaps are identified the Hardship Fund will be used to help mitigate this.
- 12.4 Applications to the Discretionary Housing Payment Scheme will be monitored through quantitative data that will be captured through the Housing Benefit software already used for the assessments of Benefits and Discretionary Housing Payments. Data will be fed back through the Welfare Reform governance structure to provide an understanding of the impacts of reforms and effectiveness of mitigations including Discretionary Housing Payments.
- 12.5 The fund will be monitored on a weekly basis, particularly during the roll out of the Benefit Cap, to ensure there is no overspend and to enable most effective targeting of spend.

## **13 Environmental Impact**

- 13.1 There are no direct environmental impacts.

## **14 Risk Management Implications**

- 14.1 The programme of welfare reforms is broad and the impacts currently unknown. While extensive forecasting has been undertaken, the reality of the effects of the changes will not be seen until the reforms have been implemented. Analysis and prior Discretionary Housing Payments have been used to shape the policy but there are still many unknowns and it is not possible to understand demand until reforms are in place.
- 14.2 Funding is allocated on a yearly basis with uncertainty for future years. In specified circumstances the Discretionary Housing Payment policy supports residents medium or long-term, crossing financial years. If Harrow's grant in 2014-15 is insufficient to meet these commitments then awards will have to be reviewed and potentially withdrawn.

- 14.3 The national Discretionary Housing Payment funding pot for 2013-14 is £165m. It is currently set at £135m for 2014-15. The policy has taken this into account and based on a proportionate reduction in Harrow's allocation will be sufficient to meet the needs using the qualifying criteria.

## 15 Equalities implications

- 15.1 The Equalities Impact Assessment can be found in Appendix D. The proposed policy mitigates impacts of welfare reforms for residents receiving Housing Benefit. No adverse feedback or impacts have been identified through the development of the draft policy or through the consultation.
- 15.2 The groups affected by welfare reform and consequently more likely to receive assistance through the Discretionary Housing Payment scheme are working age, families.

## 16 Corporate Priorities

- 16.1 The Discretionary Housing Payment Policy supports and protects people who are most in need and as such reflects the aims of our corporate priorities.

## Section 3 - Statutory Officer Clearance

Name: Simon George	<input checked="" type="checkbox"/>	Chief Financial Officer
Date: 4 July 2013		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 21 June 2013		

## Section 4 – Performance Officer Clearance

Name: Martin Randall	<input checked="" type="checkbox"/>	on behalf of the Divisional Director Strategic Commissioning
Date: 25 June 2013		

## Section 5 – Environmental Impact Officer Clearance

Name: Andrew Baker



on behalf of the  
Corporate Director  
Environment and  
Enterprise

Date: 24 June 2013

## Section 6 - Contact Details and Background Papers

**Contact:** Fern Silverio (Divisional Director – Collections & Housing Benefits),  
Tel: 020-8736-6818 / email: [fern.silverio@harrow.gov.uk](mailto:fern.silverio@harrow.gov.uk)

**Background Papers:** Appendices as attached

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

**NOT APPLICABLE**

*[Call-in applies]*

## Discretionary Housing Payment Policy Consultation

### Why are we consulting?

All Councils receive Discretionary Housing Payment (DHP) funding from the Government. The funding is ring fenced which means the Council must use this money to provide additional financial assistance for housing costs to households that receive Housing Benefit. From April 2013 this funding can also be used to support households in receipt of Universal Credit Housing Costs (UHC).

This funding has increased substantially this year to reflect the roll out of the changes to Housing Benefits included within the welfare reforms. Harrow Council must ensure the use of the funding sits within the legal framework however it does have some discretion on where the funding is targeted and as a result is in the process of developing a Discretionary Housing Payment policy. Harrow Council will only award Discretionary Housing Payments from the Central Government funding allocation which for the year April 2013 to March 2014 is £1.2 million, and will not seek to top up this grant from other funding available to the Council.

The Council wants to ensure the policy is inclusive and reflects the views of people living in Harrow and we are therefore consulting with you on the development of this policy. For more information on the draft policy please go to [www.harrow.gov.uk/DHPconsultation](http://www.harrow.gov.uk/DHPconsultation) or phone 020 8420 9332 to request a copy.

### The Legal Framework

The legal framework from Discretionary Housing Payments sits within the Discretionary Financial Assistance Regulations 2001 and provides the following framework that the Council must adhere to:

- Discretionary Housing Payment may only be awarded to people in receipt of Housing Benefit or Universal Credit Housing Costs from Harrow Council;
- Discretionary Housing Payment may only be awarded to people who the Council find are in need of additional financial assistance to enable them to meet their housing costs;
- Discretionary Housing Payment may not be awarded to cover housing costs that are specified as ineligible for Housing Benefit or Universal Credit Housing costs;
- Where Discretionary Housing Payment is awarded to assist with weekly rental liability, payments will not exceed the rental liability less any ineligible charges for Housing Benefit or Universal Credit Housing Costs;
- Discretionary Housing Payment cannot be used to:
  - o Assist with the payment of Council Tax;
  - o Cover an increase in rent to cover arrears;

- To cover sanctions, reduction in benefits due to collection of debt or due to a failure to comply with a Child Support Agency Order for recovery of a housing benefit overpayment.

## **Discretionary Housing Payment Funding**

Harrow is committed to ensuring that to access discretionary financial support the customer journey is simple and effective and only requires a single point of contact. Therefore this funding will sit within the Harrow Help Scheme and will be aligned with other pots of discretionary funding to make best use of the resources available to support people impacted by the changes within the welfare reforms.

The Discretionary Housing Payment fund has increased by nearly 400% for the year April 2013 to March 2014 to reflect the impact of the welfare reforms. The amount of grant Harrow receives is calculated using the numbers of households receiving Housing Benefit within the area, previous spend of the fund and the forecasted impacts of the following welfare reform changes:

- Local Housing Allowance (LHA) reforms
- Social Sector Size Criteria
- Benefit Cap

You will find information about the changes within the welfare reforms on the Harrow Council website at [www.harrow.gov.uk/benefits](http://www.harrow.gov.uk/benefits)

## **The main features of the Discretionary Housing Payment Scheme**

### **Principles of the Discretionary Housing Payment Scheme**

The proposed principles of the Discretionary Housing Payment scheme are aligned to the Harrow Help Scheme, Emergency Relief Scheme, HRA Hardship Fund and Xcite Employment Support grant by supporting residents into long term, sustainable financially independent living. The draft policy acknowledges that for some households long term financial support with housing costs is required and addresses these circumstances within the limitations of the available funding.

The principles of Harrow's Discretionary Housing Payment scheme are:

- To provide short-term support to assist long-term, sustainable financial independence
- To provide long term support where a household's circumstance are deemed to be such that sustainable financial independence is not an option, e.g. due to disability
- To align with the Harrow Help Scheme, Emergency Relief Scheme, HRA Hardship Fund and Xcite Employment Support Grant

- To support the Homelessness Strategy and help reduce poverty in the borough
- To help support residents into work
- To reduce the risk to health and safety of households
- To support safeguarding of children and adults and promoting family

## Housing Costs

- Whilst the government has prescribed that this funding must be used to support people with their housing costs, no further detail on this definition is provided. Under Harrow's Discretionary Housing Payment policy 'housing costs' are defined as: Eligible Rent as defined by the Housing Benefit Regulations 2006 or Rent Payments as defined by the Universal Credit Regulations 2013. Ineligible costs include service charges such as gas or electricity
- Rent deposit
- Rent in advance
- Removal costs
- Lump sum expenditure for household items that are essential to enable the property to be used as a home

An application for Discretionary Housing Payment will be considered for the following situations where it is demonstrated that the claimant is unable to meet these costs by other means:

- Housing Benefit/Universal Credit Housing Cost shortfall in rent due to welfare reform including Benefit Cap, Social Sector Size Criteria and reductions in Local Housing Allowance (LHA)
- Housing Benefit/Universal Credit shortfall in rent due to Local Housing Allowance/rent officer restriction
- Housing Benefit/Universal Credit shortfall in rent due to level of household income
- Housing Benefit/Universal Credit shortfall in rent due to non-dependant deductions
- Rent deposit/rent in advance
- Removal costs
- Household items that are required to enable the property to be used as a home.

The following are costs for which Discretionary Housing Payment cannot be paid:

- Ineligible service charges as defined by the Housing Benefit Regulations 2006 or Universal Credit Regulations 2013
- Rent arrears, including where these have been added to ongoing rent payments
- Council tax
- Costs resulting from a suspension in Housing Benefit or Universal Credit
- Shortfall resulting from recovery of Housing Benefit or Universal Credit overpayment from ongoing benefits
- Shortfall resulting from a sanction or reduction in Housing Benefit or Universal Credit imposed by the Department of Work and Pensions

#### **Access to the scheme**

People will be able to access the scheme through the completion of a form or by telephoning the Council. The Council will, where possible, get information on the applicant's circumstances internally or through the Department of Work and Pensions. However where appropriate the applicant will be required to provide information to support their application within one month. If this is not provided then the claim will be considered defective.

#### **Qualifying criteria**

As well as meeting the legal criteria applicants must also meet the following qualifying criteria before any decision is made:

- Not have received funds elsewhere for the rent/household item they are applying for;
- Not have received a Discretionary Housing Payment for a rent deposit, rent in advance or removal costs within the last two years with exception of people fleeing domestic violence, suffering from mental health illness (known to mental health partners, Central and North West London NHS Foundation Trust (CNWL), and in receipt of mental health care package) or intentionally homeless; and
- Be willing to adhere to opportunities for support to assist in becoming financially independent, e.g. work programmes as identified under the Harrow Help Scheme



Furthermore applicants or household members must, in most instances, fall into one of the groups listed below. Meeting any of the criteria will not in itself result in an award being made. The following are a guide to the types of scenarios when Discretionary Housing Payment may be awarded, but each case will be considered on its own merits.

- Disabled. Defined as in receipt of Disability Living Allowance, Personal Independence Payment, Employment and Support Allowance (support component), Armed Forces Personal Independence Payment, Attendance Allowance or registered blind;
- Suffering with severe medical complaint that results in additional needs;
- Pensioner. As per DWP definition;
- An expectant mother within 3 months of child birth requiring an additional room following the birth of the child;
- A child in the household will turn 10 years of age within 6 months and due to them being of the opposite sex to their sibling(s) are entitled to an additional room under Housing Benefit/Universal Credit rules;
- A single applicant who within 6 months will turn 35 years and their rent is restricted under the Shared Accommodation Rate rules;
- A move would result be seriously detrimental to a child's education, eg within a year of GCSE exams.
- Household member is leaving institutional care;
- Household member is at risk of entering institutional care;
- Fleeing domestic violence;
- Entering into work or in long term genuine and effective employment;
- Ex-prisoner leaving prison;
- Suffering with mental health issues (known to mental health partners, CNWL, and in receipt of mental health care package) and known to Social Services;
- Family open in the last three months or open now to specified Children's Services (Statemented Educational Needs, Children with Disability, Youth Offending Team, Children in Need, Children Looked After, Early Interventions Service, under Child Protection Plan);
- Household requirement to remain in locality of specialist support needed by household members, e.g. health care provision
- Requirement of household to remain in accommodation due to lack of suitable alternative, cheaper accommodation, e.g if property adapted for disability
- Households needing to move on advice of Police e.g witness protection.

## Financial Criteria

Once identified as meeting one or more of the above, the applicant's circumstance will be considered to find out whether they have the ability to manage all or some of the cost themselves. Each case will be dealt with on a case by case basis. The financial criteria against which this decision will be made are:

- Discretionary Housing Payment funding is still available
- Household is experiencing severe financial hardship
- Income and expenditure available to the household compared to the amount of the housing cost applied for
- The ability of all household members to financially contribute including any assets held
- Whether payment of Discretionary Housing Payment will resolve financial difficulties
- Whether payment of Discretionary Housing Payment promotes financial independence, including to take up work
- Reasonableness of rent charged
- Other steps taken by applicant to resolve financial difficulties, such as negotiating rent level with landlord
- No alternative financial assistance available to household
- Additional household expenditure due to illness/disability

Any case falling outside of the discretionary criteria will be considered on its own merits and in exceptional circumstances may result in an award of Discretionary Housing Payment. The exception to this rule is where funds are not available.

Underpinning this decision making process will be whether the payment of a Discretionary Housing Payment will resolve, either temporarily or long term, the financial predicament for the household, and whether moving the household would prevent them from accessing the support/employment/education they receive in their current property.

## We want your views

Harrow Council is committed to making sure its residents get the opportunity to influence the development of the Discretionary Housing Payment Policy. We are consulting with you from 20<sup>th</sup> May 2013 to 16<sup>th</sup> June 2013.

You can give your views by:

**Questionnaires** - You can complete the questionnaire that came with this booklet and return to the following freepost address:

London Borough of Harrow  
Freepost  
PO Box 730  
Civic Centre  
Harrow, Middlesex HA1 2DU

**Workshops/Meetings** – We will be working with Voluntary Groups in the area to make sure users of the service get an opportunity to have their say. A workshop will be held on Monday 10<sup>th</sup> June 2013, 14:00 – 16:00 in the Members Lounge at Harrow Civic Centre. If you are interested in attending please call us on 020 8420 9332 or email [benefits@harrow.gov.uk](mailto:benefits@harrow.gov.uk)

**Online** – Visit [www.harrow.gov.uk/dhpconsultation](http://www.harrow.gov.uk/dhpconsultation) to find information about this consultation and to view the draft policy. You can also complete the questionnaire on line.

**Telephone** - 020 8420 9332 (Please note that after working hours there is an answer phone on this telephone. Please leave your contact number and we will call you back.)

**Email** – you can email your comments or queries to [benefits@harrow.gov.uk](mailto:benefits@harrow.gov.uk)

## How the decisions will be made

Once the consultation is complete the feedback will be collated, anonymised and will be used to shape the Discretionary Housing Payment policy. A report will be written and presented at the Council's Cabinet meeting in July 2013 where the final decision on what the pilot scheme is going to look like will be made.

## Questionnaire

We want you to give your views and help us to shape the new scheme. Please complete the following questionnaire and return it to us by Freepost to London Borough of Harrow, Freepost, P.O. Box 730, Civic Centre, Harrow, Middlesex HA1 2DU.

Questionnaires must be returned no later than 14<sup>th</sup> June 2013.

- 
1. Do you agree with the principles of the Discretionary Housing Payment policy? (The principles are at the beginning of this booklet at page 2)

Yes  No

If you have answered no please let us know what you think they should be

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2. Bearing in mind that the policy has to sit within the statutory framework and within the framework for housing costs do you think any groups of people have been missed within the qualifying criteria? (The statutory and housing costs framework are explained on pages 1 & 3 of this document)

Yes  No

If you have answered yes, please let us know the groups that you feel have been missed and why.

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3. To help us to support as many households as possible we will be looking at the financial circumstances of the person applying for Discretionary Housing Payment on a case by case basis. Each applicant will be considered so the Council can understand their financial need and whether the person could contribute to their housing costs themselves. Are there any issues that we need to consider when taking forward this approach? Please state below.

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4. Are there any circumstances that haven't been taken into account within the financial criteria? (The financial criteria is explained on page 5 of this document)

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5. Do you have any further comments on the policy?

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**Information about you**

6. Are you completing this form on behalf of an organisation that supports people to make applications to the Discretionary Housing Payment funding?

Yes  No

If you have answered yes please let us know the name of the organisation and if you are happy for us to contact you please leave your contact details below

\_\_\_\_\_

\_\_\_\_\_

7. It would be helpful for us to know if you have experience of applying for a Discretionary Housing Payment before?

Yes  No  Don't know

My application was successful.....

My application was not successful.....

I prefer not to say.....

**Monitoring Information**

Harrow Council is required by law, Equality Act 2010, to collate equality information. The collated information will not only help the council demonstrate compliance with the law but also assist the Council to assess the impact of the policies, services and decisions on all the Protected Characteristics covered by the Act and ensure our policies and services are fair and accessible. The information will also enable us to monitor our progress with regards to addressing inequality and allow our employees and service users see how we are performing on equality.

Should you wish to supply the information it will be kept confidential and separate from your consultation response and only be used for statistical analysis

**Your age**

- 0-15   
  16-24   
  25-34   
  35-44   
  45-54   
  55 -64  
 65+   
  Prefer not to say

**Do you consider yourself to have a disability according to the terms given in the Equality Act 2010?**

Under the Equality Act 2010 a person is disabled if they have a physical or mental impairment which has a substantial and long term effect on their ability to carry out normal day-to-day activities which would include things like using a telephone, reading a book or using public transport.

- Yes   
  No   
  Prefer not to say

If "yes" please specify:

- |   |  |
|---|--|
| <input type="checkbox"/> Communication                | <input type="checkbox"/> Learning      |
| <input type="checkbox"/> Mobility                     | <input type="checkbox"/> Visual        |
| <input type="checkbox"/> Hearing                      | <input type="checkbox"/> Mental Health |
| <input type="checkbox"/> Physical                     |  |
| <input type="checkbox"/> Other (please specify) _____ |  |

**Your sex**

- Male   
  Female   
  Prefer not to say

**Is your gender identity the same as the gender you were assigned at birth?**

- Yes   
  No   
  Prefer not to say

**Your religion and belief (please tick appropriate box)**

- |   |  |                                      |                                   |
|---|--|--------------------------------------|-----------------------------------|
| <input type="checkbox"/> No religion                  | <input type="checkbox"/> Agnostic          | <input type="checkbox"/> Baha'i      | <input type="checkbox"/> Buddhism |
| <input type="checkbox"/> Christianity                 | <input type="checkbox"/> Hinduism          | <input type="checkbox"/> Humanist    | <input type="checkbox"/> Islam    |
| <input type="checkbox"/> Jainism                      | <input type="checkbox"/> Judaism           | <input type="checkbox"/> Rastafarian | <input type="checkbox"/> Sikhism  |
| <input type="checkbox"/> Zoroastrian                  | <input type="checkbox"/> Prefer not to say |                                      |                                   |
| <input type="checkbox"/> Other (please specify) _____ |  |                                      |                                   |

**Your sexual orientation**

- |                                       |  |   |
|---------------------------------------|--|---|
| <input type="checkbox"/> Bisexual     | <input type="checkbox"/> Gay man           | <input type="checkbox"/> Gay woman/Lesbian      |
| <input type="checkbox"/> Heterosexual | <input type="checkbox"/> Prefer not to say | <input type="checkbox"/> Other (please specify) |

**Your ethnic group**

These are based on the 2011 Census categories but include categories to reflect the communities of Harrow and are listed alphabetically below. Please choose ONE section from A to E then tick or write in appropriate box to indicate your ethnic background

**A. Asian or Asian British**

- |   |   |                                 |                                    |
|---|---|---------------------------------|------------------------------------|
| <input type="checkbox"/> Afghan   | <input type="checkbox"/> Bangladeshi      | <input type="checkbox"/> Indian | <input type="checkbox"/> Pakistani |
| <input type="checkbox"/> Sinhalese  | <input type="checkbox"/> Sri Lankan Tamil |                                 |                                    |
| <input type="checkbox"/> Any other Asian background (please write in) _____ |   |                                 |                                    |

**B. Black, Black British**

- |   |                                    |                                 |
|---|------------------------------------|---------------------------------|
| <input type="checkbox"/> African  | <input type="checkbox"/> Caribbean | <input type="checkbox"/> Somali |
| <input type="checkbox"/> Any other ethnic group (please write in) _____ |                                    |                                 |



C. Other Ethnic Group

- Arab       Chinese       Iranian       Iraqi       Kurdish  
 Lebanese  
 Any other ethnic group (please write in) \_\_\_\_\_

D. Mixed

- White & Black African       White & Black Caribbean       White and Asian  
 Any other Mixed background (please write in) \_\_\_\_\_

E. White

- Albanian       British       English       Gypsy/Roma Traveller  
 Irish       Irish Traveller       Polish       Romanian       Scottish  
 Serbian       Welsh       Prefer not to say  
 Any other White background (please write in) \_\_\_\_\_

**Your marital status:**

- Single       Civil partnership       Married  
 Prefer not to say

**Pregnancy and Maternity: Have you been pregnant and/or on maternity leave in the past two years?**

- Yes       No       Prefer not to say

## Caring Responsibilities

A Carer is someone who spends a significant proportion of their time providing unpaid support to a family member, partner or friend, who is ill, disabled or has mental health or substance misuse problems.

**Do you regularly provide unpaid support caring for someone?**

Yes       No

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# **Discretionary Housing Policy**

## **Consultation Report**

**June 2013**

## Background

The Discretionary Housing Payment (DHP) is funding that is given to all Councils by central Government to provide housing costs to households that receive Housing Benefit. This funding is ring fenced and therefore the Council must use this money to provide additional financial assistance for housing costs to households that receive Housing Benefit.

The funding has increased substantially this year to reflect the roll out of the changes to Housing Benefits included within the welfare reforms and as a result of these changes, from April 2013, this funding can also be used to support households in receipt of Universal Credit Housing Costs (UHC). Harrow Council must ensure the use of the funding sits within the legal framework however it does have some discretion on where the funding is targeted and as a result has developed a Discretionary Housing Payment policy. Harrow Council will only award Discretionary Housing Payments from the central Government funding allocation and therefore will not top up this grant from other funding available in the Council. The Discretionary Housing Payment funding for the year April 2013 to March 2014 is £1.2 million.

The Council has ensured that the policy is inclusive and reflects the views of people living in Harrow and therefore has consulted on the development of the policy.

## Consultation

The consultation was carried out from 20<sup>th</sup> May, 2013 to 16<sup>th</sup> June, 2013. People were able to give their views in the following ways:

**Consultation Booklets and Questionnaires** were sent to 176 Discretionary Housing Payment applicants, both successful and non-successful, with an invitation to respond to the questionnaire and/or attend a workshop to be involved in face to face feedback. These documents were also made available to the Community Reference Group to either respond as an organisation or provide to users if appropriate. This multi-agency Reference Group includes membership from CAB, Harrow Association of Disabled People (HAD), Harrow Mencap, the Landlords Association, Harrow Law Centre, Age UK, Mind in Harrow, Harrow Carers, Harrow Association of Somalie Organisations (HASVO), Councillors, The Equalities Centre, Jobcentre Plus, Unions and representation from all Council Services.

**Specific Web pages** were set up which enabled people to be able to view the draft policy as well as complete the web survey.

**Face to face activity (Workshops/Discussion Groups)** were held and all who were sent Consultation Booklets and Questionnaires were invited to attend. A workshop was also held with Registered Social Landlords whose stock includes Housing Benefit properties in Harrow.

## Consultation Feedback

### Questionnaire Feedback

In total 12 completed responses were received from the public which included one from a voluntary advice agency and two that had been completed on the web. The Citizens Advice Bureau (CAB) also provided an overarching response. All responses are detailed below:

#### **Question 1: Do you agree with the principles of the Discretionary Housing Payment Policy?**

	Yes	No	If you have answered no please let us know what you think they should be
Respondents	11	1	<ul style="list-style-type: none"> <li>- How can the Applicant prove a risk to Health and safety?</li> <li>- The policy should apply to new applicants of Housing</li> <li>- CAB – Concern that a resident who has received a voucher from the Housing Needs team to support them into a property could also receive DHP for a rent deposit or rent in advance.</li> </ul>
Percentage	92%	8%	

#### **Question 2: Bearing in mind that the policy has to sit within the statutory framework and within the framework for housing costs do you think any groups of people have been missed within the qualifying criteria?**

	Yes	No	If you have answered yes, please let us know the groups that you feel have been missed and why
Respondents	2	8	<ul style="list-style-type: none"> <li>- People provided with Social Housing due to past criminal activities</li> <li>- Concern about how temporary accommodation can be adapted and landlords don't want property adapted</li> <li>- CAB concern that only people in receipt of Housing Benefit can access the DHP fund and how this assists them into a new property if they aren't currently renting and receiving Housing Benefit</li> </ul>
Percentage  (1 form left blank for this question)	17%	67%	

#### **Question 3: To help us to support as many households as possible we will be looking at the financial circumstances for the person applying for Discretionary Housing Payment on a case by case basis. Each applicant will be considered so that the Council can understand their financial need and whether the person could contribute to their housing costs themselves. Are there any issues that we need to consider when taking forward this approach?**

	Yes	No	Are there any issues that we need to consider when taking forward this approach?
Respondents	5	7	<ul style="list-style-type: none"> <li>- Ability to make rent payments on date that Landlord requires as this is highly distressing</li> <li>- Need a case by case approach and properly analysed</li> <li>- Persons income, house rent, insulation (meaning insurance?) and number of children</li> <li>- Please consider my situation because I am in a financial problem</li> <li>- Need to put in your consideration not only the income for the applicant but also the expenditure particularly if have children</li> <li>- Landlords don't market their houses based on the Council fixed rates as in our case we have been working hard to find a house but having issues with finding landlords that accept Housing Benefit claimants.</li> </ul>
Percentage	42%	58%	

**Question 4: Are there any circumstances that haven't been taken into account within the financial criteria?**

	Yes	No	The circumstances not taken into account
Respondents	3	9	<ul style="list-style-type: none"> <li>- Positive comments regarding content of policy</li> <li>- Harrow should consider my situation or financial criteria because I am on a low income</li> <li>- I will speak for our case I know you do all your best and you think about everything... so for us you've put in your mind everything and you've helped us.</li> </ul>
Percentage	25%	75%	

**Question 5: Do you have any further comments on the policy?**

	Yes	No	Are there any issues that we need to consider when taking forward this approach?
Respondents	6	6	<ul style="list-style-type: none"> <li>- Policy very good and good to prevent practices of abuse</li> <li>- Families who strive to find a job – this type of scheme is needed to sustain families</li> <li>- Policy should remain as is 2013, 2014 and thereafter</li> <li>- Rent payment should be wholly reimbursed by the council in respect of those unemployed and to old people</li> <li>- Policy is important to people on a low income</li> <li>- People who have or are disabled should not be taken into account for the Bedroom Tax</li> <li>- Thanking for positive outcome of application to DHP</li> <li>- CAB – the policy is very clear</li> </ul>
Percentage	50%	50%	

Of the 12 respondents 3 had been unsuccessful at previously applying for a Discretionary Housing Payment and 9 had been successful.

### **Face to Face Feedback**

There were two workshops held, one with the public and one with Registered Social Landlords. Previous users of the scheme were invited to attend the public workshop however only one person attended.

The key points that were raised in the public consultation are:

- **Housing Association Forum** – Operational queries were raised at the meeting which included the following key points:
  - Can the fund be used to cover a shortfall between current DLA and future personal independence payments?
  - Would the list of scenarios turn into the final definition by default?
  - Is the Housing Department aware of the DHP Policy?
- **Public Workshop** – One attendee at the meeting who previously received a DHP who fed back the following key points in relation to the consultation:
  - Principles are good but does not apply to everyone
  - Health and Safety – How can prove and I kill myself and someone then has to look after son. Son burns himself as cannot reach things.
  - Housing costs – if Landlord will support any work to be done – i.e. paying for carpets what if temporary housing needs to be adapted again and again.
  - Qualifying Criteria – Begging government for help, not asked for carer to help as believe it's my duty. See other people smoking drinking and swearing, they get all the ehlp, because their children are at risk. Social workers involved. But my children may not be at risk and I do not get anything
  - Wants housing to check rents every 6 months so they can be told where can move and which place is cheaper.
  - Happy that income and expenses will be done on the individual persons income and not generalised.

### **Next Steps**

The feedback from the consultation will be summarised and included within the report that will be put to Councillors for a decision at the July Cabinet Meeting.

Further to the decision the policy will be finalised and the qualifying criteria will apply to future applicants to the fund.



## Harrow Council's Draft Discretionary Housing Payment Policy

### Introduction

This document sets out Harrow Council's Discretionary Housing Payment (DHP) policy for the financial year 2013/14 and for future years until amended.

DHP is a centrally funded, ring-fenced grant which supports local authorities in providing additional financial assistance for housing costs to Housing Benefit (HB) households. From April 2013 this is extended to include households in receipt of Universal Credit Housing Costs (UCHC).

The DHP fund has increased since 2011/12 to reflect the rollout of Welfare Reform. The Department of Work and Pensions (DWP) grant distribution formula is calculated on local authority HB caseload, previous DHP spend and forecast impacts from the following reforms:

- Local Housing Allowance (LHA) reforms;
- Social Sector Size Criteria
- Benefit Cap

While DHP is restricted by statute, the local authority retains discretion on how to target spend within the legislative framework. This document defines Harrow Council's local policy for the administration of DHP under the discretionary element of the scheme.

The Council is committed to ensuring the customer journey is simple and effective and as such discretionary funding pots are aligned to mitigate the impacts of Welfare Reform wherever possible. The DHP policy adheres to this vision and aligns itself to the Harrow Help Scheme with a single point of contact to assist households experiencing change under the reforms.

### Principles of Harrow's Discretionary Housing Payment Scheme

The principles of the DHP scheme are aligned to the Harrow Help Scheme, Emergency Relief Scheme, HRA Hardship Fund and Xcite Employment Support grant by supporting residents into long term, sustainable financially independent living. The policy acknowledges that for some households long term financial support with housing costs is required and addresses such scenarios. The foremost consideration for any award will be whether funding is still available within the Council's allocation.

The principles of Harrow's Discretionary Housing Payment scheme are:

- To provide short-term support to assist long-term, sustainable financial independence
- To provide long term support where a household's circumstances are deemed to be such that sustainable financial independence is not an option, eg due to disability
- To align with the Harrow Help Scheme, Emergency Relief Scheme, HRA Hardship Fund and Xcite Employment Support Grant
- To support the Homelessness Strategy and help reduce poverty in the borough

- To help support residents into work
- To reduce the risk to health and safety of households
- To support safeguarding of children and adults and promoting family

### **Statutory framework**

DHP is legislated for in the Discretionary Financial Assistance Regulations 2001 as amended and provides the following framework:

- DHP may only be awarded to people in receipt of Housing Benefit or Universal Credit Housing Costs from Harrow Council. This includes new and existing tenants;
- DHP may only be awarded to people who the authority find are in need of additional financial assistance to enable them to meet their housing costs;
- DHP may not be awarded to cover housing costs that are specified as ineligible for Housing Benefit or Universal Credit Housing Costs;
- Where DHP is awarded to assist with weekly rental liability, payments will not exceed that liability less any ineligible charges for Housing Benefit or Universal Credit Housing Costs; DHP cannot be used to:
  - assist with the payment of Council Tax;
  - An increase in rent to cover arrears;
  - To cover sanctions, reduction in benefits due to collection of debt or due to a failure to comply with a Child Support Agency Order for recovery of a housing benefit overpayment.
- The Council will only award DHPs from the Central Government funding allocation, and will not seek to top up this grant from the General Fund.

### **Housing costs**

There is no legal definition of the term 'housing costs' or 'further financial assistance'. Under Harrow's DHP policy 'housing costs' will be deemed to be:

- Eligible Rent as defined by the Housing Benefit Regulations 2006 or Rent Payments as defined by the Universal Credit Regulations 2013
- Rent deposit
- Rent in advance
- Removal costs

- Lump sum expenditure for household items that are essential to enable the property to be used as a home

An application for DHP will be considered for the following situations where it is demonstrated that the claimant is unable to meet these costs by other means:

- Housing Benefit/Universal Credit Housing Cost shortfall in rent due to welfare reform including Benefit Cap, Social Sector Size Criteria and reductions in Local Housing Allowance (LHA)
- Housing Benefit/Universal Credit shortfall in rent due to LHA/rent officer restriction
- Housing Benefit/Universal Credit shortfall in rent due to level of household income
- Housing Benefit/Universal Credit shortfall in rent due to non-dependant deductions
- Rent deposit/rent in advance
- Removal costs
- Household items that are required to enable the property to be used as a home.

The following are ineligible costs for which DHP cannot be paid:

- Ineligible service charges as defined by the Housing Benefit Regulations 2006 or Universal Credit Regulations 2013
- Rent arrears, including where these have been added to ongoing rent payments
- Council tax
- Costs resulting from a suspension in HB or UC or where benefit pended awaiting the outcome of an appeal
- Shortfall resulting from recovery of HB or UC overpayment from ongoing benefits
- Shortfall resulting from a sanction or reduction in HB or UC imposed by DWP

### **Qualifying criteria**

In addition to meeting legislative criteria, successful applicants must:

- Not have received funds elsewhere for the rent/household item they are applying for; and
- Not have received a DHP payment for a rent deposit, rent in advance or removal costs within the last two years with exception of people fleeing domestic violence, suffering from mental health illness (known to mental health partners, CNWL, and in receipt of mental health care package) or intentionally homeless; and
- Be willing to adhere to opportunities for support to assist in becoming financially independent, eg work programmes as identified under the Harrow Help Scheme.

Furthermore, applicants or household members must, in most instances, fall into one of the groups listed below. Meeting any of the criteria will not in itself result in an award being

made. The following are a guide to the types of scenarios when DHP may be awarded, but each case will be considered on its own merits.

- Disabled. Defined as in receipt of Disability Living Allowance, Personal Independence Payment, Employment and Support Allowance (support component), Armed Forces Personal Independence Payment, Attendance Allowance or registered blind;
- Suffering with severe medical complaint that results in additional needs;
- Pensioner. As per DWP definition;
- An expectant mother within 3 months of child birth requiring an additional room following the birth of the child;
- A child in the household will turn 10 years of age within 6 months and due to them being of the opposite sex to their sibling(s) will become entitled to an additional room under Housing Benefit/Universal Credit rules;
- A single applicant who within 6 months will turn 35 years and their rent is restricted under the Shared Accommodation Rate rules;
- A move would be seriously detrimental to a child's education, eg within a year of GCSE exams.
- Household member is leaving institutional care;
- Household member is at risk of entering institutional care;
- Fleeing domestic violence;
- Entering into work or in long term genuine and effective employment;
- Ex-prisoner leaving prison;
- Suffering with mental health issues (known to mental health partners, CNWL, and in receipt of mental health care package) and known to Social Services;
- Family open in the last three months or open now to specified Children's Services (Statemented Educational Needs (SEN), Children with Disability (CWD), Youth Offending Team (YOT), Children in Need (CIN), Children Looked After, Early Interventions Service, under Child Protection Plan);
- Household requirement to remain in locality of specialist support needed by household members, eg. health care provision
- Requirement of household to remain in accommodation due to lack of suitable alternative, cheaper accommodation, eg if property adapted for disability
- Households needing to move on advice of Police eg witness protection;
- Where there is a risk to the health or safety of household members if a DHP is not paid.

Once identified as falling into one of more of above categories, the household will be assessed against the following criteria to identify the ability of the household to manage the 'housing costs' themselves. Each case will be considered on its own merits with reference to the following financial criteria:

- DHP funding is still available
- Household is experiencing severe financial hardship
- Income and expenditure available to the household compared to the amount of the housing cost applied for

- The ability of all household members to financially contribute including any assets held
- Whether payment of DHP will resolve financial difficulties
- Whether payment of DHP promotes financial independence, including to take up work
- Reasonableness of rent charged
- Other steps taken by applicant to resolve financial difficulties, such as negotiating rent level with landlord
- No alternative financial assistance available to household
- Additional household expenditure due to illness/disability

Any case falling outside of the above discretionary criteria will be considered on its own merits and in exceptional circumstances may result in an award of DHP.

Underpinning this decision making process will be whether the payment of a DHP will resolve, either temporarily or long term, the financial predicament for the household, and whether moving the household would prevent them from accessing the support/employment/education they receive in their current property

## **Accessing DHP**

### Claim process

An application for DHP must be made to the local authority. The applicant or appointee (but not a landlord) must make the initial application verbally, in writing or electronically. This must be supported by a written or electronic application with information deemed reasonable by the council to enable a decision to be made.

Where possible the council will obtain information internally or from DWP, however the Council may require the applicant to obtain and provide further information. If the information is not provided within one month, the claim will be deemed to be defective.

The applicant has a duty to notify the local authority of any change of circumstances that may affect their entitlement to DHP. This includes changes that may be known by other council services or the DWP.

### Start date of award

DHP award will normally begin from either:

- The Monday following the date the application is received; or
- The date Housing Benefit/Universal Credit Housing Cost entitlement began if the application is received within 1 month of the date the applicant was notified that their benefit had been decided; or

- The effective date of change to benefit following a change of circumstances, if the application is received within 1 month of the applicant being notified of the decision relating to the change of circumstances; or
- The effective date of change to benefit following a change of legislation, if the application is received within 1 month of the applicant being notified of the decision relating to the change; or
- A date requested by the customer following a successful claim for backdating (see backdating below)

### Backdating

The request for backdated DHP must be in writing and must give reasons to show continuous 'good cause' for not making a DHP application within the above time limits. 'Good cause' must be shown for the whole of the backdate period. There is no limit to the period DHP backdating can be awarded for, but the applicant must receive Housing Benefit/Universal Credit Housing Costs for all of the period backdating is awarded for, and funds must be available to support the award.

### End date

A DHP is always for a limited period and cannot carry on beyond the end of the Housing Benefit/Universal Credit Housing Cost claim. The end date of the DHP period will depend on the individual circumstances of each application and funds available. The issues to be considered are:

- The expected duration of the applicant's circumstance that led to the award being made;
- Tenancy end date;
- Expected date of change of circumstances, such as child leaving school;
- Amount of funds available in the current financial year and future financial year(s);

Where a DHP is awarded to support the transition into work, the end date of the award will be the latest of either:

- Four weeks from the start of work if an extended payment run on is not applicable; or
- The date tax credit payment begins.

If the need for a DHP continues after the award period ends, the period can be extended if a new application is made.

### Amount

The maximum DHP is the amount of shortfall between the eligible rent and the entitlement to Housing Benefit/Universal Credit Housing Costs, or the amount of other housing costs if a

lump sum is awarded, eg rent deposit. For applicants in receipt of Universal Credit Housing Costs the shortfall will be based on the identifiable housing element of the claim. The amount of the award will be decided depending on the applicant's circumstance. Where DHP is awarded for a weekly amount, the level of the award will not exceed the full eligible rent.

The amount of the award does not have to be for the full shortfall in rent or for the full lump sum. Consideration will be given to how much is needed to ease the applicant's financial situation and the ability of the household to contribute

Where a DHP is awarded to assist the transition into work, the maximum weekly payment will not exceed the Housing Benefit entitlement prior to starting work.

### Decision

A decision will be made once all relevant information is received. Awards of DHPs are at the local authority's discretion. All decisions will be recorded within the electronic assessment system for auditing purposes.

Decisions will be notified in writing within three working days of the decision or such period as is reasonably practicable. Decision notices will include the reason for the decision, the amount, period of the award if appropriate, method of payment, review process and the need to notify changes of circumstance.

If the decision refers to an overpayment of DHP the decision notice will include the amount, period and reason for the overpayment.

### Payment

Although not benefit, where the DHP is awarded to cover a rent shortfall the DHP will, in the first instance, be paid with any Housing Benefit entitlement. If benefit is paid to the landlord then DHP will be paid in the same way.

Where Universal Credit is in payment, the council may deem it reasonable to pay either the applicant, landlord or someone acting on behalf of the applicant.

DHP will be paid in the same payment cycle as Housing Benefit. Where Universal Credit is in payment, the frequency of payments will be dependant on the applicant's requirements and the ability of the council to meet those requirements.

Rent deposits will be paid to the landlord in all but exceptional circumstances.

Rent in advance will be paid to the new landlord in all but exceptional circumstances.

Removal costs will be paid via invoice to the removal company.

Any goods will be purchased directly from companies identified through the Council's procurement process.

### Cancellation and change of circumstances

Applicants will be notified of the requirement to inform the council of changes in circumstance. This may be with reference to information provided in their claim for Housing Benefit/Universal Credit.

A DHP award can be cancelled or amended if:

- The applicant has had a change in circumstance that affects DHP; or
- DHP has been awarded based on information that was wrong or that the authority was not aware of (this may be fraudulent or otherwise); or
- An error was made when the award was decided and payment was made based on this error; or
- The Housing Benefit/Universal Credit Housing Cost entitlement changes. Where the change results in a reduction in Housing Benefit/Universal Credit Housing Cost, the applicant may be required to apply to have the amount of DHP increased. This will be considered under the same criteria as a new DHP application.

The cancellation or amendment may be from the start of entitlement or from a later date depending on the reasons for cancellation.

DHP can be suspended if a question has arisen over the entitlement to the award or the method of payment.

### Overpayments

Overpayments of DHP will be recoverable. Consideration will be given to whether the overpayment is due to applicant or local authority error and whether the applicant could have reasonably known they were being overpaid.

If the overpayment is recoverable a decision will be made from whom to recover the overpayment from. Recovery could be made from either:

- Applicant; or
- the person the DHP was paid to; or
- a third party who knowingly gave false information which led to the overpayment.

### Collection of overpayments

The following methods will be used to recover overpayments of DHP:

- Recovery from ongoing DHP entitlement;
- Transfer of the debt onto the Council Housing rent account if the account has sufficient credit;
- By sundry debtors invoice.

DHP overpayments cannot be collected from ongoing Housing Benefit entitlement.



Information will be gathered from the applicant, DHP records and any other relevant sources to inform the rate the overpayment will be recovered at. Consideration will be given to:

- The size of the debt;
- How long the debt will take to recover;
- Whether the overpayment is due to fraud;
- What other corporate debts are owed;
- The financial circumstance of the household;
- Any vulnerability identified within the household as per Council Tax Recovery policy.

All recovered overpayments will be allocated back into the outstanding DHP grant for the year.

If the overpayment is not recoverable then it will be submitted for write off within the Schedule of Delegation.

### Disputes

If the customer disagrees with the decision they must make a dispute in writing giving their reasons. This must be received by the local authority within one month of the original decision. Late requests can be considered if the applicant has good reason for the delay.

The first stage review will be made by a decision maker on the same grade or above that of the original decision maker with no previous involvement in the determination of the claim. If the original decision is upheld, a further review will be carried out by a senior officer.

The applicant will be notified in writing of the decision within 3 days of the decision, or as soon as reasonably practicable, giving the reasons for the decision.

### **Monitoring and evaluation**

The DHP spend will be monitored on a monthly basis to ensure expenditure is within available funds.

Management Information (MI) will be collated to identify areas of high demand to allow monitoring against the intention of this policy. MI will be aligned to the requirements of the DWP statutory return as detailed in Appendix A.

### **Appendix A**

<b>Has the applicant been affected by one of the following? (Select from list)</b>	<b>What is the intended outcome? (Select from list)</b>
Benefit Cap	(a) To help secure and move to alternative accommodation (e.g. rent deposit)
Removal of spare room subsidy in social rented sector	(b) To help with short term rental costs until applicant secures alternative accommodation
LHA restrictions	(c) To help with short term rental costs while the applicant seeks employment

Combination of reforms	(d) To help with on going rental costs for disabled person in adapted accommodation
No impact	(e) To help with on going rental costs for foster carer
	(f) To help with short term rental costs for any other reason
	(g) To help with other housing costs

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# TEMPLATE 2 - Full Equality Impact Assessment (EqIA)

In order to carry out this assessment, it is important that you have completed the EqIA E-learning Module and read the Corporate Guidelines on EqIAs. Please refer to these to assist you in completing this form and assessment.

<p>What are the proposals being assessed? (<b>Note:</b> 'proposal' includes a new policy, policy review, service review, function, strategy, project, procedure, restructure)</p>	<p>Changes to the Discretionary Housing Payment (DHP) Policy</p>
<p>Which Directorate / Service has responsibility for this?</p>	<p>Housing Benefits and Council Tax Collections</p>
<p>Name and job title of lead officer</p>	<p>Fern Silverio, Head of Service, Collections and Housing Benefits</p>
<p>Name &amp; contact details of the other persons involved in the EqIA:</p>	<p>Jenny Townsley, Housing Benefits Service Manager  <a href="mailto:jennifer.townsley@harrow.gov.uk">jennifer.townsley@harrow.gov.uk</a>            Tel: 020 8424 1813            This draft policy has been developed following discussion groups with Housing, Children's, Adults, Economic Development, Customer Services and Housing Associations. In addition discussions were also held with the Welfare Reform governance structure which includes a cross council Officer Working Group and an Officer and Member Steering Group.</p>
<p>Date of assessment:</p>	<p>13<sup>th</sup> June, 2013</p>

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## Stage 1: Overview

<p>1. What are the aims, objectives, and desired outcomes of your proposals?            (Explain proposals e.g. reduction / removal of service, deletion of posts, changing criteria etc)</p>	<p>The Discretionary Housing Payment Policy is being updated to reflect the increase in government funding which is being provided to support housing costs for Housing Benefit households impacted by the welfare reforms.</p> <p>The DHP is a centrally funded ring fenced grant which supports Local Authorities in providing additional financial assistance for housing costs for Housing Benefit households. From April 2013 this is extended to include households in receipt of Universal Credit Housing Costs (UCHC). The allocation of the fund is restricted by statute however there is a discretionary element that allows the Local Authority to target spend within the legislative framework.</p>
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	<p>The Discretionary Housing Policy has been updated to reflect the legislative changes which are based on criteria for allocation of the fund. The DHP aligns with other discretionary pots of funding that sit within the Harrow Help Scheme to ensure the most effective use of available funding to support people in need across the Council.</p> <p>The principles of the policy are:</p> <ul style="list-style-type: none"> <li>- To provide short-term support to assist long-term, sustainable financial independence</li> <li>- To provide long term support where a household's circumstances are deemed to be such that sustainable financial independence is not an option, e.g. due to disability</li> <li>- To align with the Harrow Help Scheme, Emergency Relief Scheme, HRA Hardship Fund and Xcite Employment Support Grant.</li> <li>- To support the Homelessness Strategy and help reduce poverty in the borough</li> <li>- To help support residents into work</li> <li>- To reduce the risk to health and safety of households</li> <li>- To support safeguarding of children and adults and promoting family</li> </ul> <p>The consultation has been based upon the principles of the policy and the qualifying criteria for access to the fund. The consultation and survey are an appendix to the Cabinet Report.</p> <p>Following the consultation there are no changes to the proposals put to Cabinet.</p>
<p><b>2. What factors / forces could prevent you from achieving these aims, objectives and outcomes?</b></p>	<ul style="list-style-type: none"> <li>- Risk that the need outweighs the funding allocation</li> <li>- Future year funding allocation unknown</li> </ul>
<p><b>3. Who are the customers? Who will be affected by this proposal? For example who are the external/internal customers, communities, partners,</b></p>	<p>The primary impact of the allocation of the DHP funding will be positive as it will be supporting households receiving Housing Benefit who also fall into the qualifying criteria. The groups who previously were able to access DHP will still be able to access within this Policy. However the funding is limited and therefore if the funding is allocated before the end of the year there could be a negative impact for these groups.</p>

<p>stakeholders, the workforce etc.</p>	<p>Those groups of households who receive Housing Benefit and do not sit within the qualifying criteria could be impacted by this policy as they may not be able to access this support however there is some discretion within the policy and each individual case will be judged on its own merits. We are unable to identify who these customers are.</p>
<p>4. Is the responsibility shared with another department, authority or organisation? If so:</p> <ul style="list-style-type: none"> <li>• Who are the partners?</li> <li>• Who has the overall responsibility?</li> </ul>	<p>The Collections and Benefits Service has overall responsibility for the delivery of the DHP Policy however the team have been working with other Council Services to ensure involvement in the development of the draft policy. The services that have been involved to date are Housing, Children, Economic Development and Customer Services.</p>
<p>4a. How are/will they be involved in this assessment?</p>	<p>N/A</p>
<p><b>Stage 2: Monitoring / Collecting Evidence / Data</b></p>	
<p>5. What information is available to assess the impact of your proposals? Include the actual data, statistics and evidence (including full references) viewed to determine the potential impact on each equality group (protected characteristic). This can include results from consultations and the involvement tracker, customer satisfaction surveys, focus groups, research interviews, staff surveys, workforce profiles, service users profiles, local and national research, evaluations etc</p>	
<p>(Where possible include data on the nine protected characteristics. Where you have gaps, you may need to include this as an action to address in the action plan)</p>	
<p>Age (including carers of young/older people)</p>	<p>Housing Benefit is payable to Pensioners and Working Age residents. 17,099 households are in receipt of Housing Benefit of which 13,827 are working age. Discretionary Housing Payment can be awarded to pensioners and working age, but the increase in funding is to address the impact of the welfare reforms which most harshly affect the working age.</p> <p>52.1% of Housing Benefit households have children. 98.7% of households forecast as impacted by the benefit cap have children. 25.6% of households impacted by the size criteria have children. DHP funding has been increased to support these households</p>

Disability (including carers of disabled people)	In respect to the welfare reforms that will result in increased DHP applications, no households with a disabled claimant, partner or dependent child will be classified as disabled under the Housing Benefit regulations will be capped as these households are exempt from the Benefit Cap. 25% of households impacted by the size criteria are in receipt of Disability Living Allowance.		
Gender Reassignment	This data is not currently available		
Marriage / Civil Partnership	This data is not currently available		
Pregnancy and Maternity	This data is not currently available		
Race	This data is not currently available		
Religion and Belief	This data is not currently available		
Sex / Gender	This data is not currently available		
Sexual Orientation	This data is not currently available		
<p>39 Is there any other (local, regional, national research, reports, media) data sources that can inform this assessment?</p> <p>40 Include this data (facts, figures, evidence, key findings) in this section.</p>	A report is currently being developed to analyse the impacts of the welfare reforms. This information will not be available to inform this EqIA. However, it will inform the ongoing implementation of the proposed DHP policy.		
7. Have you undertaken any consultation on your proposals? (this may include consultation with staff, members, unions, community / voluntary groups, stakeholders, residents and service users)		Yes	No
<p><b>NOTE:</b> If you have not undertaken any consultation as yet, you should consider whether you need to. For example, if you have insufficient data/information for any of the protected characteristics and you are <b>unable</b> to assess the potential impact, you may want to consult with them on your proposals as how they will affect them. Any proposed consultation needs to be <b>completed before progressing</b> with the rest of the EqIA. <b>Guidance on consultation/community involvement toolkit can be accessed via the link below</b>  <a href="http://harrowhub/inf/200195/consultation/169/community_involvement_toolkit">http://harrowhub/inf/200195/consultation/169/community_involvement_toolkit</a></p>			
Who was consulted?	What consultation methods were	What do the results show about	What action are you going to take as a

	used?	the impact on different equality groups (protected characteristics)?	result of the consultation? This may include revising your proposals, steps to mitigate any adverse impact. <i>(Also Include these in the Improvement Action Plan at Stage 5)</i>
Residents – DHP applicants (successful and non-successful), voluntary organisations, internal services, Registered Social Landlords	Specific web pages that included online form, circulation of consultation document with survey, face to face discussions	The majority of respondents have been positive about the development of the draft policy. No adverse feedback has been received in respect to protected characteristics	As completed in stage 5.

### Stage 3: Assessing Impact and Analysis

8. What does your information tell you about the impact on different groups? Consider whether the evidence shows potential for differential impact, so state whether this is an adverse or positive impact? How likely is this to happen? How you will mitigate/remove any adverse impact?			
Protected Characteristic	Positive	Adverse	What measures can you take to eliminate or reduce the adverse impact(s)? E.g. consultation, research, implement equality monitoring etc (Also include these in the Improvement Action Plan at Stage 5)
Age (including carers of young/older people)	X		The DHP policy seeks to maximise the available assistance to the impacted households, mitigating the impacts of welfare reform.
Disability (including carers of disabled people)	X		The DHP policy seeks to maximise the available assistance to the impacted households, mitigating the impacts of welfare reform.
9. Cumulative impact – Are you aware of any cumulative impact? For example, when conducting a major review of services. This would			<b>The broad programme of welfare reforms will impact on Housing Benefit households in Harrow, reducing the level of benefit payable</b>

<p>mean ensuring that you have sufficient relevant information to understand the cumulative effect of all of the decisions.</p> <p><b>Example:</b></p> <p>A local authority is making changes to four different policies. These are funding and delivering social care, day care, and respite for carers and community transport. Small changes in each of these policies may disadvantage disabled people, but the cumulative effect of changes to these areas could have a significant effect on disabled people's participation in public life. The actual and potential effect on equality of all these proposals, and appropriate mitigating measures, will need to be considered to ensure that inequalities between different equality groups, particularly in this instance for disabled people, have been identified and do not continue or widen. This may include making a decision to spread the effects of the policy elsewhere to lessen the concentration in any one area.</p>	<p><b>to those affected. In addition other reforms will further reduce available household income, such as Council Tax Support.</b></p> <p><b>The Discretionary Housing Payments policy has been aligned with other discretionary funding pots to maximise available support to affected residents under the umbrella of the Help Scheme.</b></p>		
<p><b>10.</b> How do your proposals contribute towards the requirements of the Public Sector Equality Duty (PSED), which requires the Council to have due regard to eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between different groups.</p>	<p>regard to eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between different groups.</p>		
<p>39 60 61 62 63 64 65 66 67 68 69 70 71 72 73 74 75 76 77 78 79 80 81 82 83 84 85 86 87 88 89 90 91 92 93 94 95 96 97 98 99 100 101 102 103 104 105 106 107 108 109 110 111 112 113 114 115 116 117 118 119 120 121 122 123 124 125 126 127 128 129 130 131 132 133 134 135 136 137 138 139 140 141 142 143 144 145 146 147 148 149 150 151 152 153 154 155 156 157 158 159 160 161 162 163 164 165 166 167 168 169 170 171 172 173 174 175 176 177 178 179 180 181 182 183 184 185 186 187 188 189 190 191 192 193 194 195 196 197 198 199 200 201 202 203 204 205 206 207 208 209 210 211 212 213 214 215 216 217 218 219 220 221 222 223 224 225 226 227 228 229 230 231 232 233 234 235 236 237 238 239 240 241 242 243 244 245 246 247 248 249 250 251 252 253 254 255 256 257 258 259 260 261 262 263 264 265 266 267 268 269 270 271 272 273 274 275 276 277 278 279 280 281 282 283 284 285 286 287 288 289 290 291 292 293 294 295 296 297 298 299 300 301 302 303 304 305 306 307 308 309 310 311 312 313 314 315 316 317 318 319 320 321 322 323 324 325 326 327 328 329 330 331 332 333 334 335 336 337 338 339 340 341 342 343 344 345 346 347 348 349 350 351 352 353 354 355 356 357 358 359 360 361 362 363 364 365 366 367 368 369 370 371 372 373 374 375 376 377 378 379 380 381 382 383 384 385 386 387 388 389 390 391 392 393 394 395 396 397 398 399 400 401 402 403 404 405 406 407 408 409 410 411 412 413 414 415 416 417 418 419 420 421 422 423 424 425 426 427 428 429 430 431 432 433 434 435 436 437 438 439 440 441 442 443 444 445 446 447 448 449 450 451 452 453 454 455 456 457 458 459 460 461 462 463 464 465 466 467 468 469 470 471 472 473 474 475 476 477 478 479 480 481 482 483 484 485 486 487 488 489 490 491 492 493 494 495 496 497 498 499 500 501 502 503 504 505 506 507 508 509 510 511 512 513 514 515 516 517 518 519 520 521 522 523 524 525 526 527 528 529 530 531 532 533 534 535 536 537 538 539 540 541 542 543 544 545 546 547 548 549 550 551 552 553 554 555 556 557 558 559 560 561 562 563 564 565 566 567 568 569 570 571 572 573 574 575 576 577 578 579 580 581 582 583 584 585 586 587 588 589 590 591 592 593 594 595 596 597 598 599 600 601 602 603 604 605 606 607 608 609 610 611 612 613 614 615 616 617 618 619 620 621 622 623 624 625 626 627 628 629 630 631 632 633 634 635 636 637 638 639 640 641 642 643 644 645 646 647 648 649 650 651 652 653 654 655 656 657 658 659 660 661 662 663 664 665 666 667 668 669 670 671 672 673 674 675 676 677 678 679 680 681 682 683 684 685 686 687 688 689 690 691 692 693 694 695 696 697 698 699 700 701 702 703 704 705 706 707 708 709 710 711 712 713 714 715 716 717 718 719 720 721 722 723 724 725 726 727 728 729 730 731 732 733 734 735 736 737 738 739 740 741 742 743 744 745 746 747 748 749 750 751 752 753 754 755 756 757 758 759 760 761 762 763 764 765 766 767 768 769 770 771 772 773 774 775 776 777 778 779 780 781 782 783 784 785 786 787 788 789 790 791 792 793 794 795 796 797 798 799 800 801 802 803 804 805 806 807 808 809 810 811 812 813 814 815 816 817 818 819 820 821 822 823 824 825 826 827 828 829 830 831 832 833 834 835 836 837 838 839 840 841 842 843 844 845 846 847 848 849 850 851 852 853 854 855 856 857 858 859 860 861 862 863 864 865 866 867 868 869 870 871 872 873 874 875 876 877 878 879 880 881 882 883 884 885 886 887 888 889 890 891 892 893 894 895 896 897 898 899 900 901 902 903 904 905 906 907 908 909 910 911 912 913 914 915 916 917 918 919 920 921 922 923 924 925 926 927 928 929 930 931 932 933 934 935 936 937 938 939 940 941 942 943 944 945 946 947 948 949 950 951 952 953 954 955 956 957 958 959 960 961 962 963 964 965 966 967 968 969 970 971 972 973 974 975 976 977 978 979 980 981 982 983 984 985 986 987 988 989 990 991 992 993 994 995 996 997 998 999 1000</p>	<p>Advance equality of opportunity between people from different groups</p>	<p>Foster good relations between people from different groups</p>	<p>Are there any actions you can take to meet the PSED requirements? (List these here and include them in the Improvement Action Plan at Stage 5)</p>
<p>The policy has been developed through working in partnership with other services and organisations and therefore the criteria is inclusive.</p>	<p>Consultation was carried out with residents and services and voluntary organisations and no issues were raised regarding equality.</p>	<p>Internal service and the voluntary sector were consulted to ensure all appropriate groups were represented.</p>	<p>Please see stage 5 of the report</p>



<p><b>11.</b> Is there any evidence or concern that your proposals may result in a protected group being disadvantaged (please refer to the Corporate Guidelines for guidance on the definitions of discrimination, harassment and victimisation and other prohibited conduct under the Equality Act)?</p>													
Yes													
No	X		X		X		X		X		X		X
<p>If you have answered "yes" to any of the above, set out what justification there may be for this in Q12a below - link this to the aims of the proposal and whether the disadvantage is proportionate to the need to meet these aims. (You are encouraged to seek legal advice, if you are concerned that the proposal may breach the equality legislation or you are unsure whether there is objective justification for the proposal)</p>													
<p>If the analysis shows the potential for serious adverse impact or disadvantage (or potential discrimination) but you have identified a potential justification for this, this information must be presented to the decision maker for a final decision to be made on whether the disadvantage is proportionate to achieve the aims of the proposal.</p>													
<p>33 there are adverse effects that are not justified and cannot be mitigated, you should not proceed with the proposal. (select outcome 4)</p>													
<p>34 the analysis shows unlawful conduct under the equalities legislation, you should not proceed with the proposal. (select outcome 4)</p>													
<p><b>Stage 4: Decision</b></p>													
<p>12. Please indicate which of the following statements best describes the outcome of your EqIA ( tick one box only)</p>													
<p><b>Outcome 1</b> – No change required: when the EqIA has not identified any potential for unlawful conduct or adverse impact and all opportunities to enhance equality are being addressed.</p>													
<p><b>Outcome 2</b> – Minor adjustments to remove / mitigate adverse impact or enhance equality have been identified by the EqIA. <i>List the actions you propose to take to address this in the Improvement Action Plan at Stage 5</i></p>													
<p><b>Outcome 3</b> – Continue with proposals despite having identified potential for adverse impact or missed opportunities to enhance equality. In this case, the justification needs to be included in the EqIA and should be in line with the PSED to have 'due regard'. In some cases, compelling reasons will be needed. You should also consider whether there are sufficient plans to reduce the adverse impact and/or plans to monitor the impact. <b>(explain this in 12a below)</b></p>													
<p><b>Outcome 4</b> – Stop and rethink: when there is potential for serious adverse impact or disadvantage to one or more protected groups. (You are encouraged to seek Legal Advice about the potential for unlawful conduct under equalities legislation)</p>													
<p><b>12a.</b> If your EqIA is assessed as <b>outcome 3 or have ticked</b></p>													

**'yes' in Q11**, explain your justification with full reasoning to continue with your proposals.

<b>Stage 5: Making Adjustments (Improvement Action Plan)</b>					
<b>13. List below any actions you plan to take as a result of this impact assessment. This should include any actions identified throughout the EqIA.</b>					
<b>Area of potential adverse impact e.g. Race, Disability</b>	<b>Action proposed</b>	<b>Desired Outcome</b>	<b>Target Date</b>	<b>Lead Officer</b>	<b>Progress</b>
At this stage there have been no adverse impacts identified.	When the proposed policy is implemented, monitoring will be carried out to ensure the policy is not adversely affecting any groups.	Identify and address potential adverse impacts	Ongoing	Fern Silverio	
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<b>Stage 6 - Monitoring</b>	
<b>The full impact of the decision may only be known after the proposals have been implemented, it is therefore important to ensure effective monitoring measures are in place to assess the impact.</b>	
<b>14. How will you monitor the impact of the proposals once they have been implemented? How often will you do this? (Also Include in Improvement)</b>	The policy will be monitored through quarterly returns via the welfare reform governance structure and through complaints.

<i>Action Plan at Stage 5)</i>			
	Yes	Recording and analysing complaints	No
<b>15.</b> Do you currently monitor this function / service? Do you know who your service users are?			
<b>16.</b> What monitoring measures need to be introduced to ensure effective monitoring of your proposals? <i>(Also Include in Improvement Action Plan at Stage 5)</i>	As above		
<b>17.</b> How will the results of any monitoring be analysed, reported and publicised? <i>(Also Include in Improvement Action Plan at Stage 5)</i>	Through welfare reform structure which includes multi-agency steering group		
<b>18.</b> Have you received any complaints or compliments about the policy, service, function, project or proposals being assessed? If so, provide details.	Through the consultation positive feedback was received.		
<b>Stage 7 – Reporting outcomes</b>			
The completed EqIA must be attached to all committee reports and a summary of the key findings included in the relevant section within them.			
EqIA's will also be published on the Council's website and made available to members of the public on request.			
<b>19.</b> Summary of the assessment			
<b>33</b> <b>39</b> <b>39</b>			
<b>NOTE:</b> This section can also be used in your reports, however you must ensure the full EqIA is available as a background paper for the decision makers (Cabinet, Overview and Scrutiny, CSB etc)			
What are the key impacts – both adverse and positive? Are there any particular groups affected more than others? Do you suggest proceeding with your proposals although an adverse impact has been identified? If yes, what are your justifications for this? What course of action are you advising as a result of this EqIA?			
<b>20.</b> How will the impact assessment be publicised? E.g. Council website, intranet, forums, groups etc	Council website.		
<b>Stage 8 - Organisational sign off (to be completed by Chair of Departmental Equalities Task Group)</b>			
<b>The completed EqIA needs to be sent to the chair of your Departmental Equalities Task Group (DETG) to be signed off.</b>			

<p><b>21. Which group or committee considered, reviewed and agreed the EqIA and the Improvement Action Plan?</b></p>		
<p><b>Signed: (Lead officer completing EqIA)</b></p>		<p><b>Signed: (Chair of DETG)</b></p>
<p><b>Date:</b></p>		<p><b>Date:</b></p>

**REPORT FOR: CABINET**

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<b>Date of Meeting:</b>	18 July 2013
<b>Subject:</b>	Concessionary Travel – Changes to the Taxicard Scheme
<b>Key Decision:</b>	Yes
<b>Responsible Officer:</b>	Tom Whiting, Corporate Director of Resources
<b>Portfolio Holder:</b>	Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Service and Corporate Services, Property and Major Contracts
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	Yes
<b>Enclosures:</b>	Appendix A – Taxicard Changes Consultation Report June 2013 Appendix B – Taxicard Changes EqIA

**Section 1 – Summary and Recommendations**

This report sets out the proposed changes to the Taxicard Scheme as a result of the need to make savings to balance the Council's budget for the next financial year. The report shows how feedback from the consultation has shaped the changes put forward to elected members for discussion.

**Recommendations:**

- a) To agree to the scheme changes as recommended by officers in the body of the report; namely the adoption of Option (2) a maximum of 40 trips per annum for all users with effect from 1/10/2013.
- b) To note the scheduled review of all existing members during 2013/14.
- c) To note Officers will be liaising with London Councils regarding the issues raised by users and HAD regarding the operation of the Taxicard Scheme.

**Reason: (For recommendation)**

The changes proposed to the Taxicard Scheme have been shaped as a result of feedback from a wide consultation with residents and users of the Taxicard Scheme. Feedback from the consultation has influenced both the proposals that are being put to Cabinet for consideration and the Equality Impact Assessment showing the impacts of these changes.

The changes to the Taxicard will be implemented on the 1<sup>st</sup> of October 2013 subject to Cabinet agreement.

**Section 2 – Report****2. Introductory paragraph**

- 2.1 The Council has had to make savings of £22.4m to balance its budget for the next financial year. The Council must make savings across all of its services to meet this deficit. This report outlines the proposed changes to the Taxicard Scheme run in Harrow which, if taken forward will provide a contribution of £200k towards the overall Councils savings target.
- 2.2 The proposed changes to the Taxicard Scheme have been developed through a twelve week consultation with residents and users of the service. There was a good response to the consultation and the feedback has helped to shape both the proposals being put to members for discussion and the equality impact assessment carried out in relation to these changes. A summary of the feedback from the consultation is included within Section 6.4 of this report and further detail included in the Taxicard Consultation report at Appendix A.

### **3. Options considered**

3.1 The savings to the Taxicard Scheme were agreed as part of the Council's overall budget setting and commissioning process and therefore the consultation focussed on asking the community for ways in which the savings could be made.

3.2 The options for change were limited as accessibility to the scheme is set by Transport for London (TfL) and focuses on need in relation to mobility. Therefore the Council consulted with the public on the areas which the Council has local flexibility to be able to change which are changes to trip numbers and changes to the subsidy provided to the customer.

3.3 The options put to consultation were:

1. Increasing the initial contribution the users make for each individual trip from £2.50 to £5.00
2. Reducing all trips to 40 a year
3. Combination of options 1 & 2 as follows:
  - a. Increasing the contributions towards trips to £5.00 for year 2013/14 and then decreasing to £4.00 for year 2014/15.
  - b. Reduce all trips to 52 a year.

### **4. Background**

4.1 The Taxicard Scheme is a discretionary service. The scheme operates across London and gives subsidised door-to-door transport for people who have serious difficulties with their mobility, or severe sight impairment and find it difficult to use public transport.

4.2 The scheme is funded by both the Mayor of London and currently the Council as detailed in the financial section of this report at Section 9. The scheme is run on behalf of the Council by London Councils Transport and Environment Committee (TEC).

4.3 All London boroughs currently participate in the Taxicard Scheme. Whilst the criteria to access the scheme is prescribed by Transport for London, the individual boroughs have the flexibility to decide the level of member contribution it requires and the number of trips that will be subsidised through the scheme.

4.4 Funding by TfL is based on a formula which takes the total TfL subsidy for London and divides it by a combination of the total cumulative numbers of recipients of the Higher Rate Mobility Component of Disability Living Allowance (HRMCDLA) and the number of people over 65 in the 33 London Boroughs and then multiplies the resultant figure by the relevant numbers for the same in Harrow. For 2013/14 the total subsidy to Harrow is £258k.

- 4.5 Following a report to London Councils TEC on 18/10/2012 changes were agreed with regards to the TfL funding contribution and boroughs own contributions from 2013/14. TfL reduced its contribution from £13.9m to a fixed sum of £9.4m plus taxi card inflation rate (assumed at 2.5%) or £9.635m in 2014/15.
- 4.6 Scheme expenditure for Harrow for 2013/14 is expected to be approximately £450k. The difference between the £258k TfL subsidy and the actual expected expenditure is paid by Harrow.
- 4.7 Currently the Harrow budget consists of £450k of which £302k was built into the MTFS as a saving for 2013/14 and £105k as a saving for 2014/15. As such scheme expenditure needs to be reduced to only the anticipated TfL allocation to Harrow which is expected to be approximately £280k-£320K although this could increase to a maximum of £345k due to small alterations in funding allocations being proposed.
- 4.8 Harrow residents took a total of 70,018 Taxicard trips in 2011/12 and 49,701 trips last year (2012/13). A further decrease has been calculated by the options proposed to bring expenditure in line with available budgets.

## **5. Current situation**

The scheme is currently delivered as follows:

### **5.1 Criteria for access to the Taxicard scheme**

5.1.1 The eligibility criteria is based on both automatic and discretionary criteria. To be eligible an applicant must have a disability that is permanent.

5.1.2 The automatic eligibility criteria is based on the following which is prescribed by Transport for London:

- In receipt of Higher Rate Mobility Component of Disability Living Allowance
- Registered as Severely Sight Impaired/Blind
- In receipt of War Pension Mobility Supplement

A person meeting the automatic eligibility criteria is not subject to further assessment.

5.1.3 If the person does not meet the automatic criteria then they are subject to a further assessment where they must prove that their impairment is constant and causes the applicant to walk only with excessive labour and at an extremely slow pace or with excessive pain at all times. By having discretionary criteria it allows Harrow Council to take into account exceptional cases. These cases will be reviewed on a regular basis to ensure the person continues to meet the eligibility criteria.



## **5.2 How the scheme operates**

- 5.2.1 Computer Cab, contracted by Transport for London, is the major provider of taxis in London that work within the Taxicard Scheme.
- 5.2.2 A Taxicard user can book a taxi through telephoning the central booking number or through the internet. A Taxicard user can also pick up a Computer Cab taxi from the local rank or by hailing an available taxi. All of the taxis within the scheme all carry the logo. All licensed taxis are wheelchair accessible and the contractors' drivers are obliged to take wheelchair users. Some electric wheelchairs and scooters are too large to be carried by a taxi however some can be taken by certain types of taxi.
- 5.2.3 The standard tariff for all London Taxi journeys is £2.50 on arrival at the pick-up point. The meter can legitimately be left running for any time spent helping someone to, or into, the vehicle before departure. A taxicard user can travel with up to 4 companions at no extra charge however if there is a wheelchair in the cab then there may be less room for companions. A taxicard booking is treated in the same way as any other taxi booking.
- 5.2.4 Taxicard users can use the scheme 365 days of the year. Transport for London's Taxi and Private Hire Directorate sets fares for journeys made by licensed taxis. The metered fare shows on the meter at the end of the journey and works on a combination of both distance and time. In some areas, not in Harrow, private hire vehicles are also contracted to provide the taxicard service. Private hire vehicles will have a minimum charge and then a fixed amount per mile. Where this is the case the contractor would be able to advise the user how much the trip is going to cost in advance. The Taxicard is not a guaranteed service and therefore if there is not a taxi available the member will have to use another means of transport.
- 5.2.5 Users of the Taxicard Scheme pay a flat fare and then the remainder of the trip is subsidised by the Council. Dependant on subsidy provided by the Council, and the length of the trip, the member of the scheme may have to pay a 'top-up' amount if the trip cost goes beyond the flat rate and subsidy added together. The table below shows the pricing as it applies in Harrow:

	<b>Member flat fare</b>	<b>Harrow trip subsidy (same at all times)</b>	<b>Fare limit</b>
Harrow	£2.50	£8.30	£10.30

- 5.2.6 The Taxicard Scheme provides trips for social purposes, for example going shopping, visiting friends and family and going to events.

Transport for London and London Councils are clear that the scheme is not suitable for time specific appointments as it is not a guaranteed scheme, therefore it is not recommended that members of the scheme use it for hospital trips. Members in Harrow are advised, when they join the scheme, that the Taxicard should not be used for Hospital appointments. Many other London Boroughs do monitor members trips and will contact individuals to advise them to cease utilising the scheme as a replacement for NHS Patient Transport

5.2.7 Over the year 2010 a consultation was held, in partnership with Adult Services, on changes to Discretionary Travel which included proposals for change to the Discretionary Freedom Pass and changes to the Taxicard Scheme. As a result of this consultation currently the scheme allows members to the following:

- Member flat fare is £2.50
- Maximum of 104 trips a year for members who hold no other concessionary passes
- Members who also hold either a Freedom Pass or/and Blue Badge are only able to take a maximum of 52 trips per year.
- Members of the Discretionary Disabled person's Freedom Pass are not able to be members of the Taxicard Scheme.

5.2.8 A Taxicard trip is one journey and therefore if a Taxicard member uses their Taxicard to go to the shops and return home this will constitute as two separate journeys.

5.2.9 These changes were implemented on the 1/10/2011 for new scheme members and 1/4/2012 for existing members.

## **6. Consultation**

6.1 The Adult Services Steering Group has continued to meet to monitor the implementation of changes to both Adult Services and Concessionary Travel. Therefore it was felt that the most appropriate approach to taking forward these most recent changes to the Taxicard Scheme was to meet with this group, discuss the proposed changes and get feedback to help shape the consultation activity. The group gave their views on the content of the consultation and helped to support the activity taken forward.

6.2 The consultation for the proposed changes to the Taxicard Scheme was carried out over a 12 week period from 8<sup>th</sup> March, 2013 to 31<sup>st</sup> May, 2013.

### **6.3 Consultation Activity**

6.3.1 The consultation activity was shaped to ensure that all users of the scheme got the opportunity to be informed about the proposed changes and give their view in the way that was most appropriate to the individuals.

6.3.2 People were given the opportunity to respond to the consultation by contacting the Council through the web, email, telephone, freepost, face to face. A full consultation report is attached at Appendix A.

6.3.3 The following activity was held:

Activity	Response Rate
Consultation booklet and survey distributed widely and sent to all current Taxicard users (2,841 at the time of mailing)with opportunity for comment through freepost/telephone/email and web	794 forms returned through the post
Dedicated consultation web pages	97 surveys completed online
Face to face activity including discussion groups and events held with users of the service, carers and residents	Over 400 people spoken to about the changes

#### 6.4 Consultation Feedback

6.4.1 The feedback from the consultation was collected and shared with the Adult Services Steering Group. The group discussed the feedback, impacts of the changes and the proposals being put to Cabinet. Harrow Association for Disabled People provided a formal response to the consultation and their feedback is included (page 12) within the detailed Consultation Report which is attached at Appendix A.

6.4.2 The response to the consultation is summarised below:

Question	Summary of Feedback
<p>1. Please tick the option you feel we should take forward to make savings to the scheme:</p> <p><b>Option 1</b> – Increase to £5 Members Contribution</p> <p><b>Option 2</b> – Reduce all members to 40 trips per year</p> <p><b>Option 3</b> – Increase to £5 Members contributions for 2013/14 then reduce to £4 and 52 trips 2014/15</p>	<p>The majority of people who responded through the web and completion of forms (56%) chose Option 2 – to reduce all members trips to 40 per year</p> <p>Through the face to face activity there was a mixed response to the options. Some people, who were more able, felt that the trips could be reduced and this would not dramatically reduce their ability to go out. However many people who were less mobile (often in wheelchairs), and had no other support felt strongly that the trips should not be reduced and no savings should be made to this Council Service as it provides support for the most vulnerable.</p> <p>The formal response from HAD refuses to select an option as they feel the service should be preserved with no further cuts until a better option is found.</p>

	<p>The Council's response:  § <i>The scheme will provide 40 trips for all users as from 1<sup>st</sup> October 2013. There will be no increase in the Member flat rate.</i></p>	
2.	<p>What do you think the effects of these changes will be for members of the Taxicard Scheme?</p>	<p>The majority of people who responded through the web and completion of forms made the following key issues</p> <ul style="list-style-type: none"> <li>– Financial impacts if the member flat fare is raised would result in the scheme becoming prohibitively expensive and uneconomic, particularly for those members who only take short trips</li> <li>– The changes would impact greatly on social exclusion and would create isolation</li> <li>– People with disabilities particularly those in wheelchairs who are only able to go out using their Taxicard were concerned that they may not be able to go to health appointments</li> </ul> <p>Through the meetings the face to face discussions tended to focus mainly on the impacts and the following were the key concerns:</p> <ul style="list-style-type: none"> <li>– Members were very concerned that the changes would result in isolation and an inability to go out, particularly for those people who had no other support and the Taxicard is their only means of getting out.</li> <li>– Concern that numbers had already dropped at Day Centres and if further changes then people will not be able to access services</li> <li>– Concern that these changes are hitting the most vulnerable and should not be taken forward</li> <li>– Concern that funding is being cut from this service and money wasted elsewhere within the Council</li> <li>– Some members who use the Taxicard often very distressed at the prospect of losing their independence</li> </ul> <p>HADs formal response states:  The service is necessary, and the fact that people use it at all indicates this, as few people would use such a poor value, poor quality, routinely discriminatory service if they had other options.</p>
	<p>The Council's response:  § <i>The member flat rate will remain the same</i>  § <i>Work with Communications to ensure that people are aware that changes are being made across all Council Services</i>  § <i>72% of the respondents use their Taxicard for health appointments. The council will liaise with Health Services to try and improve their patient transport.</i></p>	

	<p>§ <i>The Council will feed into other services/organisations providing transport to vulnerable people to ensure the best use of available resources for people who require these services.</i></p> <p>§ <i>As stated in Section 3 the Council will ask for a meeting with Transport for London and London Councils and invite HAD to attend to raise their issues regarding the operation of the scheme.</i></p>	
<p>3.</p>	<p>Do you have any further comments?</p>	<p>There was some concern that the consultation was merely a PR exercise and the decision had been taken.</p> <p>Within this section there were considerable comments relating to the operation of the Taxicard Scheme which include the following, all raised by more than one member:</p> <ul style="list-style-type: none"> <li>- Taxis running the meter for a long time before the member gets in the taxi. Particular problem for people with severe mobility issues as takes longer to get to the Taxi</li> <li>- Different Charging/costs for the same journey. Members aware the costs can be different dependant on traffic however wide variances in costs dependant on time of day and driver</li> <li>- Taking longer routes which in turn increases the cost</li> <li>- General unhelpfulness</li> <li>- Some people were very positive about the scheme and felt it was a great scheme and the Taxi Drivers were very helpful.</li> </ul> <p>Within the formal response from HAD there was concern that the service “is generally incompetent, condescending, discriminatory towards disabled users, unreliable and expensive (even with all the subsidies) to the end user...”</p> <p>HAD have also suggested that support should be provided to get the funding from Transport for London released to develop a more effective local service.</p>
	<p>The Council’s response:</p> <p>§ <i>People were advised, throughout the face to face activity, that the Council was making savings across all services and had not only cut funding to this scheme</i></p> <p>§ <i>The Council will provide Transport for London and London Councils will a full breakdown of all the concerns raised throughout the consultation about the Taxicard Service and will request a meeting. HAD will be invited to attend the meeting.</i></p>	

## 7. Proposals for change

7.1 As a result of the feedback from the consultation activity the proposals for change to the Taxicard Scheme include the following:

1. The Scheme will remain 'as is' until 30<sup>th</sup> of September 2013 which is:
  - Member flat fare £2.50
  - Maximum of 104 trips a year for members who hold no other concessionary passes
  - Member who also hold either a Freedom Pass or/and Blue Badge are only able to take a maximum of 52 trips per year.
  - Members of the Discretionary Disabled person's Freedom Pass are not able to be members of the Taxicard Scheme
  
2. From 1<sup>st</sup> October 2013 onwards the scheme will include:
  - Member flat fare £2.50
  - Maximum of 40 trips a year for all users of the Scheme
  - Members of the Discretionary Disabled Person's Freedom Pass are not able to be members of the Taxicard Scheme

## 8. Legal Implications

8.1 In determining service provision, local authorities are obliged to consider their overarching statutory duties and its public law duties. This requires consideration of the public sector equality duty, as well as taking account of all relevant information, including results from consultation.

8.2 In determining service provision, local authorities are obliged to consider their overarching statutory duties. The Prioritising Needs guidance makes specific reference to the equality duties, stating that "equality should be integral to the way in which social care is prioritised and delivered, allowing people to enjoy quality of life and to be treated with dignity and respect."

### 8.3 Equality duties

8.3.1 Section 149 of the Equalities Act 2010 created the public sector equality duty. Section 149 states:-

*(1) A public authority must, in the exercise of its functions, have due regard to the need to:*

*(a) Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;*

*(b) Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;*

*(c) Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.*

8.3.2 When making decisions in relation to service provision and in particular changing charging policies and eligibility criteria, the Council must take account of the equality duty and in particular any potential impact on protected groups

8.3.3 An EqIA's has been completed to indicate the impact of this proposal on particular groups and any mitigating measures that can be taken. A summary of the results is included in this report and copy of the EqIA is included in the appendices. The Council must also take account of other relevant information such as consultation results to determine whether there is a potential positive or negative impact on a specific individual or group of individuals and if so, what mitigating measures can be taken to address this

8.3.4 When making decisions on changing service provision, the Council must take account of all relevant material, including financial resources, consultation responses and potential equality impact in order to reach a decision. This report presents a number of options and the financial implications of these options. However, this does not preclude Cabinet from determining that another option is the most appropriate way forward. In an extreme case, if Cabinet felt that the severity of the impact of the proposed options on particular groups of individuals was such that none of the options are appropriate and that additional resources are required to fund these services, then it should refer the matter up to full Council with a recommendation that further spending resources be allocated to the Directorate (either from Council reserves or from other budgets

#### 8.4 Consultation

8.4.1 The Council undertook a stakeholder consultation exercise to ensure that users and other stakeholders had opportunities to comment on the proposals. This included involvement of the voluntary sector and groups representing service users.

8.4.2 Details of the consultation responses have been set out in the main report and copies of all consultation responses are available as background information. Case law has confirmed that when determining whether to change service provision, the Council must be receptive to reasonable arguments against the proposals, however this does not simply involve a head count of those for and against the proposals. It is common for the most vociferous response to come from those affected by the proposals and in the case of a cut in service provision, for the majority of respondents to be against the proposals. The Council must of course take these views into account, however just because a majority of the respondents to consultation do not agree with the proposals does not mean that Cabinet is not able to decide to change service provision if justified for proper policy reasons.

## 9. Financial Implications

- 9.1 As part of the budget setting for 2013/14, the Council reduced the Taxi Card scheme budget by £200k. Savings of £102k in 2013/14 and £105k in 2014/15 were already scheduled in the MTFs, having come about as part of the previous years (2012/13) budget setting process.
- 9.2 In summary the following savings are scheduled to be made from the Taxi Card Scheme;

<b>MTFS Savings</b>	<b>Value £000</b>	<b>Effective from</b>
Commissioning Process in 2012/13	£200k	2013/14
Commissioning Process in 2011/12	£102k	2013/14
	£105k	2014/15
<b>Total Savings</b>	<b>£407k</b>	

- 9.3 Scheme expenditure for Harrow for 2013/14 is expected to be approximately £450k. The difference between the £258k TfL subsidy and the actual expected expenditure will be paid by Harrow.
- 9.4 Currently the Harrow budget consists of £450k. From the beginning of this current financial year the budget has reduced by £302k, due to the savings scheduled, leaving a budget of £148k. In 2014/15 it will reduce by a further £105 to £43k.
- 9.5 The scheme will be need to be delivered within the available budget. As such scheme expenditure needs to be reduced to ensure it is capped at the anticipated TfL subsidy allocation to Harrow for 2014/15 which is expected to be between £280k and £320k. The scheme changes proposed restrict expenditure within the required parameters of between £280k - £320k leaving the small budget balance to cater for growth in scheme members (likely considering Harrow's ageing population) or as a contingency in case Harrow is allocated the lower end of the TfL subsidy.
- 9.6 In order to ensure no overspend this year, Harrow has already cleansed the database and removed all existing scheme members that had not used the Taxi card scheme for 12 months or more. This has reduced members from 5200 to 2990.
- 9.7 Additionally, Cabinet should note that all current members are scheduled to be reviewed in 2013/14 which is expected to remove around 5% of existing users; no eligible user has had a review since they were originally assessed, some having remained on the scheme for 10+ years regardless of positive improvements to their mobility. A three year rolling review will also be introduced which will ensure only those physically vulnerable and meeting the mobility criteria will in future be eligible, thus providing some headroom for growth and future



proofing the scheme for at least the next two years. Implementing the scheme half way through the current financial year will also restrict expenditure and support the savings expectation in the current year.

## 9.8 Financial Detail

9.8.1 To arrive at the consultation options, an analysis was carried out which looked at 2633 members who took trips in 2012/13 and how many they took. The results are summarised below.

	52 & 104		52 trip members only		104 trip members only	
	Members	<i>Trips Taken</i>	Members	<i>Trips Taken</i>	Members	<i>Trips Taken</i>
40 trips or below	2025	40839	1278	24756	747	16083
41-52 trips			208	1849*	48	302*
41-72 trips	333	3670*			97	1439*
53-72 trips			28	382*	49	549#
73-104 trips	100	5192*	1	54*	99	5138*
<b>TOTAL</b>		<b>49701</b>		<b>27041</b>		<b>22660</b>

*\*please note these figures are the additional trips taken above 40(#or 52) by these members and represent the saving in trips that would occur by the reduction. For example in the first column 333 members took 40 trips each and these (13,320 trips) are included within the 40839 on the top row so the additional 3670 trip taken by these members above 40 is only shown.*

9.8.2 However it has become apparent that only two options were really considered by respondents to the consultation, the option of combining a reduction in trips with increased member contributions proving unpopular. As such the two viable options, of reducing the number of trips to 40 or increasing member contributions to £5 are set out below. Officers' recommendation to Cabinet is the adoption of Option (2), a reduction in trips to 40 to all scheme members.

## 9.9 Option 1 - Increasing member contributions

Increasing members contributions to £5 from the current £2.50 would raise approximately £125k (49,701 trips x £2.50 extra) which would reduce Harrows own expenditure to within the budgeted parameters.

### **Increasing member contributions would impact on all 2990 members**

#### 9.10 Option 2 - Reducing all members to 40 trips

The total number of trips taken by all members in 12-13 was 49701 and to reduce all members to 40 trips would reduce this to 40,839 trips – or save 8,862 trips (a saving of £73.8k based on average borough fee of £8.30 per trip) and this is split between the 2 groups as follows:

Of the 52 trip members 27,041 trips were taken and reducing all members to 40 trips would save 2,285 trips (£19.03k saving)

Of the 104 trip members to reduce to 40 trips would save 6,577 trips (£54.79k saving).

#### **Reducing to 40 trips would impact on 433 members**

### **10. Performance Issues**

- 10.1 The mitigation of this negative impact is to keep service users informed and to carefully explain the reasons for the changes, with an emphasis on providing the service in an equitable and sustainable way, while continuing to meet the needs of the most vulnerable regarding mobility. Arrangements will be put in place to closely monitor the effects of the changes and to act upon any negative impact.

### **11. Environmental Impact**

- 11.1 In general, the above proposals will have a minimal environmental impact. The review of the Taxicard scheme may allow some reductions in Carbon emissions from reduced trip numbers but this may well be offset by scheme membership growth due to the population demographics in Harrow.

### **12. Risk Management Implications**

- 12.1 The programme of changes to concessionary travel has now been ongoing for 3 years; the changes having commenced with centralisation & improvement of the application process, improved administration and the introduction of professional and consistent mobility assessments which have had positive impacts on customers and the most vulnerable.
- 12.2 However, the policy changes introduced in late 2011 and early 2012 reduced the service and the further changes proposed in this report will reduce the service further. The reduction in service is clearly linked to the savings required in the MTFs and the lower number of trips will potentially affect the most vulnerable detrimentally as is set out in the attached EqIA.
- 12.3 Officers however intend to address some of the poor service provided with London Councils which may well mitigate some of the issues. We will also monitor impacts through public health and through complaints to ensure we are aware of repercussions directly associated with the policy.

### **13. Equalities implications**

- 13.1 The impacts of the changes have been shared with the Adult Services Steering group and feed in to both the body of the Cabinet Report and the attached EqIA attached at Appendix B.
- 13.2 The scheme is a discretionary service that only operates in London. Whilst savings are being made from the scheme the Council is continuing to operate the scheme using funding provided by TfL to ensure that vulnerable residents continue to be able to access the scheme and receive the Taxicard subsidy.
- 13.3 An extensive consultation was held with users, residents and voluntary organisations:
- There were positive comments about the scheme and some people felt the changes would not impact their use of the scheme.
- 13.4 The adverse impacts highlighted through the consultation raised by both users of the scheme and HAD impacted both the 'age' and 'disability' protected characteristics. The key impacts that were identified included:
- If option 1 (to increase the cost from the users to £5 from £2.50) then the feedback suggested that the operation of the scheme would not be viable as the costs for the users would be too great.
  - Limit the ability to go out (shopping, social appointments, health appointments, day centres)
  - The impacts of the changes are likely to increase social isolation
  - For those people with limited mobility, no other source of support and reliant on the scheme would be unable to go out as often.
  - There were lots of concerns regarding the operation of the scheme
- 13.5 As a result of this feedback Officers are recommending that Option 2 (reducing the trips to 40) is taken forward. In addition some mitigating measures have been identified as follows:
- The Council will work with the health sector in relation to patient transport services, as many trips relate to need to attend GP, clinic or hospital visits;
  - Work with other parts of the Council to ensure a joined up approach, in particular in relation to special needs transport and transport to day centres;
  - Contact with Dial-a-Ride has been made to ensure that other alternatives are considered for users of taxicards;
  - Liaise with London Councils on the quality issues raised about the current service;
  - Ongoing monitoring of the impact on service users.
- 13.6 The EqIA also highlights the potential cumulative impact of this proposal alongside changes to welfare reform and other council services. The purpose behind the taxicard scheme is to advance

equality of opportunity to older residents and those with a disability in relation to accessing social activities. As a result of the consultation, it is proposed to cut the number of trips rather than increase the cost of the service. Whilst the number of trips is proposed to be reduced, the scheme will continue to exist and officers will work with partners to identify alternative transport options.

## 14. Corporate Priorities

- 14.1 The retention of a reduced Discretionary Taxi Card Scheme supports and protects people who are most in need and as such reflects the aims of our corporate priorities. It also reduces expenditure and meets budget requirements which again reflects Harrow's financial priorities.

### Section 3 - Statutory Officer Clearance

Name: Simon George	<input checked="" type="checkbox"/>	Chief Financial Officer
Date: 4 July 2013		
Name: Sarah Wilson	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 5 July 2013		

### Section 4 – Performance Officer Clearance

Name: Martin Randall	<input checked="" type="checkbox"/>	on behalf of the Divisional Director Strategic Commissioning
Date: 18 June 2013		

### Section 5 – Environmental Impact Officer Clearance

Name: Andrew Baker	<input checked="" type="checkbox"/>	on behalf of the Corporate Director of Environment and Enterprise
Date: 24 June 2013		

## **Section 6 - Contact Details and Background Papers**

**Contact:** Fern Silverio (Head of Service – Collections & Housing Benefits),  
Tel: 020-8736-6818 / email: [fern.silverio@harrow.gov.uk](mailto:fern.silverio@harrow.gov.uk)

**Background Papers:** Taxicard Welcome Booklet  
Taxicard letter template

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

**NOT APPLICABLE**

*[Call-in applies]*

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# **Changes to the Taxicard Scheme in Harrow**

## **Consultation Report**

**June 2013**

Version Number 1.0

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1. **BACKGROUND**

1.1 Over a twelve week period, from 8<sup>th</sup> March, 2013 to 31<sup>st</sup> May, 2013, Harrow Council undertook a consultation on proposed changes to the Taxicard Scheme. These changes are being proposed as a direct result of the need to make savings across the Council to ensure the Council is able to meet the budget deficit.

1.2 The Taxicard scheme only operates in London and provides members with subsidised door-to-door (taxi) transport. Taxicards are issued free to people who have serious difficulties with their mobility, or a severe sight impairment, and find it difficult to use public transport. Harrow Council currently has approximately 2,990 members.

1.3 The Taxicard enables members to book and make a journey either by a licensed cab or private hire vehicle. The licensed cab or private hire vehicle must be part of the Taxicard Scheme. The user makes a contribution of £2.50 towards each individual trip and the Council subsidises the remainder of the journey up to a cap of £8.30. Therefore the total trip can cost up to £10.80 with the Taxicard holder paying any additional spend over £10.80 along with the first £2.50 (member contribution). An example of this would be if a trip was to cost £15 the member would pay the first £2.50, Harrow Council would pay the next £8.30 and the Taxicard holder would then pay the additional £4.20.

<b>Taxi Trip Total cost</b>	<b>£15</b>
Member Contribution	£2.50
Maximum Harrow Council Contribution	£8.30
Remaining Member Contribution	£4.20

1.4 London Taxicard is not a statutory requirement but all London Councils currently participate in the scheme. However, each individual borough can decide on the levels of member contribution it requires and the total subsidy per taxi trip it will make.

1.5 Each borough is also able to decide on how many taxi trips it allows its members to take each year. Harrow currently allows members, who do not have access to any other concessionary travel (Blue Badge or Freedom Pass), 104 trips per year whilst members who have been awarded another travel concession are awarded 52 trips.

1.6 The Taxicard scheme is funded through London Councils by both the London Boroughs and by TfL. TfL provides the majority of funding and would not agree for this contribution to be used locally for other Council transport schemes.

1.7 The Council consulted members of the Taxicard Scheme, residents and voluntary organisations on a number of options which will increase each members' trip contribution, reduced the number of journeys permitted or is a combination of both. Each option is outlined below:

1. Increase to £5 each individual members' trip contribution (an increase of £2.50). Number of trips allocated would remain the same.
2. Reduce all trips to 40 a year.
3. A combination of the above 2:
  - a, increase to £5 each individual members' trip contribution for 2013/14 but trips are unaffected. Then decrease to £4 per trip for 2014/15; and
  - b, reduce all trips to 52 a year for 2014/15

1.8 This remainder of this document outlines how the consultation was undertaken and reports the response to it.

## 2. THE CONSULTATION PROCESS

2.1 Prior to the consultation starting the Council discussed the proposed changes with a multi-agency Steering Group to get feedback on the proposals and ensure the consultation was inclusive. The consultation was circulated to the Steering Group who also supported the Council to get feedback on the changes by holding consultation events/meetings.

2.2 The consultation was publicised through a number of channels including mail-shot questionnaires, website responses and discussion groups and work shops.

### Taxicard Member Mail-shot

2.3 All current Taxicard members (2,841 at the time of mailing) were sent a letter along with the consultation document and questionnaire to return. The questionnaire was also available to complete on the Council's website and via the telephone with members discussing the questions with Harrow Council Officers.

2.4 The total number of responses to the mail-shot through all of these channels was 887 and this equates to 31.2% of the total Taxicard membership. It should also be noted that the consultation was sent to a number of Taxicard holders who had either moved out of the borough or are now deceased and therefore the actual response rate is even higher than 31.2%.

Workshops and Discussion Groups

2.5 Harrow Council Officers ran a number of workshops and discussion groups inviting all members to attend to discuss their views as well as attendance at community group meetings. It is estimated that approximately 413 people attended and participated in this face to face activity.

*\* it should be noted that many of the attendees at the workshops and discussion groups also completed questionnaires.*

3. CONSULTATION RESPONSE

Questionnaire Responses (including telephone and web responses)

3.1 In total there were 887 responses to the questionnaire, the majority were hand written returned copies from the Taxicard mail-shot. There were 96 responses submitted through the Council's website and these are included within the 887. Where telephone responses were received feedback was input directly on to the web and therefore the numbers of returns on the web include those forms completed over the telephone.

3.2 Question 1: Please tick the option you feel we should take forward to make savings to the scheme.

The table below shows the response from each respondent (where a choice was made-see footnote of table).

Figure 1: Consultation Response:

	<b>Option 1 Increase to £5 Members' contributions</b>	<b>Option 2 Reduce all members to 40 trips per year</b>	<b>Option 3 Increase to £5 Members' contributions 2013/14 then reduce to £4 and 52 trips 2014/15</b>
<b>Responde nts*</b>	<b>184</b>	<b>487</b>	<b>198</b>
<b>Percentag e</b>	<b>21.2%</b>	<b>56.0%</b>	<b>22.8%</b>

*\* 26 respondents chose more than one option. In these cases a 'choice' for the option NOT selected has been deducted.*

*44 respondents (5% of the total respondents) chose no option at all*

3.3 Question 2: What do you think the effect of these changes will be for members of the Taxicard scheme?

3.4 The comments received in response to this question were mainly focused on members concerns with the financial impacts of the changes, proposed in Options 1 and 3, rather than the reduction in trips proposed in Option 2. There were also a reasonable proportion of comments stating that the Taxicard scheme would be both prohibitively expensive and also become uneconomic or 'not worth it' should the member contribution rise to £5 with many members stating they only make short trips.

3.5 Many members expressed a concern that the changes would impact greatly on social exclusion, general health and well-being and create greater isolation. Hospital and doctor appointments would become harder to attend and members would not be able to go out as often.

3.6 A sample of respondent comments have been extracted below:

*“There will be an increase in loneliness and there a decrease in health and well being. It will be difficult to maintain practicalities of life.”*

*“It will mean less trips out for shopping and hospital appointments. It will mean we will be isolated and therefore more lonely.”*

*“For disabled people, especially those like me who use electric wheelchair- Black taxi are only way to get around. If our trips are reduced then it will mean not going out and in some instances not being able to get to doctors/ dentist app.”*

*“Any increase due to subsidy being reduced would make system too expensive to use other than urgent journeys.”*

*“I feel that changes to this scheme will mean that people who rely on this service will start to lose their independence - I am fortunate to have a family who will take me where I need to go but not everyone has this.”*

*“The higher charges will make it impossible for members to use the scheme and so severely limit their ability to get around. At least with the reduced number of trips that option, albeit much reduced, is still available.”*

*“I find the Taxicard a wonderful scheme for me a necessity. The changes proposed might effect some people*

Consultation Report – June 2013

*adversely, but of necessity many will accept the changes reluctantly.”*

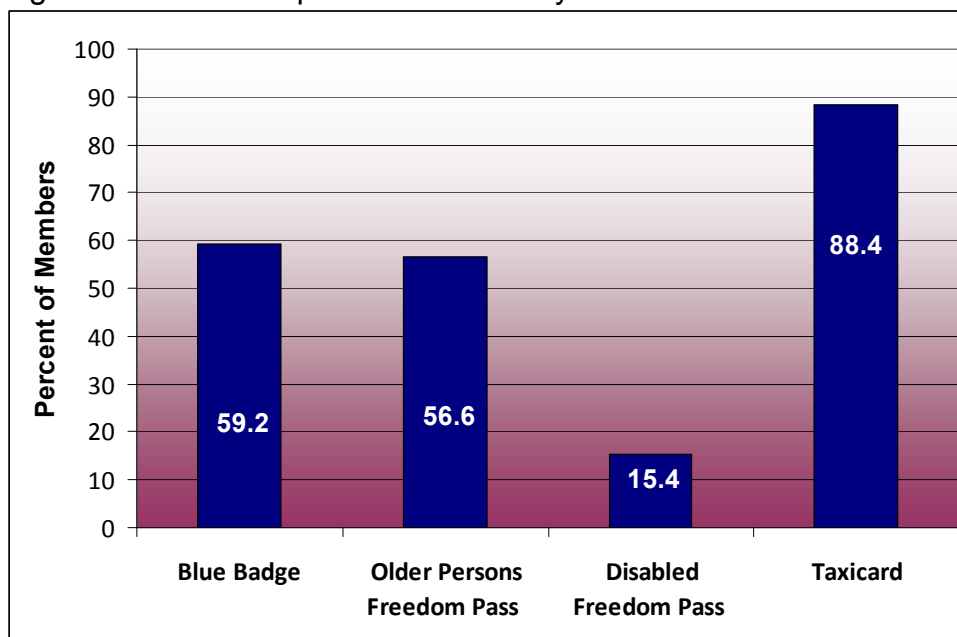
3.7 As all three options represented a reduction to members for the Taxicard scheme, either in trips or subsidy provided by the Council, it was inevitable that a large number of comments and responses were not supportive of any. However, the majority of respondents commented that to increase the member contribution would make the scheme either unaffordable or uneconomic for the shorter trips and therefore the reduction in trip allocation per year whilst maintaining the current £2.50 member contribution was more preferable.

3.8 The option for the reduction in trips is also supported when considering the majority of Taxicard holders make fewer than 40 trips per year and this again was evident in respondents’ feedback. However, it should be noted that a small number of Taxicard holders stated they are heavily reliant on the Taxicard, making many more than 40 trips per year, and this is supported by both the analysis of Taxicard trip usage (supplied by London Councils) and by many of the comments and feedback provided.

3.9 Question 4: Are you a member of any other concessionary Travel Schemes?

The graph below shows what other Concessionary Travel Schemes the respondents are members of.

Figure 2: Membership of Concessionary Travel Schemes:



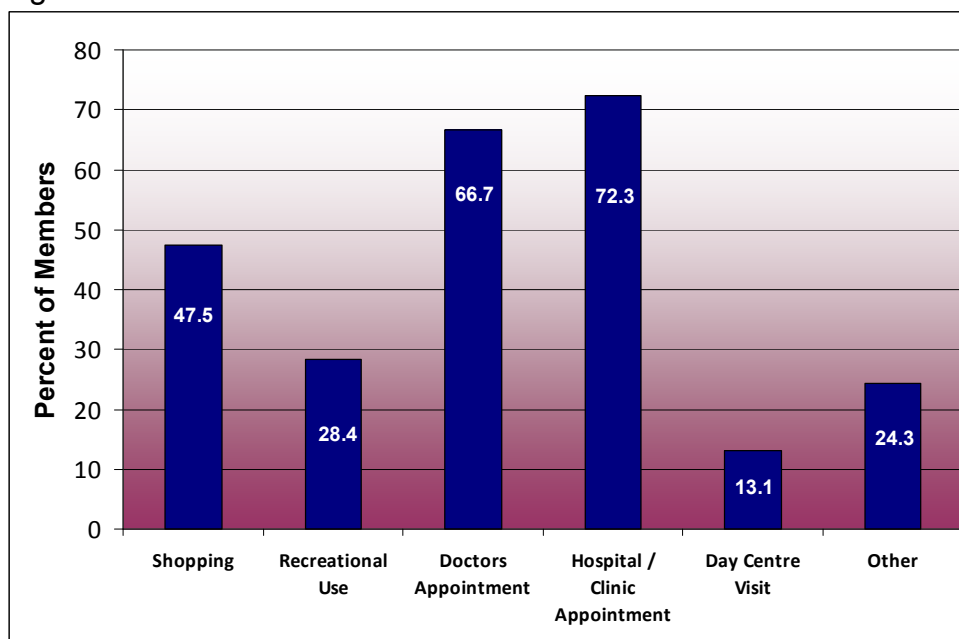
## Changes to the Taxicard Scheme in Harrow

### Consultation Report – June 2013

#### 3.10 Question 5: If you are a member of the Taxicard Scheme... what activities do you use it for

The graph below shows what activities the Taxicard members use their Taxicard to attend or undertake.

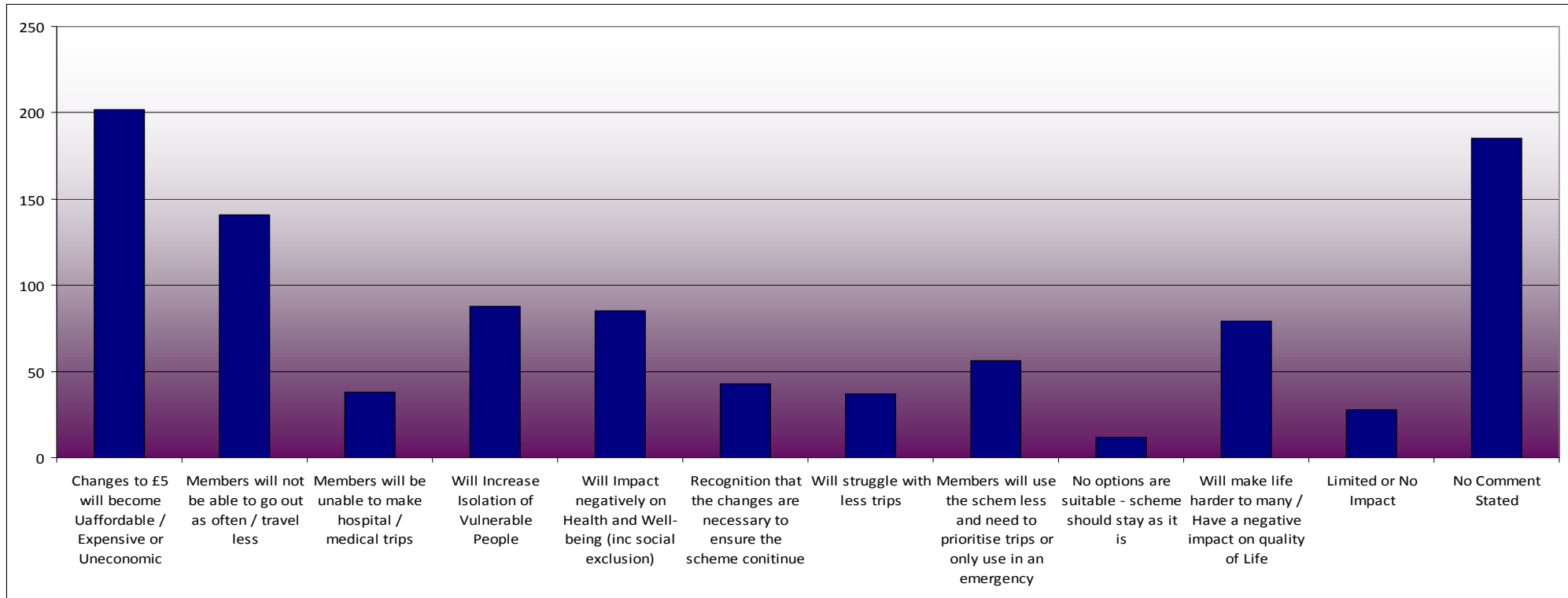
Figure 3: What Members use their Taxicard for:



## Changes to the Taxicard Scheme in Harrow

### Consultation Report – June 2013

Figure 4: Respondents Comments and Impacts:



Respondents to the consultation questionnaire were also asked what they thought the effects of the changes to the Taxicard scheme would be and if they had any further comments. These have been recorded and categorised according to the main aspect or concern of the comment, presented in the above graph. It should be noted that this is not a scientific poll, however an officer's interpretation of the comments received. A full list of the comments can be seen in Appendix B.

Ignoring where respondent have made no comment the majority of concerns were regarding the financial or expense impact of raising the member contribution to £5. Following this a large number of respondents' expressed concerns that many Taxicard holders would not be able to go out as much, attend hospital or medical trips and the changes would have a negative impact

## Changes to the Taxicard Scheme in Harrow

### Consultation Report – June 2013

on isolation and social exclusion. A small but significant number of comments recognised the changes are necessary to ensure the scheme continues and are grateful for the scheme.



### Workshop and Discussion Groups

- 3.11 As well as the questionnaire a total of 12 workshops and discussions groups were held with various groups during both April and May 2013. This included meetings in the Neighbourhood Resource Centres with users of the service with physical disabilities, learning disabilities and older people. Meetings were also held with community groups and consultation workshops held at Hatch End Library, Wealdstone Library and Gayton Library as well as workshops at the Members Lounge at Harrow Civic Centre.
- 3.12 It is estimated that, over the course of all these workshops and discussion groups, at least 413 people were involved in discussions on the proposed changes.
- 3.13 Through both the questionnaire and workshop and discussion groups members reported a large amount of feedback regarding the service levels experienced when using the Taxicard scheme, including driver conduct, charging, routes etc... Harrow Officers have agreed to collate all of these and feed this back to London Councils and this feedback has been summarised in section 6 of this report.
- 3.14 The outcome and general feedback on the consultation is summarised below;
- 3.14.1 Members expressed concern that by changing the scheme, disabled and elderly people would become more isolated and will not be able to go out as much.
  - 3.14.2 Members wanted to know why the Taxicard scheme was being cut when there was so much waste going on in other areas of the Council. This sentiment was expressed again another session and a member stated they would be requesting a Freedom of Information report in to council spend.
  - 3.14.3 Many members stated they would not be able to attend as many activities, clinic appointments, sports centres and other social activities with the reduced trips.
  - 3.14.4 The number of people attending Day Centres has already dropped due to previous changes to the Taxicard scheme and implementing any further changes would only reduce Day Centre numbers further.
  - 3.14.5 A number of respondents claimed that the consultation process was simply a PR exercise and that the Council had already decided on what option it was going to take.
  - 3.14.6 Members thought Harrow Council should not be cutting services from the most vulnerable in society.
  - 3.14.7 Many of the members who attended the workshops and discussions are very reliant on their Taxicard for their

independence and quite distressed at the prospect of not being able to use it as often, or the rise in member contribution.

3.14.8 Taxicard gives some independence and that is being taken away.

### Formal Response – Harrow Association of Disabled People

3.15 A formal responses was received from Harrow Association of Disabled (below):

*Thank you for the opportunity to respond to this taxicards consultation.*

*We are deeply concerned with the intention to reduce taxicard entitlements further, and cannot agree that this should happen in any way. We are unable, therefore to select an option from those offered, for the following reasons.*

*When the taxicards were cut last year, unfortunately most people were so much more concerned about the other aspects of that consultation that most disabled people didn't even comment on the taxicards issue. As the reduction in journeys has taken effect, they have realised the full effect of this, and the impacts on their lives.*

*In all my time at HAD, I can't recall disabled people ever saying anything good about the taxicard service. It is generally incompetent, condescending, discriminatory towards disabled users, unreliable, and expensive (even with all the subsidies) to the end user. The cabs usually charge people for the time it takes to drive to their home, for the time it takes to get a ramp out, and then they have to pay the first £5 towards their trip. This means that a trip can cost the client £9 or £10 just to go a couple of miles, with the London and Harrow Council subsidy providing additional funds to the companies on top of that.*

*The majority of local mini cab firms do not cater for people who cannot transfer into a vehicle, or rely on heavy or cumbersome equipment such as power chairs. Public transport is accessible for some journeys, but by no means all, in fact there are still more routes into and across London which are not accessible than which are. Local buses are theoretically accessible but for many reasons, significantly around attitudes of drivers and fellow travellers, this is not the case in practice. And even when the buses themselves are accessible, the route between the person's home and bus stop is often not. Many people do not have cars, and even when people do, they may be reliant on someone else*

*who is not always available, to drive for them, or may not be able to park close enough to their destination to be able to use a car. The taxicab scheme, because it uses accessible vehicles which can go to the required destination. Black cabs in theory, do resolve all those issues, for many people in many circumstances. The real issues are the quality and cost of the service. Transport is one of the great concerns for disabled people, and poor transport is one of the biggest barriers they face.*

*However, I believe the scheme needs to be preserved with no further cuts until a better option is found. The service is necessary, and the fact that people use it at all indicates this, as few people would use such a poor value, poor quality, routinely discriminatory service if they had other options.*

*What I would like is for us to campaign for London Councils to release their share of the funding to be used locally, where I think organisations like Harrow Community Transport, about which I've only ever heard positive feedback, can develop and increase their variety of transport options vastly, with such good funding.*

*But in the meantime, HAD believes that the council should:*

- Leave the scheme with no further reductions*
- Support us to have the funding released from London Councils to be used locally for a much better quality and more appropriate service.*

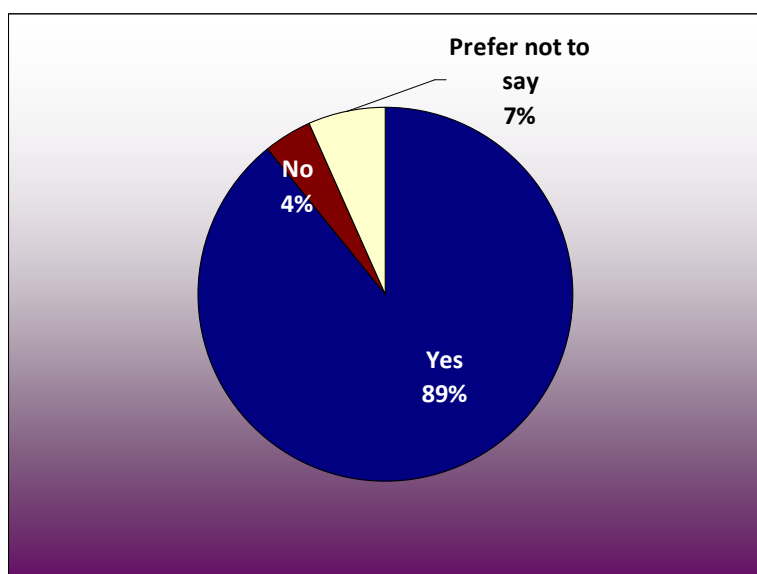
### Monitoring Information

#### 3.16 Do you consider yourself to have a disability according to the terms given in the Equality Act 2010?

The Equality Act 2010 defines someone has a disability if:

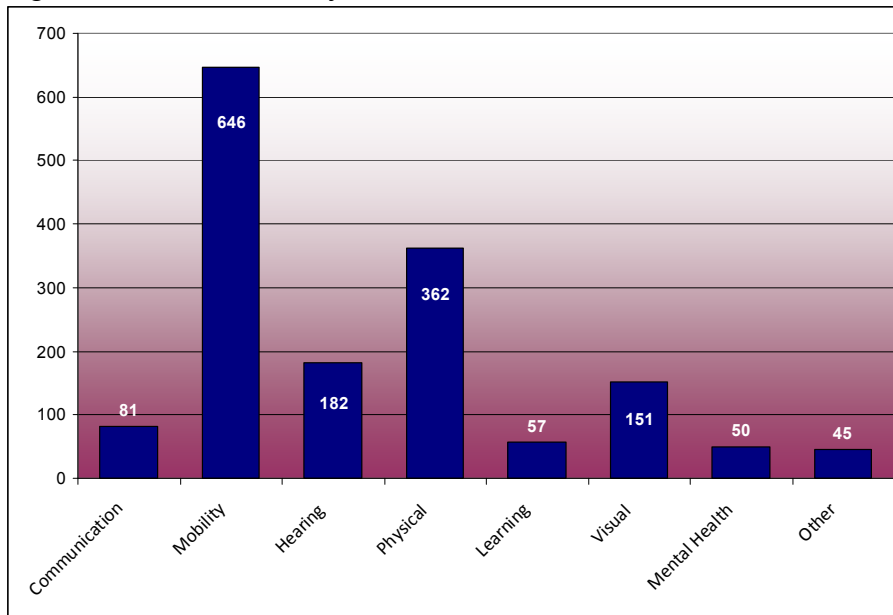
*“they have a physical or mental impairment which has a substantial and long term effect on their ability to carry out normal day-to-day activities which would include things like using a telephone, reading a book or using public transport.”*

Figure 5: Do members consider to have a disability:



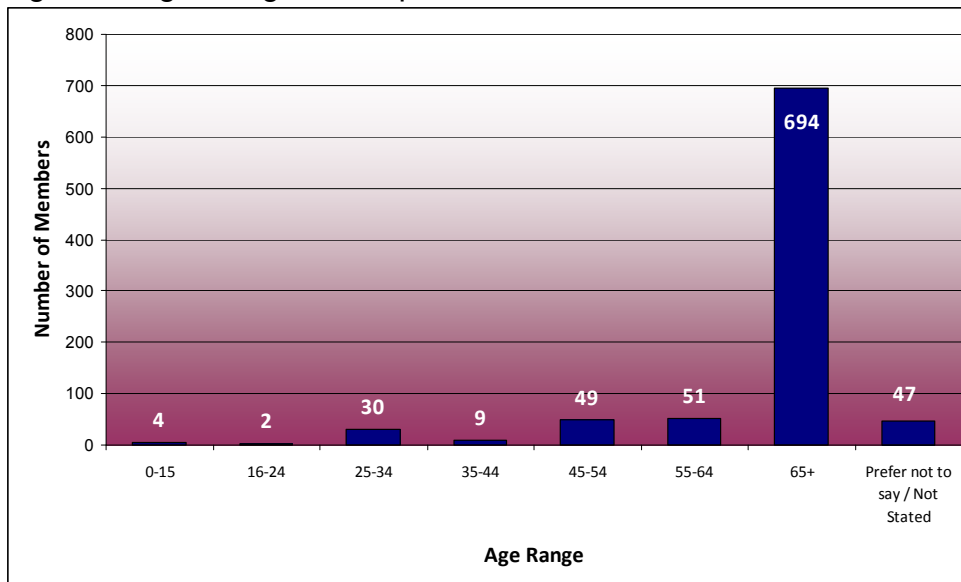
#### 3.17 Of those respondents who answered yes the majority of which specified mobility as their main disability, although many respondents selected more than one category of disability.

Figure 6: What disability members consider to have:



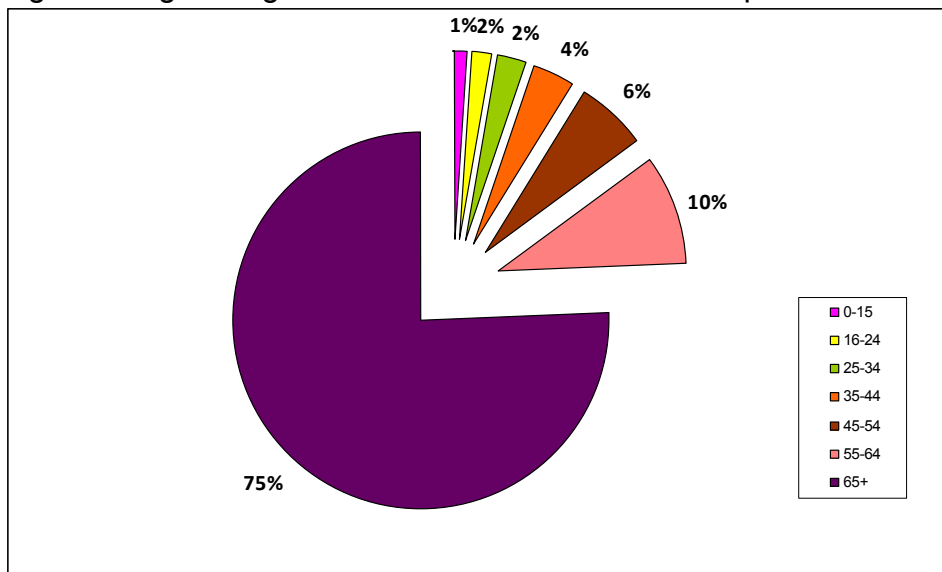
3.18 The graph below shows the age range of the respondents to the questionnaire. As can be seen the majority of respondents are 65 or above.

Figure 7: Age Range of Respondents to Consultation



3.19 The chart below now shows the actual age demographics of the total Taxicard membership in Harrow and 75% of all members are 65 or above.

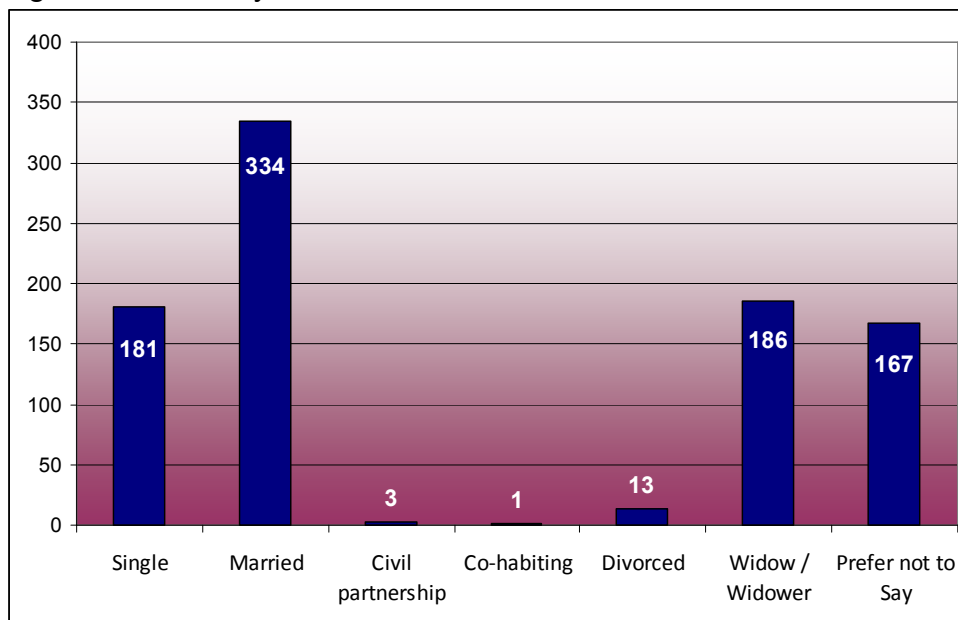
Figure 8: Age Range of Harrow Taxicard Membership



**Gender**

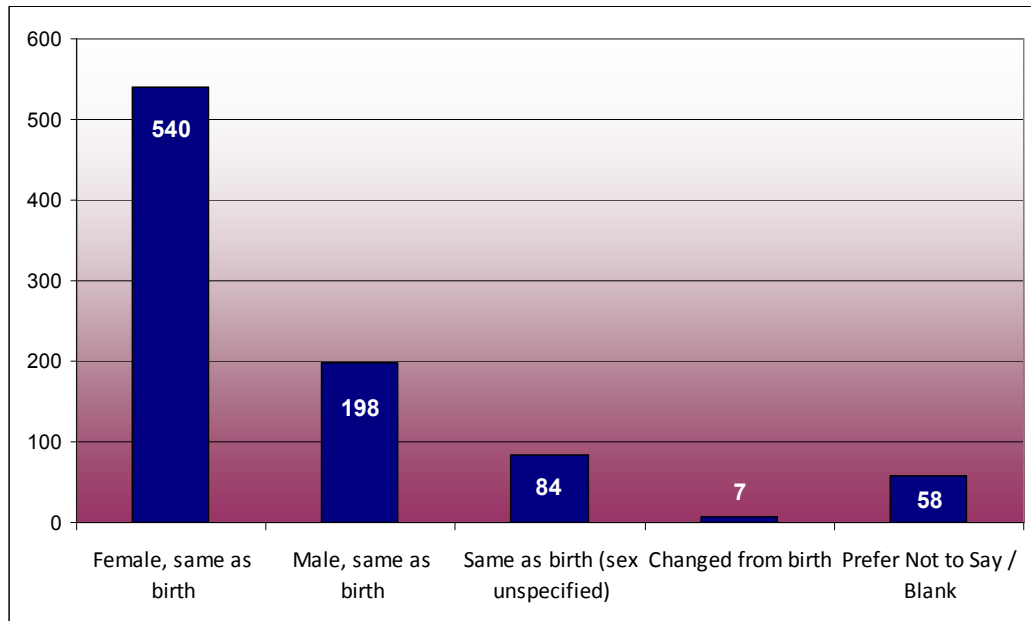
3.20 Of the 887 responses to the consultation 63% were from females, 23% males and 14% did not say. Of the full Taxicard membership 69.7% are female and 30.3% male.

3.21 Figure 9: What is your Marital Status:

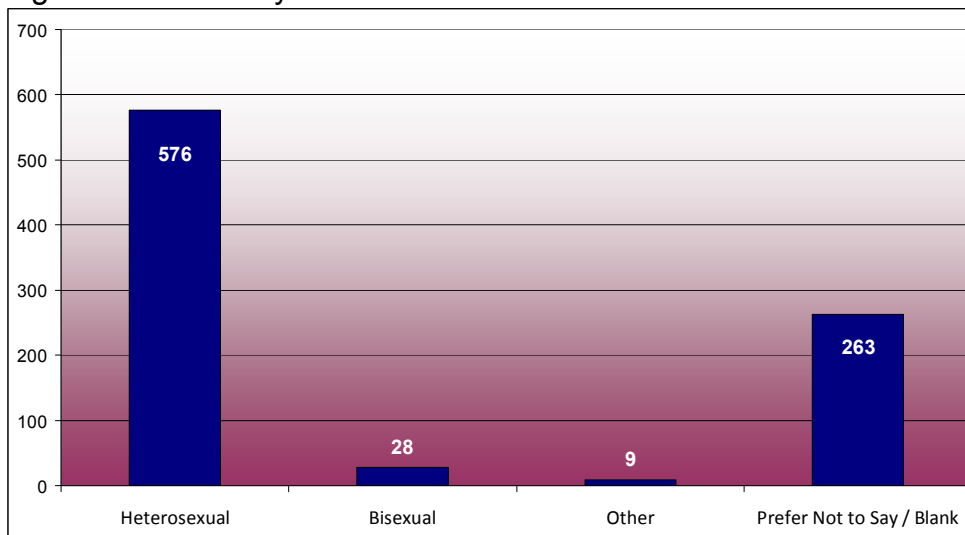


### 3.22 Gender Identity

Figure 10 Is your gender identity the same as the gender you were assigned at birth?

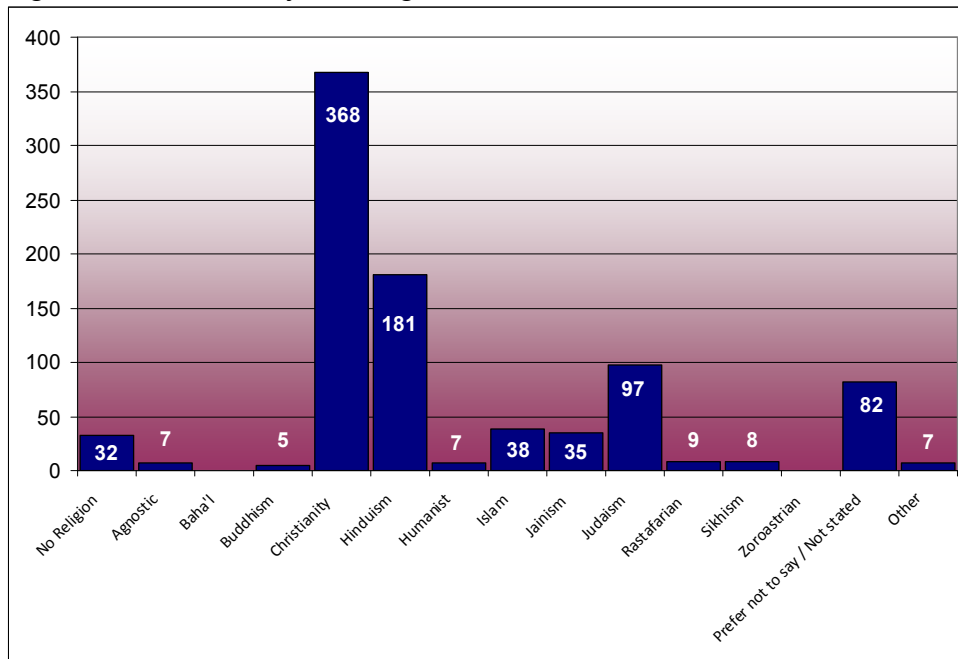


### 3.23 Figure 11: What is your Sexual Orientation:



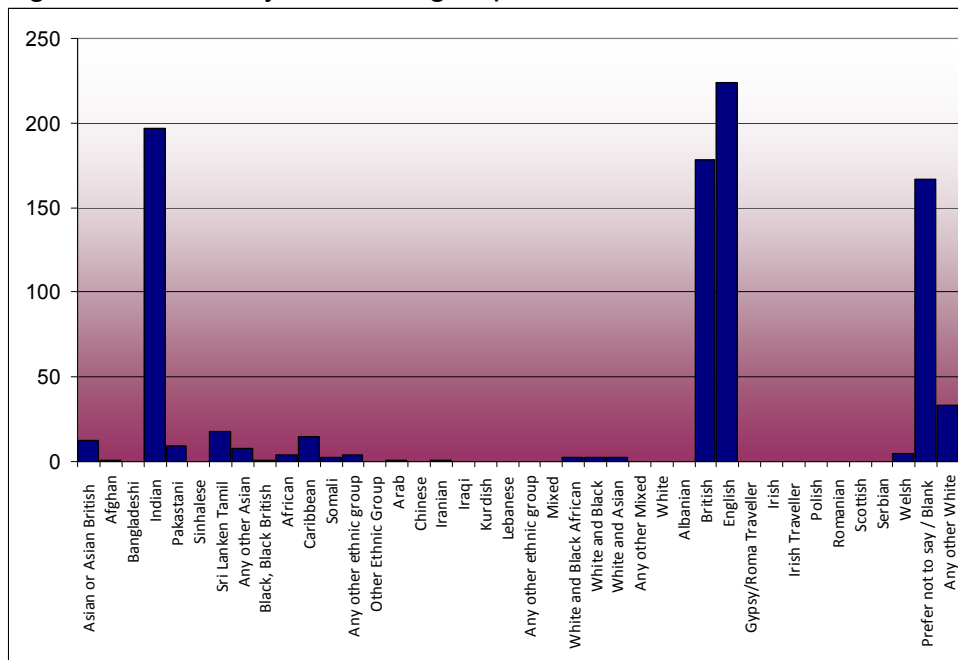
3.24

Figure 12 What are your religion / beliefs:



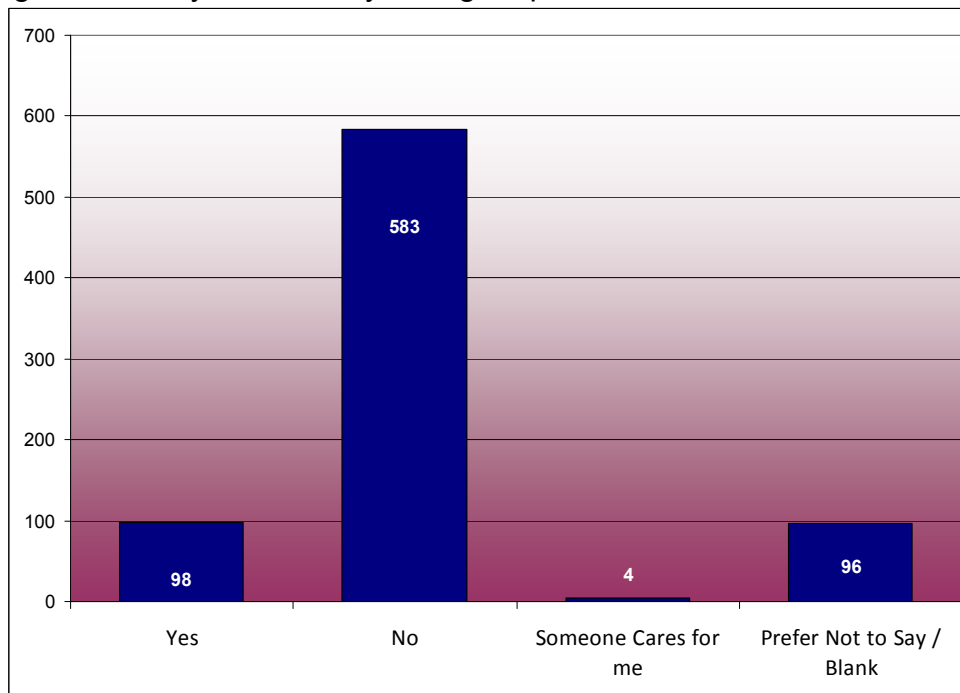
3.25

Figure 13: what is your ethnic group





3.26 Figure 14: Do you have any caring responsibilities for other:



#### 4. SUMMARY

- 4.1 The overall response to the consultation was extensive with 887 written responses and over 400 reached through workshop and discussion groups. It is our view that it can therefore be assured the responses and themes are a fair reflection of the membership's views.
- 4.2 When respondents were asked for the option Harrow Council should take forward to make savings to the scheme 56% preferred Option 2 – reducing all members to 40 trips per year. The remainder of responses was split almost equally between Option 1 – increasing member contribution to £5 (21.2% of respondents) and Option 3 – increasing to £5 then reducing to £4 in 13-14 and 52 trips (22.8% of respondents).
- 4.3 A small proportion of respondents (5%) did not choose any option at all.
- 4.4 The preference for Option 2 was also widely supported in the comments and impacts respondents stated in their return. As can be seen in Figure 4 the largest number of comments was in relation to the impact or additional expense that raising the member contribution to £5 would bring. However, there were a large number of comments regarding members not being able to make as many trips, missing hospital appointments, becoming more isolated and/or socially excluded and those who will struggle with fewer trips.

- 4.5 A small proportion of comments stated Taxicard members would need to prioritise the trips they took whilst some recognised that changes are necessary to ensure the scheme can continue.
- 4.6 The impact of both Option 1 and Option 3 would be 100% as the increase in members' contribution would affect all Taxicard holders. However, based on recent analysis of London Council's trip data, the impact of Option 2 would only be on only 433 members or approximately 15% of the Taxicard members who currently take more than 40 trips.
- 4.7 Figure 3 identifies the purposes members are using their Taxicard trips for and the highest use is for attendance to hospital and clinic appointments (72.3% of members) and doctors appointments (66.7% of members). Originally the Taxicard scheme was introduced for social purposes such as going shopping, visiting friends and family and going to events. There are no restrictions on what the Taxicard can be used for however the advice of London Councils is that the scheme is not suitable for time specific appointments as it is not a guaranteed, and therefore it is not recommended to be used for hospital trips.
- 4.8 It is not practical to impose any restrictions on the use of Taxicard for certain trips as these would be very difficult to police. However it is suggested that all members are written to inform them of the intended purpose of the scheme and also to inform them of alternative NHS Patient Transport available should they need it.

## 5. COMMENTS ON LONDON TAXICARD SCHEME (for London Councils)

- 5.1 The Harrow Taxicard members raised a number of issues regarding the Taxicard scheme through the consultation process and Harrow Council has agreed to record these issues and raise them with both London Councils and ComCab, the taxis service provider.
- 5.2 The issues recorded below refer to general issues raised by more than one member.
- 5.3 **Running the Meter:** Many members stated that the taxi drivers have the meter running for a long time before they have even got to in to the taxi. This is a particular issue for members that have severe mobility problems (majority of members) who are slower at leaving the house with some even stating they wait outside their house on the pavement for the taxi to arrive so they can get in to it quicker.
- 5.4 **Different Charging / Taxi-trip Costs for the same journey:** Members raised concerns over the variation in costs charged for the same journey taken on different days and with different drivers. Members are aware that the charge will vary depending on the traffic conditions but do

experience a wide range in costs for the same journey with some journeys costing double what they usually would on occasions.

5.5 **Taking Longer Routes**: Members stated taxi drivers often take elongated or obviously longer routes than necessary in order to increase the cost to the user.

5.6 **General Unhelpfulness**: Many members reported that taxi drivers often appeared unwilling to assist members with mobility difficulties in to and out of the taxi and unwilling or unable to operate their wheelchair ramps. Some members reported taxi drivers to often be rude or intimidating when it came to charging at the end of the journey.

5.7 The official feed back from *HAD* regarding the scheme is extracted below:

*“... I can’t recall disabled people ever saying anything good about the taxicard service. It is generally incompetent, condescending, discriminatory towards disabled users, unreliable, and expensive (even with all the subsidies) to the end user. The cabs usually charge people for the time it takes to drive to their home, for the time it takes to get a ramp out, ...”*

5.8 It should be noted, regarding *HAD*’s last comment, that taxi drivers are allowed to charge an initial £2.40 on arrival at the pick up point (which is the standard tariff for all London Taxi journeys and not specific to Taxicard). The meter can then legitimately be left running for any time spent helping someone to, or into, the vehicle before departure.

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# TEMPLATE 2 - Full Equality Impact Assessment (EqIA)

In order to carry out this assessment, it is important that you have completed the EqIA E-learning Module and read the Corporate Guidelines on EqIAs. Please refer to these to assist you in completing this form and assessment.

<p>What are the proposals being assessed? (<b>Note:</b> 'proposal' includes a new policy, policy review, service review, function, strategy, project, procedure, restructure)</p>	<p>Changes to existing policy for Taxicards</p>
<p>Which Directorate / Service has responsibility for this?</p>	<p><b>Resources Directorate</b></p>
<p>Name and job title of lead officer</p> <p>Name &amp; contact details of the other persons involved in the EqIA:</p>	<p>Fern Silverio, Head of Service, Collections and Housing Benefits          Bernie Beckett, Consultation Project Manager          Tel: 020 8424 7640 Email: <a href="mailto:bernie.beckett@harrow.gov.uk">bernie.beckett@harrow.gov.uk</a></p> <p>As part of the development of this proposal and the EQIA, all members of the Adult Services Steering Group were given the opportunity to give their views on impacts of the changes through meetings with the group and responding through the consultation activity. The membership of the Adult Services Steering Group includes representatives from the following: Harrow Association of Disabled People (HAD), Harrow Mencap, Mind in Harrow, Age UK Harrow, Harrow Carers, Unions, CNWL, Harrow Healthwatch, Crossroads Care, NHS Harrow, Carers Partnership Board, and Community Service User Champions.</p>
<p>Date of assessment:</p>	<p>This EQIA has been developed over a number of months, so the assessment date has been at multiple stages:</p> <ul style="list-style-type: none"> <li>• Version 1 - Draft Initial Assessment – 8.1.13</li> <li>• Version 2 - Update following consultation activity – 13.6.13</li> <li>• Version 3 - Update to complete data on returns from consultation – 17.6.13</li> <li>• Version 4 – Update to include proposals and actions</li> <li>• Version 5 – Update to include data on Taxicard Trips at Appendix A (included</li> </ul>

	<p>within EqIA – not separate document)</p> <ul style="list-style-type: none"> <li>• Version 6 – Update with comments from HAD</li> <li>• Version 7 – Updated with comments from Cabinet Briefing – 2.7.13</li> </ul>
<p><b>Stage 1: Overview</b></p>	
<p>1. What are the aims, objectives, and desired outcomes of your proposals?</p> <p>442 Explain proposals e.g. reduction / removal of service, deletion of posts, changing criteria etc)</p>	<p>Taxicard is a scheme that provides subsidised transport for people who have serious mobility impairment and difficulty in using public transport. Taxicard holders make journeys in licensed London taxis and private hire vehicles, and the subsidy applies directly to each trip. The funding is provided by both the Mayor of London and Harrow Council. The funding, provided by Transport for London (TfL), is distributed to Local Authorities on a pro rata basis depending on numbers of higher rate recipients of DLA and the number of residents over 65. For 2013/14 the contribution to Harrow is £258k. The projected budget outturn (based on 5 months) is £450k.</p> <p>Further to the outcomes of the Council's commissioning process for 2012-13 to 2014-15 decisions were taken to save £407k from the Harrow Taxicard budget moving the scheme to be financed only by TfL grant, and this was agreed by Full Council as part of budget setting.</p> <p>A recent review of Concessionary Travel was carried out and a decision was taken at the October 2011 Cabinet meeting to reduce the numbers of trips establishing levels of entitlement for multiple services as follows:</p> <ul style="list-style-type: none"> <li>- Band A Applicants who hold either a Freedom Pass or a Blue Badge or both, will be entitled to a Taxicard with a maximum allocation of 52 trips annually.</li> <li>- Band B Applicants who do not hold a Freedom Pass or Blue Badge will be entitled to a Taxicard with a maximum allocation of 104 trips annually.</li> <li>- Applicants who hold a Discretionary Freedom Pass will not be entitled to a Taxicard.</li> <li>- Current Discretionary Freedom Pass / Taxi card holders who have already been assessed and have qualified for both concessions to be offered choice of which one they wish to retain and the unwanted concession to be cancelled by 31/3/2012.</li> </ul> <p>The EqIA for these changes is enclosed at Appendix B and further information included in Stage 2, Section</p>

	<p>6. These changes to the scheme were implemented in October 2011 for new scheme members and in April 2012 for existing members.</p> <p>The criteria for access to the Taxicard Scheme is prescribed by Transport for London. However individual boroughs have the flexibility to decide the level of member contribution it requires and the number of trips that will be subsidised through the scheme.</p> <p>There are three options that were taken forward for consultation that will all individually provide the required savings:</p> <ol style="list-style-type: none"> <li>1. Increase the cost of the contribution from users towards individual taxi trips to £5.00 per trip (an increase of £2.50)</li> <li>2. Reduce the number of Taxicard trips available to all users to 40</li> <li>3. A combination of 1 &amp; 2 above: <ol style="list-style-type: none"> <li>a. Increasing the contributions towards trips to £5.00 for year 2013/14 and then decreasing to £4.00 for year 2014/15</li> <li>b. Reducing all trips to 52 a year.</li> </ol> </li> </ol> <p>People were also asked to identify the impacts of the proposed changes through the consultation and this information has fed into the EqIA.</p>
<p>2. What factors / forces could prevent you from achieving these aims, objectives and outcomes?</p>	<p>Identified negative impact on individuals that could not be mitigated</p>
<p>3. Who are the customers? Who will be affected by this proposal? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc.</p>	<p>Users of Taxicards</p> <p>Future users of Taxicards</p> <p>Taxi firms may be affected if impact of proposals is reduced usage</p>

	<p>Through the consultation it was raised that Day Centres may be impacted as some of the scheme members use these services to travel to and from the Day Centres. The service is liaising with Adult Social Care to ensure joined up approach on travel arrangements particularly as issues regarding transport have also been raised within the Day Centre Review Consultation.</p>
<p><b>4.</b> Is the responsibility shared with another department, authority or organisation? If so:</p> <ul style="list-style-type: none"> <li>• Who are the partners?</li> <li>• Who has the overall responsibility?</li> </ul>	<p>The overall responsibility for the delivery of the scheme within Harrow Council is the Collections and Housing Benefits Service.</p> <p>The Taxicard Scheme responsibilities are shared with the London Councils and Transport for London</p> <p>Working closely with Adult Services Steering Group as this group were involved in the changes to Concessionary Travel that were carried out in 2011.</p> <p>Councillors will make the final decision on whether the proposed changes are taken forward and implemented.</p>
<p><b>4a.</b> How are/will they be involved in this assessment?</p>	<p>The consultation sought feedback on the impact of the proposed changes. Feedback from this activity has fed into the development of the proposals being put to Cabinet and included within the EqIA.</p> <p>The Adult Services Steering Group were involved in the shaping of the consultation. All within this group were given the opportunity to give their view on the impacts of the proposed changes as part of the consultation and again and were given the opportunity to be involved in the development of the Equality Impact Assessment. They have also been given the opportunity to be involved in a workshop to discuss the findings from the consultation, impacts of the changes and proposals being put to Councillors for decision.</p> <p>London Councils and Transport for London were advised of the consultation and will be advised of the proposals and any feedback received that relates directly to their services. Various issues were raised regarding the operation of the Taxicard Scheme and therefore a meeting has been requested with London Councils to go through the feedback and discuss possible mitigations that can be put in place.</p>



**Stage 2: Monitoring / Collecting Evidence / Data**

5. What information is available to assess the impact of your proposals? Include the actual data, statistics and evidence (including full references) reviewed to determine the potential impact on each equality group (protected characteristic). This can include results from consultations and the involvement tracker, customer satisfaction surveys, focus groups, research interviews, staff surveys, workforce profiles, service users profiles, local and national research, evaluations etc

(Where possible include data on the nine protected characteristics. Where you have gaps, you may need to include this as an action to address in the action plan)

<p>Age (including carers of young/older people) 445</p>	<p>The age ranges of all members of the Taxicard Scheme are as follows: 0-15=1.1%, 16-24=1.7%, 25-34=2.4%, 35-44=3.6%, 45-54%=6.1%,55-64=9.6%, 65+=75.5%</p> <p>As can be noted from the data older people make up the largest group of people that are Taxicard Members.</p> <p>The consultation was carried out with all residents however and through the quantitative consultation activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their age as follows: 0-15=1%, 16-24=2%, 25-34=2%, 35-44=4%, 45-54=6%, 55-64=10%,65+=75%.</p> <p>There is therefore significant overlap between the above ranges, which gives a strong evidence base for understanding the overall impact.</p>
<p>Disability (including carers of disabled people)</p>	<p>Members of the Taxicard Scheme will have been required to meet the eligibility criteria and therefore all members of the scheme will have a serious mobility issues. The automatic eligibility criteria is:</p> <ul style="list-style-type: none"> <li>- In receipt of Higher Rate Mobility Component of Disability Living Allowance</li> <li>- Registered as Severely Sight Impaired/Blind</li> </ul>

	<p>- In receipt of War Pension Mobility Supplement</p> <p>If the person does not meet the automatic criteria then they are subject to an assessment and must be able to prove their impairment is constant and causes the applicant to walk only with excessive labour and at an extremely slow pace or with excessive pain at all times.</p> <p>Information from London Councils CMS shows the breakdown of disability as follows:</p> <p>Age=0.2%, HR AA (Indefinite)=0.9%, HR AA Allowance (Fixed)=0.1%, HR Mobility (Fixed)=1.4%, HR Mobility (Indefinite)=12.1%, Mobility – Desk=54.3%, Mobility-Functional=4%, Severely Visually Impaired=26.6%, War Pension Mobility=0.1%, Unknown=0.3%</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their disability as follows:</p> <p>89%=Consider themselves to have a disability  4%=No  7%=Prefer not to say</p>
Gender Reassignment	<p>Transport for London do not currently collect data in relation to this protected characteristic.</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their gender identity as follows:</p> <p>61%=female, same as birth, 22%=male, same as birth, 10%=same as birth unspecified, 1%=changed from birth, 7%=prefer not to say.</p>
Marriage / Civil Partnership	<p>Transport for London do not currently collect data in relation to this protected characteristic</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their marriage/civil partnership as follows:</p> <p>21%=single, 38%=married, 0.5%=civil partnership, 0.1%=co-habiting, 1.5%=divorced, 21%=Widow/Widower,</p>

	19%=prefer not to say
Pregnancy and Maternity	<p>Transport for London do not currently collect data in relation to this protected characteristic</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. There were no further figures available.</p> <p>The users of the Taxicard Scheme ethnic groups are as follows:  White British=25.5%, White Irish=1.9%, White Other=1.2%, Asian/Asian British Bangladeshi=0.0%, Asian/Asian British Indian=19.3%, Asian/Asian British Pakistani=5.5%, Asian other =2.9%, Black/Black British African = 0.9%, Black/Black British Caribbean=0.3%, Black/Black British other=0.2%, Mixed White/Black Caribbean=0.3%, Mixed White/Black African=0.0%, Mixed White and Asian=0.1%, Mixed other=0.1%, Other=3.7%, Arab=0.1%, do not wish to say=36.8%</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their ethnic group as follows:  Asian or Asian/British=1.4%, Afghan=0.1%, Indian=22.2%, Pakistani=1%, Sri Lankan Tamil=2%, Any other Asian background=0.9%, Black, Black British=0.1%, African=0.5%, Caribbean=1.7%, Somali=0.2%, Any other ethnic group=0.5%, Arab=0.1%, Iranian=0.1%, White and Black African=0.2%, White and Black Caribbean=0.2%, White and Asian=0.2%, British=20.1%, English=25.3%, Welsh=0.6%, Prefer not to say=18.8%, Any other white background=3.7%</p>
Race	
Religion and Belief	<p>Transport for London do not currently collect data in relation to this protected characteristic.</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their religion/belief as follows  4%=no religion, 1%=Agnostic, 1%=Buddhism, 42%=Christianity, 21%=Hinduism, 1%=Humanist, 4%=Islam, 4%=Jainism, 11%=Judaism, 1%=Rastafarian, 1%=Sikhism,9%=prefer not to say, 1%=other</p>
Sex / Gender	<p>Transport for London do not currently collect data in relation to this protected characteristic.</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they</p>

	<p>were Taxicard Scheme members. Those who responded advised their sex/gender as follows</p> <p>Female=63%</p> <p>Male=23%</p> <p>Prefer not to say =14%</p>		
Sexual Orientation	<p>Transport for London do not currently collect data in relation to this protected characteristic.</p> <p>The consultation was carried out with all residents and through the quantitative activity 88.4% advised they were Taxicard Scheme members. Those who responded advised their sexual orientation as follows</p> <p>65%=Heterosexual, 3%=Bisexual, 1%=other, 30%=prefer not to say</p>		
<p><b>6.</b> Is there any other (local, regional, national research, reports, media) data sources that can inform this assessment?</p> <p>Include this data (facts, figures, evidence, key findings) in this action.</p>	<p>None, however as stated in Stage 1, the EqIA for changes to the Scheme that were implemented from 2011 to 2012 is attached at Appendix B to this EqIA.</p>		
<p>448</p> <p>Have you undertaken any consultation on your proposals? (this may include consultation with staff, members, unions, community / voluntary groups, stakeholders, residents and service users)</p>	<p>Yes</p>	<p>x</p>	<p>No</p>
<p><b>NOTE:</b> If you have not undertaken any consultation as yet, you should consider whether you need to. For example, if you have insufficient data/information for any of the protected characteristics and you are <b>unable</b> to assess the potential impact, you may want to consult with them on your proposals as how they will affect them. Any proposed consultation needs to be <b>completed before progressing</b> with the rest of the EqIA.</p> <p><b>Guidance on consultation/community involvement toolkit can be accessed via the link below</b></p> <p><a href="http://harrowhub/info/200195/consultation/169/community_involvement_toolkit">http://harrowhub/info/200195/consultation/169/community_involvement_toolkit</a></p>			
<p>Who was consulted?</p>	<p>What consultation methods were used?</p>	<p>What do the results show about the impact on different equality groups (protected characteristics)?</p>	<p>What action are you going to take as a result of the consultation?</p> <p>This may include revising your proposals, steps to mitigate any adverse impact.</p>

<p>The consultation was carried out with the following groups:</p> <ul style="list-style-type: none"> <li>- All current Taxicard Scheme members</li> <li>- Residents</li> <li>- Voluntary Groups,</li> <li>- Community Groups</li> </ul>	<p>Consultation booklet and survey distributed widely and sent to all current Taxicard users (2,841 at the time of mailing) with opportunity for comment through freepost/telephone/email and web</p> <ul style="list-style-type: none"> <li>- 794 forms returned through the post</li> </ul> <p>Dedicated web pages</p> <ul style="list-style-type: none"> <li>- 97 surveys completed online</li> </ul> <p>Face to face activity including discussion groups and events held with users of the service, carers and residents.</p> <p>Face to face – over 400 people spoken to</p>	<p>The proposals for the changes to the Taxicard Scheme have been shaped as a result of the feedback collected throughout the consultation. The detailed Consultation Feedback Report is attached as Appendix A to the Cabinet Report.</p> <p>The adverse impacts have been summarised below:</p> <p><b><u>Feedback from the survey and web survey</u></b></p> <ul style="list-style-type: none"> <li>- The majority of people who responded chose Option 2 – to reduce all member trips to 40 per year</li> <li>- There were many concerns regarding the financial impacts if either Option 1 or Option 3 were taken forward</li> <li>- Changes would impact greatly on social exclusion and would create isolation</li> <li>- People with disabilities particularly those in wheelchairs who are only able to go out using their Taxicard were concerned that they may not be able to go to health appointments</li> <li>- Considerable comments relating to the operation of the Taxicard Scheme regarding overrunning taxi meters, different charging/costs for the same journeys/longer routes being taken/general unhelpfulness</li> <li>- Some people very positive about the scheme</li> </ul> <p><b><u>Feedback from the face to face activity</u></b></p> <ul style="list-style-type: none"> <li>- Mixed response to the options put forward for change. Some, who were more able, felt the trips could be reduced and this would not dramatically reduce their</li> </ul>	<p><i>(Also Include these in the Improvement Action Plan at Stage 5)</i></p> <p>All Taxicard service users, who meet the eligibility criteria, will continue to receive this concessionary service as a result of the changes to the Taxicard.</p> <p>As a result of the feedback from the consultation the proposals that will be put to members are that Option 2 – reducing all trips to 40 per year are implemented from October 2013.</p> <p>To mitigate the impacts of the reduction in trips the Council will work closely with other transport providers to ensure the best use of all transport options are provided to users. This will include:</p> <ul style="list-style-type: none"> <li>- The Council will work with the Health Sector to understand whether improvements can be made to the patient transport services provided by the NHS and Adults Services particularly as feedback to the consultation showed that the majority of people use the Taxicard to attend GP, Clinic</li> </ul>
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		<p>ability to go out. However many people who were less mobile (often in wheelchairs), and had no other support felt strongly that the trips should not be reduced and no savings should be made to this service as it provides support for the most vulnerable</p> <ul style="list-style-type: none"> <li>- Members were very concerned that the changes would result in isolation and an inability to go out</li> <li>- Concern that numbers had already dropped at Day Centres and if further changes then people will not be able to access services</li> <li>- Concern that changes hitting the most vulnerable and should not be taken forward</li> <li>- Some members very distressed at prospect of losing their independence.</li> <li>- Again many comments in relation to the operation of the Taxicard Scheme as above.</li> </ul> <p><b><u>Formal Response from HAD</u></b></p> <p>The full response is within the Consultation report however in relation to impacts the response from HAD is summarised as follows:</p> <ul style="list-style-type: none"> <li>- Do not agree with the changes</li> <li>- As reduction of Taxicard trips have been implemented from previous consultations people are now realising the full effects of these changes and the impacts on their lives</li> <li>- Issues regarding the operation of the service raised</li> <li>- Concerns for people who do not have cars and even when they do they may be reliant on others who are not always available and therefore need the Taxicard</li> </ul>	<p>or Hospital appointments despite the clear advice given by both Transport for London and Harrow Council that this card is for social purposes and should not be used for time specific appointments.</p> <ul style="list-style-type: none"> <li>- The Council is also carrying out a Special Needs Transport service review which this service will feed in to.</li> <li>- Liaise with Adult Services to ensure a joined up approach to transport for people accessing Day Centres</li> <li>- Contact has been made with Dial-a-Ride to discuss the provision of their services and how we can make best use of this service for the users of the Taxicard Scheme.</li> <li>- North West London Clinical Commissioning Groups and Local Authorities have also bid to the Department of Health for pioneer status which looks at a whole system approach to the delivery of care including transport. The Concessionary Travel service will liaise with Public Health</li> </ul>
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		<p>Scheme</p> <ul style="list-style-type: none"> <li>- Quality and cost of the service are issues</li> <li>- Transport is a key concern for disabled people and poor transport is one of the biggest barriers they face</li> <li>- “Scheme needs to be preserved with no further cuts until a better option is found. The service is necessary, and the fact that people use it at all indicates this, as few people would use such a poor value, poor quality, routinely discriminatory service if they had other options</li> </ul>	<p>and Adult Services to ensure updated on progress with the bid.</p> <ul style="list-style-type: none"> <li>- To liaise with London Councils regarding the issues raised throughout the consultation on the operation of the Taxicard scheme to improve the service delivered to users.</li> <li>- To monitor the impact on service users through complaints to both the service, London Councils and via our partners in both the voluntary sector and the NHS.</li> </ul>
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**Stage 3: Assessing Impact and Analysis**

451

What does your information tell you about the impact on different groups? Consider whether the evidence shows potential for differential impact, so state whether this is an adverse or positive impact? How likely is this to happen? How you will mitigate/remove any adverse impact?

Protected Characteristic	Positive	Adverse	Explain what this impact is, how likely it is to happen and the extent of impact if it was to occur.	What measures can you take to eliminate or reduce the adverse impact(s)? E.g. consultation, research, implement equality monitoring etc (Also include these in the Improvement Action Plan at Stage 5)
Age (including carers of young/older people)		x	<p><b>Analysis and impacts identified through the review of Concessionary Travel Policy carried out in 2011</b> – The following impacts were identified within the EqIA attached at Appendix A that relate to the ‘age’ characteristic:</p> <ul style="list-style-type: none"> <li>- Young people using the Taxicard for socialising in the evening and older people for going to lunch clubs or other community</li> </ul>	<p>All Taxicard service users, who meet the eligibility criteria, will continue to receive this concessionary service as a result of the changes to the Taxicard.</p> <p>As a result of the feedback from the consultation the proposals that will be put to members are that Option 2 – reducing all trips to 40 per year are implemented from October 2013.</p> <p>To mitigate the impacts of the reduction in trips the</p>

		<p>activities during the day.</p> <p><b>Complaints and compliments from April 2012</b>– There have been approximately 15 complaints received since the implementation of the changes to the numbers of Taxicard trips in April 2012. The majority of these complaints are from elderly people with limited mobility who are unhappy at the reduction in Taxicard trips to 52 a year. Feedback from the complaints states that this reduction in trips stops the user from being able to go out mainly to either do shopping or to attend hospital appointments. The feedback on the deduction of the trips is that the users are likely to suffer social isolation as a result of the changes, are unable to do shopping, losing independence, unable to go out and detrimental to quality of life.</p> <p><b>Profile of the users of the service</b> – there are 2,900 current members of the Taxicard Scheme, the large majority being over 60 years of age and therefore it is the older age group that will be most impacted by the changes.</p> <p><b>Consultation on further changes 2013</b> – This consultation has highlighted the following key impacts:</p> <ul style="list-style-type: none"> <li>– There was much concern regarding the raising of charges and the majority chose the option where the trips were reduced due to the financial impact of the proposed changes.</li> <li>– Members of the scheme were very concerned</li> </ul>	<p>Council will work closely with other transport providers to ensure the best use of all transport options are provided to users. This will include:</p> <ul style="list-style-type: none"> <li>- The Council will work with the Health Sector to understand whether improvements can be made to the patient transport services provided by the NHS and Adults Services particularly as feedback to the consultation showed that the majority of people use the Taxicard to attend GP, Clinic or Hospital appointments despite the clear advice given by both Transport for London and Harrow Council that this card is for social purposes and should not be used for time specific appointments.</li> <li>- The Council is also carrying out a Special Needs Transport service review which this service will feed in to.</li> <li>- Liaise with Adult Services to ensure a joined up approach to transport for people accessing Day Centres</li> <li>- Contact has been made with Dial-a-Ride to discuss the provision of their services and how we can make best use of this service for the users of the Taxicard Scheme.</li> <li>- North West London Clinical Commissioning Groups and Local Authorities have also bid to the Department of Health for pioneer status which looks at a whole system approach to the delivery of care including transport. The Concessionary Travel service will liaise with</li> </ul>
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			<p>regarding the changes resulting in isolation and inability to go out.</p> <ul style="list-style-type: none"> <li>- Concerns numbers would drop in Day Centres and if further changes members of the scheme would not be able to attend the services</li> </ul> <p>There are 432 members of the scheme who use more than 40 trips and the majority of these (77%) are above the age of 65.</p>	<p>Public Health and Adult Services to ensure updated on progress with the bid.</p> <ul style="list-style-type: none"> <li>- To liaise with London Councils regarding the issues raised throughout the consultation on the operation of the Taxicard scheme to improve the service delivered to users.</li> </ul> <p>To monitor the impact on service users through complaints to both the service, London Councils and via our partners in both the voluntary sector and the NHS</p>
<p>Disability (including carers of disabled people)</p>		<p>x</p>	<p><b>Analysis and impacts identified through the review of Concessionary Travel Policy carried out in 2011</b> – The following impacts were identified within the EqIA attached at Appendix A that relate to the ‘disability’ characteristic:</p> <ul style="list-style-type: none"> <li>- People who do not drive or who are unable to use public transport because of disability or illness may be adversely affected by the reduction in Taxicard trips;</li> <li>- People with disabilities that currently have Blue Badges and full Taxicard trips however are reliant on carers driving may be impacted by having a reduction in Taxicard trips.</li> </ul> <p><b>Consultation on further changes to 2013</b> – The consultation has highlighted the impacts as stated above in age and in addition there was much concern that people who had disabilities, particularly in wheelchairs would not be able to go out to health appointments. This may also affect</p>	<p>As above stated in the ‘Age’ protected characteristic</p>

people with some other kinds of walking adaptation. People who cannot transfer into a minicab, or a car, or who use a heavy power chair will be particularly seriously impacted.

Within the face to face activity people who had disabilities and received no other support were therefore very reliant on the scheme to get out. There was a strong feeling that these changes should not be taken forward as they were hitting the most vulnerable.

There was a strong concern that members would lose their independence.

There are 433 people using over 40 trips and many of these will be the people who currently have 102 trips a year. Through the consultation there are some people who have no other support mechanism and will therefore feel the impact of the changes more than others. These figures cannot be broken down.

Further data on the usage of Taxicard trips is attached at Appendix A.

People with behavioural needs in addition to other disabilities will be affected, as the safest way for them to travel may be with someone supporting them and an independent driver. This will affect people with multiple disabilities (usually including at least a learning and physical disability), and if going out is a way of helping people to manage their behaviour, the impact of social isolation may be increased levels of behavioural difficulties,

			creating an unsafe environment for them and others who share their living space.	
			Carers who drive for partners/children/parents with disabilities will be adversely affected as they may be the only source of transport for the person besides the Taxicard system. This may particularly affect carers of people whose lifestyles are very different from the cared for person, e.g. if a parent has to be free to pick up their child from a night club, but may not want to stay up late themselves. If they cannot do this their child may have a reduced social life.	
Gender	x		No information to suggest specific adverse or positive impact	
Reassignment	x		No information to suggest specific adverse or positive impact	
Marriage and Civil Partnership	x		No information to suggest specific adverse or positive impact	
Pregnancy and Paternity	x		No information to suggest specific adverse or positive impact	
45 Race	x		No information to suggest specific adverse or positive impact	
45 Religion or Belief	x		No information to suggest specific adverse or positive impact	
Sex	x		No information to suggest specific adverse or positive impact	
Sexual Orientation	x		No information to suggest specific adverse or positive impact	
Other (please state)	x		No information to suggest specific adverse or positive impact	
<b>9. Cumulative impact – Are you aware of any cumulative impact?</b> For example, when conducting a major review of services. This would mean ensuring that you have sufficient relevant information to understand the cumulative effect of all of the decisions. <b>Example:</b>		As outlined in Stage 1.1 changes to the Taxicard Scheme were agreed in October 2011 and these changes were implemented in April 2012. Further changes to this scheme will have a cumulative impact on those members of the scheme who use more than 40 trips a year. The figures show that there are 433 members of the scheme that currently use more		

A local authority is making changes to four different policies. These are funding and delivering social care, day care, and respite for carers and community transport. Small changes in each of these policies may disadvantage disabled people, but the cumulative effect of changes to these areas could have a significant effect on disabled people's participation in public life. The actual and potential effect on equality of all these proposals, and appropriate mitigating measures, will need to be considered to ensure that inequalities between different equality groups, particularly in this instance for disabled people, have been identified and do not continue or widen. This may include making a decision to spread the effects of the policy elsewhere to lessen the concentration in any one area.

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than 40 trips a year.

Some Taxicard Members may also be affected by the changes within the Welfare Reforms and therefore will be cumulatively impacted through loss of Benefits and the changes to Disability Living Allowance (DLA) and the introduction of Personal Independent Payments (PIP). Numbers are not known as the Taxicard Scheme does not means test applicants and therefore financial circumstances are unknown.

The criteria for mobility payment is being reduced when DLA becomes PIP, and the government estimates that 25% of current DLA holders will be affected on review. This will lead to a loss of other concessionary travel benefits, and yet many of this group will still not be mobile enough to use public transport for all or for many journeys. With reduced access to all forms of transport this group will be seriously isolated if they also lose Taxicards. For people in residential homes, the impact may be much worse, as they will be isolated with people they did not choose to live with, and who are not family.

There may also be reductions in care packages, particularly in relation to changes to government policy and therefore people are less likely to have support for social activities and may therefore be very restricted or entirely reliant on family, especially with the closure of the Independent Living Fund (ILF) to new applicants.

**10.** How do your proposals contribute towards the requirements of the Public Sector Equality Duty (PSED), which requires the Council to have due regard to eliminate discrimination, harassment and victimisation, advance equality of opportunity and foster good relations between different groups.

(Include all the positive actions of your proposals, for example literature will be available in large print, Braille and community languages, flexible working hours for parents/carers, IT equipment will be DDA compliant etc)

Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010

Advance equality of opportunity between people from different groups

Foster good relations between people from different groups

Are there any actions you can take to meet the PSED requirements? (List these here and include them in the Improvement Action Plan at

			Stage 5)
<p>The Taxicard Scheme is a discretionary service operating only in London. A decision has been taken to reduce the funding available to the scheme to help meet the overall Council budget deficit. Whilst the Council is proposing to withdraw it's funding to the scheme from April 2013/14 and 2014/15 the Council wish to continue to run the scheme as it is recognised that the service offered to vulnerable residents has a positive impact upon their lives. This continued operation of the scheme will ensure vulnerable residents continue to be able to access the Taxicard Scheme.</p>	<p>The Taxicard Scheme eligibility criteria is prescribed by Transport for London and relates to severe mobility issues being a requirement for access to the scheme. All groups are able to access the scheme if they meet the eligibility criteria.</p>	<p>Extent of consultation with all users of the service and ensuring different groups were also able to be involved in the face to face activity through interpreters etc.</p> <p>Inclusion of the Voluntary Sector within the Steering Group has ensured impacts are identified and an action plan put in place to address the issues.</p>	<p>The actions are included within Stage 5 of the report.</p>

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<p>... Is there any evidence or concern that your proposals may result in a protected group being disadvantaged (please refer to the Corporate Guidelines for guidance on the definitions of discrimination, harassment and victimisation and other prohibited conduct under the Equality Act)?</p>									
	Age (including carers)	Disability (including carers)	Gender Reassignment	Marriage and Civil Partnership	Pregnancy and Maternity	Race	Religion and Belief	Sex	Sexual Orientation
Yes	x	x	x	x	x	x	x	x	x
No									

If you have answered "yes" to any of the above, set out what justification there may be for this in Q12a below - link this to the aims of the proposal and whether the disadvantage is proportionate to the need to meet these aims. (You are encouraged to seek legal advice, if you are concerned that the proposal may breach the equality legislation or you are unsure whether there is objective justification for the proposal)

If the analysis shows the potential for serious adverse impact or disadvantage (or potential discrimination) but you have identified a potential justification for this, this information must be presented to the decision maker for a final decision to be made on whether the disadvantage is

proportionate to achieve the aims of the proposal.

If there are adverse effects that are not justified and cannot be mitigated, you should not proceed with the proposal. (select outcome 4)  
 If the analysis shows unlawful conduct under the equalities legislation, you should not proceed with the proposal. (select outcome 4)

**Stage 4: Decision**

**12.** Please indicate which of the following statements best describes the outcome of your EqIA ( tick one box only)

**Outcome 1** – No change required: when the EqIA has not identified any potential for unlawful conduct or adverse impact and all opportunities to enhance equality are being addressed.

**Outcome 2** – Minor adjustments to remove / mitigate adverse impact or enhance equality have been identified by the EqIA. *List the actions you propose to take to address this in the Improvement Action Plan at Stage 5*

**Outcome 3** – Continue with proposals despite having identified potential for adverse impact or missed opportunities to enhance equality. In this case, the justification needs to be included in the EqIA and should be in line with the PSED to have ‘due regard’. In some cases, compelling reasons will be needed. You should also consider whether there are sufficient plans to reduce the adverse impact and/or plans to monitor the impact. **(explain this in 12a below)**

**Outcome 4** – Stop and rethink: when there is potential for serious adverse impact or disadvantage to one or more protected groups. (You are encouraged to seek Legal Advice about the potential for unlawful conduct under equalities legislation)

**12a.** If your EqIA is assessed as **outcome 3 or have ticked ‘yes’ in Q11**, explain your justification with full reasoning to continue with your proposals.

Impacts will be presented to Cabinet to support the decision making process

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**Stage 5: Making Adjustments (Improvement Action Plan)**

**13.** List below any actions you plan to take as a result of this impact assessment. This should include any actions identified throughout the EqIA.

Area of potential adverse impact e.g. Race, Disability	Action proposed	Desired Outcome	Target Date	Lead Officer	Progress

<p>Age – older people are the most impacted within the ‘age’ protected characteristic as they are the majority users of the Taxicard Scheme</p>	<p>All Taxicard service users, who meet the eligibility criteria, will continue to receive this concessionary service as a result of the changes to the Taxicard.</p> <p>As a result of the feedback from the consultation the proposals that will be put to members are that Option 2 – reducing all trips to 40 per year are implemented from October 2013.</p> <p>To mitigate the impacts of the reduction in trips the Council will work closely with other transport providers to ensure the best use of all transport options are provided to users. This will include:</p> <ul style="list-style-type: none"> <li>- The Council will work with the Health Sector to understand whether improvements can be made to the patient transport services provided by the NHS and Adults Services particularly as feedback to the consultation</li> </ul>	<p>The funding available from Transport for London continues to be accessed to ensure service users receive taxicard trips.</p> <p>By working in partnership with other organisations and services providing transport for vulnerable people users of the service will be able to access alternative means of transport.</p>	<p>October 2013</p>	<p>Fern Silverio</p>	<p>Progress will be fed into the multi-agency Steering Group</p>
<p>Disability – people must have a severe mobility issue and meet specific criteria to be eligible for the scheme and therefore all scheme users will have a disability that affects their mobility</p>	<p>As a result of the feedback from the consultation the proposals that will be put to members are that Option 2 – reducing all trips to 40 per year are implemented from October 2013.</p> <p>To mitigate the impacts of the reduction in trips the Council will work closely with other transport providers to ensure the best use of all transport options are provided to users. This will include:</p> <ul style="list-style-type: none"> <li>- The Council will work with the Health Sector to understand whether improvements can be made to the patient transport services provided by the NHS and Adults Services particularly as feedback to the consultation</li> </ul>	<p>The funding available from Transport for London continues to be accessed to ensure service users receive taxicard trips.</p> <p>By working in partnership with other organisations and services providing transport for vulnerable people users of the service will be able to access alternative means of transport.</p>	<p>October 2013</p>	<p>Fern Silverio</p>	<p>Progress will be fed into the multi-agency Steering Group</p>

	<p>showed that the majority of people use the Taxicard to attend GP, Clinic or Hospital appointments despite the clear advice given by both Transport for London and Harrow Council that this card is for social purposes and should not be used for time specific appointments.</p> <ul style="list-style-type: none"> <li>- The Council is also carrying out a Special Needs Transport service review which this service will feed in to.</li> <li>- Liaise with Adult Services to ensure a joined up approach to transport for people accessing Day Centres</li> <li>- Contact has been made with Dial-a-Ride to discuss the provision of their services and how we can make best use of this service for the users of the Taxicard</li> </ul>				
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	<p>Scheme.</p> <ul style="list-style-type: none"> <li>- North West London Clinical Commissioning Groups and Local Authorities have also bid to the Department of Health for pioneer status which looks at a whole system approach to the delivery of care including transport. The Concessionary Travel service will liaise with Public Health and Adult Services to ensure updated on progress with the bid.</li> <li>- To liaise with London Councils regarding the issues raised throughout the consultation on the operation of the Taxicard scheme to improve the service delivered to users.</li> </ul> <p>To monitor the impact on service users through complaints to both the service, London Councils and via our partners in</p>				
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	both the voluntary sector and the NHS.		
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**Stage 6 - Monitoring**

The full impact of the decision may only be known after the proposals have been implemented, it is therefore important to ensure effective monitoring measures are in place to assess the impact.

<p><b>14.</b> How will you monitor the impact of the proposals once they have been implemented? How often will you do this? <i>(Also Include in Improvement Action Plan at Stage 5)</i></p>	<p>The impact of the proposals will be monitored on a six monthly basis</p>		
<p><b>15.</b> Do you currently monitor this function / service? Do you know who your service users are?</p>	<p>Yes</p>	<p>x</p>	<p>No</p>
<p><b>16.</b> What monitoring measures need to be introduced to ensure effective monitoring of your proposals? <i>(Also Include in Improvement Action Plan at Stage 5)</i></p>	<p>A record of complaints made directly to the Authority and to other stakeholders will be kept and analysed in accordance with the Council's performance management framework.</p>		
<p><b>17.</b> How will the results of any monitoring be analysed, reported and publicised? <i>(Also Include in Improvement Action Plan at Stage 5)</i></p>	<p>Monitoring information will be brought to the Adult Services Steering Group for discussion</p>		
<p><b>18.</b> Have you received any complaints or compliments about the policy, service, function, project or proposals being assessed? If so, provide details.</p>	<p><b>Complaints and compliments from April 2012</b>– There have been approximately 15 complaints received since the implementation of the changes to the numbers of Taxicard trips in April 2012. The majority of these complaints are from elderly people with limited mobility who are unhappy at the reduction in Taxicard trips to 52 a year. Feedback from the complaints states that this reduction in trips stops the user from being able to go out mainly to either do shopping or to attend hospital appointments. The feedback on the deduction of the trips is that the users are likely to suffer social isolation as a result of the changes, are unable to do shopping, losing independence, unable to go out and detrimental to quality of life.</p> <p>There have been no further formal complaints in relation to the proposed changes. However feedback has been given as a result of the consultation and this is summarised and provided within the relevant sections of this EqIA.</p>		

**Stage 7 – Reporting outcomes**

The completed Eq/A must be attached to all committee reports and a summary of the key findings included in the relevant section within them. Eq/A's will also be published on the Council's website and made available to members of the public on request.

The scheme is a discretionary service that only operates in London. Whilst savings are being made from the scheme the Council is continuing to operate the scheme using funding provided by TfL to ensure that vulnerable residents continue to be able to receive a valued service.

An extensive consultation was held with users, residents and voluntary organisations:

- There were positive comments about the scheme and some people felt the changes would not impact their use of the scheme.

The adverse impacts highlighted through the consultation raised by both users of the scheme and HAD impacted both the 'age' and 'disability' protected characteristics. The key impacts that were identified included:

- If option 1 (to increase the cost from the users to £5 from £2.50) then the feedback suggested that the operation of the scheme would not be viable as the costs for the users would be too great.
- Limit the ability to go out (shopping, social appointments, health appointments, day centres)
- The impacts of the changes are likely to increase social isolation
- For those people with limited mobility, no other source of support and reliant on the scheme would be unable to go out as often.
- There were lots of concerns regarding the operation of the scheme

As a result of this feedback Officers are recommending that Option 2 (reducing the trips to 40) is taken forward.

Officers will feed into other services/organisations providing transport to vulnerable people to ensure the best use of available resources for people who require these services

Officers will monitor the impacts of the changes through complaints and through feedback from the voluntary sector.

Officers will liaise with London Councils and TfL to discuss the issues that were raised throughout the consultation regarding the operation of the scheme.

**19. Summary of the assessment**

**NOTE:** This section can also be used in your reports, however you must ensure the full EqIA is available as a background paper for the decision makers (Cabinet, Overview and Scrutiny, CSB etc)

What are the key impacts – both adverse and positive?  
 Are there any particular groups affected more than others?  
 Do you suggest proceeding with your proposals although an adverse impact has been identified? If yes, what are your justifications for this?  
 What course of action are you advising as a result of this EqIA?

<p>20. How will the impact assessment be publicised? E.g. Council website, intranet, forums, groups etc</p>	<p>The Impact Assessment will be publicised on the Council's website.</p>		
<p><b>Stage 8 - Organisational sign Off (to be completed by Chair of Departmental Equalities Task Group)</b>  <b>The completed EqIA needs to be sent to the chair of your Departmental Equalities Task Group (DETG) to be signed off.</b></p>			
<p>21. Which group or committee considered, reviewed and agreed the EqIA and the Improvement Action Plan?</p>			
<p>Signed: (Lead officer completing EqIA)</p>	<p>Fern Silverio</p>	<p>Signed: (Chair of DETG)</p>	<p>Alex Dewsnap</p>
<p>Date:</p>	<p>2.7.13</p>	<p>Date:</p>	<p>04.07.13</p>

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## TEMPLATE 2

# Equality Impact Assessment (EqIA) Template APPENDIX F

In order to carry out this assessment, it is important that you have completed the EqIA E-learning Module and read the Corporate Guidelines on EqIAs. Please refer to these to assist you in completing this form and assessment.

<p>What are the proposals being assessed? (Note: 'proposal' includes a policy, service, function, strategy, project, procedure, restructure)</p>	<p><b>Changes to existing policy for Concessionary Travel</b></p>
<p>Which Directorate / Service has the responsibility for this?</p>	<p><b>Collections and Housing Benefits - Finance</b></p>
<p>Name and job title of lead officer</p>	<p><b>Fern Silverio</b></p>
<p>Name &amp; contact details of the other person(s) involved in the EqIA:</p>	<p>Bernie Beckett, Adult Services Consultation Manager            Tel: 020 8420 9252 Email: <a href="mailto:bernie.beckett@harrow.gov.uk">bernie.beckett@harrow.gov.uk</a>            All members of the Adult Services Steering Group which includes users, carers, representatives from Voluntary Organisations, NHS, Unions and CNWL</p>
<p>Date of assessment:</p>	<p>4.4.11 – Draft Initial Assessment            14.6.11 – Reviewed with comments from Steering Group            29.7.11 – Reviewed            23.8.11 – Review further to outcome of full consultation            19.9.11 – Reviewed further to Steering Group feedback            7. 10.11 - Reviewed with comments from Steering Group</p>
<p><b>Stage 1: Overview</b></p>	
<p>1. What are the aims, objectives, and desired outcomes of your proposals?            (Also explain proposals e.g. reduction / removal of service, deletion of posts, changing criteria etc)</p>	<p>The policy is being changed to ensure that people are able to access a consistent and fair service within the funding available.            Develop and implement a Discretionary Freedom Pass Policy            Develop and Implement a policy regarding levels of entitlement to different types of concessionary travel.</p>

	Charge for lost/damaged Freedom Passes that have not been stolen.  These proposals have been designed to reduce the overall costs of the service
2. What factors / forces could prevent you from achieving these aims, objectives and outcomes?	<ul style="list-style-type: none"> <li>• Lack of agreement of steering group</li> <li>• Negative feedback from full consultation process</li> <li>• Identified negative impact on individuals</li> <li>• Proposed changes do not benefit council financially</li> </ul>
3. How does this contribute to your Directorates Service Plan?	Protecting vulnerable people
4. Who are the customers? Who will be affected by this proposal? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc.	Users of the Discretionary Freedom Pass, Taxicard and Freedom Pass.
5. Is the responsibility shared with another department, authority or organisation? If so: 400 Who are the partners? Who has the overall responsibility?	No but aspects of concessionary travel are shared with the London Councils and Transport for London  Councillors will make the final decision on whether the policy is implemented
5A. How are/will they be involved in this assessment?	A Steering Group has been developed, including representatives from Voluntary Organisations, users, carers, NHS, Unions and CNWL which oversees the consultation including the development of the Equality Impact Assessments.  London Councils and Transport for London are being advised of general feedback relating to their policies in relation to concessionary travel.
<b>Stage 2: Monitoring / Collecting Evidence / Data</b>	
6. What information is available to assess the impact of your proposals ( <i>include the actual data, statistics and evidence</i> )? List the main sources of data, research and other sources of evidence (including full references) reviewed to determine impact on each equality group (protected characteristic). This can include results from consultations and the involvement tracker, customer satisfaction surveys, focus groups, research	



interviews, staff surveys, workforce profiles, service users profiles, local and national research, evaluations etc (Where possible include data on the nine protected characteristics. Where you have gaps, you may need to include this as an action to address in the action plan)	
Age (including carers of young/older people)	Benchmarking from other London Authorities Profile of the users of the service Complaints and compliments Analysis of data from National Disabled pass review Analysis of sample data regarding the issue of the Discretionary Freedom Pass review.
Disability (including carers of disabled people)	MIND and Harrow user group conducted a survey on the impact on those people who could lose the discretionary Freedom Pass and held a consultation event for people with mental health problems.
Gender Reassignment	As above
Marriage / Civil Partnership	Information not collected
Pregnancy and Maternity	Information not collected
Race	Benchmarking from other London Authorities Profile of the users of the service Complaints and compliments Analysis of data from National Disabled pass review Analysis of sample data regarding the issue of the Discretionary Freedom Pass review.
Religion and Belief	As above

Sex / Gender	As above			
Sexual Orientation	As above			
7. Do you need to collect any additional data to be able to monitor the impact on different groups?	No			
8. Are there any other local/regional/national data sources that can inform this assessment if you have insufficient data on any of the groups?	Benchmarking			
9. Have you undertaken any consultation on your proposals? (this may include consultation with staff, members, unions, community / voluntary groups, stakeholders, residents and service users)		Yes	x	No
Who was consulted?	What consultation methods were used?	What did you learn from your consultation?	What do the results show about the impact on different equality groups (protected characteristics)?	
470 People living and working in Harrow, Users of the Services, Voluntary Organisations, Carers, NHS, Unions, Staff	Pre consultation included IPSOS Mori survey of all users of adult social care and a sample of carers approx 7000 Face to face meetings with over 700 people Pre consultation document sent to over 10000 people with opportunity to feed back through feedback form, email, telephone and freepost address  Full consultation included the circulation of a full consultation document and draft Fairer Contributions Policy to over	Some current users of the Discretionary Freedom Pass and Taxicard will not be eligible if the new criteria is introduced  People with mental health needs who currently have a Discretionary Freedom Pass may not be eligible if the proposals are agreed  People with Autism and Aspergers have concerns that new criteria will limit their transport options  People who do not drive or who are unable to use public transport because of disability or illness may be adversely affected by reduction in Taxicard trips  Young people using the Taxicard for socialising in the evening and older people for going to lunch clubs or other community activities during the day		

	<p>10,000 people with opportunity to feed back through feedback forms, emails, telephone and freepost address.  Easy read documents and a DVD were developed  Documents were circulated in translated formats as required  Face to face meetings with 700+ people  Meals on Wheels Survey  Face to Face meetings with some meals on wheels users</p>	<p>Charging for lost/damaged Freedom Passes could impact users of the service who have low incomes</p>
<p>471</p> <p>Specific feedback from MIND in Harrow</p>	<p>MIND and Harrow user group conducted a survey on the impact on those people who could lose the discretionary Freedom Pass and held a consultation event for people with mental health problems.</p>	<p>Discretionary Freedom Pass is as essential to mental health service users as any other day support, which has been the overwhelming feedback during the pre-consultation and 12 week consultation periods. Withdrawal of the Discretionary Freedom Pass will have a devastating impact for those who use it as a lifeline to prevent acute isolation.</p> <p>Mind in Harrow and Harrow User Group (HUG) have also conducted a survey on the impact on mental health service users of loss of the Discretionary Freedom Pass on each aspect of their lives stated in the draft eligibility criteria. We have received 137 completed surveys. In summary, the results are:</p> <ul style="list-style-type: none"> <li>• An average of 90% reported that loss of the Discretionary Pass would 'Make it more difficult' or 'Make it impossible' for them to pursue therapeutic activities (eg "To pursue volunteering or employment opportunities, To take up training and/or educational opportunities, To maintain contacts with friends and family or other social network")</li> <li>• Of those that did not report a negative impact, 4% did not have a Discretionary Pass and 3 other respondents appear to have misunderstood this question as their other feedback indicate an</li> </ul>

		<p>negative impact, for example “it is important to have a freedom pass to get out of the house and not feel isolated.”</p> <p>Demographics of completed surveys</p> <ul style="list-style-type: none"> <li>• 99% self reported ‘current mental health service users’</li> <li>• 56% female, 44% male</li> <li>• 61% White British, 29% Asian or Asian British, 8% Black or Black British, 2% Mixed parentage</li> <li>• 9% 21-35, 42% 35-50, 37% 51-65, 10% 66+</li> </ul>
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**NOTE:** If you have not undertaken any consultation as yet, you need to consider if you need to carry out any consultation. For example, if you have insufficient data/information for any equality group and you are **unable** to assess the potential impact, you may want to consult with them on your proposals as how they will affect them. Any proposed consultation needs to be **completed before progressing** with the rest of the EqIA. **Guidance on consultation/community involvement toolkit can be accessed via the link below**  
[http://harrowhub/info/200195/consultation/169/community\\_involvement\\_toolkit](http://harrowhub/info/200195/consultation/169/community_involvement_toolkit)

10. If you have not undertaken any consultation, explain why?	N/A
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**472** **Stage 3: Assessing Impact and Analysis**

Protected Characteristic	Positive	Adverse	Explain what this impact is, how likely it is to happen and the extent of impact if it was to occur.	What measures can you take to eliminate or reduce the adverse impact(s)? E.g. consultation, research, implement equality monitoring etc ( <b>Also Include these in the Improvement Action Plan at Stage 5</b> )
Age (including carers of young/older people)		x	Users of Discretionary Freedom Passes below Pensionable age may be impacted if they are assessed as no longer eligible	The proposed Eligibility Criteria has been developed in partnership with MIND and the Social Care Action Group within the consultation period. The proposed criteria was developed as a result of feedback to the pre consultation to ensure those in most need are eligible for the Discretionary Freedom Pass

			Young people using the Taxicard for socialising in the evening and older people for going to lunch clubs or other community activities during the day	The proposals relating to taxicard usage have been changed to give more trips
Disability (including carers of disabled people)		x	<p>Users of the Discretionary Freedom Passes who do not fall within the criteria to access a National Disabled Pass may be impacted if they are assessed as no longer eligible.</p> <p>People with disabilities that currently have Blue Badges and full Taxicard trips however are reliant on carers driving may be impacted by having a reduction in Taxicard trips</p>	<p>The proposed Eligibility Criteria has been developed in partnership with MIND and the Social Care Action Group within the consultation period. The proposed criteria was developed as a result of feedback to the pre consultation to ensure those in most need are eligible for the Discretionary Freedom Pass</p> <p>The proposed recommendations now include additional Taxicard trips for users who also have a Blue Badge or Freedom Pass</p>
Gender				
Reassignment				
Marriage and Civil Partnership				
Pregnancy and Maternity				
Race				
Religion or Belief				
Sex				
Sexual Orientation				

Other (please state)		x	<p>People with mental health needs who currently have a Discretionary Pass and do not fall within the proposed criteria may not have access to a Discretionary Pass in the future.</p> <p>People with Autism and Aspergers have concerns that new criteria will limit their transport option</p> <p>Charging for lost/damaged freedom passes could impact users of the service who have low incomes</p>	<p>The proposed Eligibility Criteria has been developed in partnership with MIND and the Social Care Action Group within the consultation period. The proposed criteria was developed as a result of feedback to the pre consultation to ensure those in most need are eligible for the Discretionary Freedom Pass</p> <p>Research will be carried out to identify whether people with Autism and Aspergers meet the criteria for a National Disabled Freedom Pass</p> <p>Monitoring will be put in place.</p>
<p><b>12. Cumulative impact</b> – Are you aware of any cumulative impact? For example, when conducting a major review of services. This would mean ensuring that you have sufficient relevant information to understand the cumulative effect of all of the decisions.</p> <p><b>Example:</b></p> <p>A local authority is making changes to four different policies. These are funding and delivering social care, day care, respite for carers and community transport. Small changes in each of these policies may disadvantage disabled people, but the cumulative effect of changes to these areas could have a significant effect on disabled people's participation in public life. The actual and potential effect on equality of all these proposals, and appropriate mitigating measures, will need to be considered to ensure that inequalities between different equality groups, particularly in this instance for disabled people, have been identified and do not continue or widen. This may include making a decision to spread the effects of the policy elsewhere to lessen the concentration in any one area.</p>		x	<p><b>Adult Services is carrying out a consultation which include proposed changes to the Contributions Policy, Adult Social Care Transport, Concessionary travel and the costs of Meals on Wheels.</b></p> <p><b>For users of more than one service there may well be a cumulative impact i.e. if somebody attends a day centre, uses a Discretionary Freedom Pass and has a support package, following a financial assessment they may be asked to contribute to the total cost of that care package and undergo an assessment for the Discretionary Freedom Pass.</b></p> <p><b>The cumulative impact could affect users and carers from all Client Groups using Adult Care Services:</b></p> <p><b>People with mental health needs</b></p> <p><b>People with learning disabilities</b></p> <p><b>People with physical disabilities</b></p> <p><b>Elderly people</b></p>	<p><b>Adult Services is carrying out a consultation which include proposed changes to the Contributions Policy, Adult Social Care Transport, Concessionary travel and the costs of Meals on Wheels.</b></p> <p><b>For users of more than one service there may well be a cumulative impact i.e. if somebody attends a day centre, uses a Discretionary Freedom Pass and has a support package, following a financial assessment they may be asked to contribute to the total cost of that care package and undergo an assessment for the Discretionary Freedom Pass.</b></p> <p><b>The cumulative impact could affect users and carers from all Client Groups using Adult Care Services:</b></p> <p><b>People with mental health needs</b></p> <p><b>People with learning disabilities</b></p> <p><b>People with physical disabilities</b></p> <p><b>Elderly people</b></p>

		<b>The impact of the changes to Concessionary Travel could also affect non users of Adult Care Services particularly people with mental health needs and people who are disabled who have a Taxicard.</b>			
<p><b>13.</b> How do your proposals contribute towards the requirements of the Public Sector Equality Duty (PSED), which requires the Council to have due regard to eliminate discrimination, harassment and victimisation, advance equality of opportunity and promote good relations between different groups.</p> <p>(Include all the positive actions of your proposals, for example literature will be available in large print, Braille and community languages, flexible working hours for parents/carers, IT equipment will be DDA compliant etc)</p>					
<b>Equality Group</b>	<b>Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act 2010</b>	<b>Advance equality of opportunity between people from different groups</b>	<b>Foster good relations between people from different groups</b>	<b>What actions can you take to meet these requirements? (Also include these in the Improvement Action Plan at Stage 5)</b>	
475 Age (including carers young/older people)	<p>The council will ensure that people who meet the eligibility criteria are able to access concessionary travel</p> <p>Taxi card proposals have changed to address the impact on young people and older people</p>	<p>We will monitor feedback from users of concessionary travel on a continued basis</p> <p>As above</p>	<p>The consultation process has allowed us to ensure that all groups are given the opportunity to give their views</p>	<p>Continued monitoring of the service</p> <p>Communications campaign to ensure the community are aware of changes, how to access concessionary travel and the eligibility criteria for all passes</p>	
Disability (including carers of disabled people)	<p>The council will ensure that people who meet the eligibility criteria are able to access concessionary travel</p>	<p>We will monitor feedback from users of concessionary travel on a continued basis</p>	<p>The consultation process has allowed us to ensure that all groups are given the opportunity to give their views</p>	<p>Continued monitoring of the service</p> <p>Communications campaign to ensure the community are aware of changes, how to access concessionary travel and the eligibility criteria for all passes. Information will be</p>	





						aware of changes, how to access concessionary travel and the eligibility criteria for all passes. Information will be made available in required formats			
Religion or Belief				Monitoring information not available for eligibility to Discretionary Freedom Pass however monitoring information will be kept for all future service users					
Sex				Monitoring information not available for eligibility to Discretionary Freedom Pass however monitoring information will be kept for all future service users					
477 Sexual Orientation				Monitoring information not available however monitoring information will be kept for all future service users					
<p><b>14. Is there any evidence or concern that <b>direct or indirect discrimination</b> may occur with reference to anti discrimination legislation?</b></p> <p><b>Direct discrimination</b> - occurs when a person is treated less favourably than others on the grounds of their age, disability, gender, race, religion or belief, or sexual orientation. Refer to main guidelines and toolkit for examples of direct discrimination.</p> <p><b>Indirect discrimination</b> - occurs when a rule, condition or requirement, which applies equally to everyone, has a disproportionately adverse effect on people from a particular equalities group when there is no objective justification for the rule. Refer to main guidelines and toolkit for examples of indirect discrimination.</p>									
	Age (including	Disability (including	Gender Reassignment	Marriage and Civil	Pregnancy and	Race	Religion and Belief	Sex	Sexual Orientation

	carers)	carers)	nt	Partnership	Maternity		
Direct	Yes						
	No	X	X	X	X	X	X
Indirect	Yes	X					
	No		X	X	X	X	X

If you have answered 'yes' to any of the above you need to stop and rethink and should not proceed with your proposals. (You are also encouraged to seek Legal Advice)

#### Stage 4: Decision

15. Please indicate which of the following statements best describes the outcome of your EqIA ( ✓ tick one box only)

**Outcome 1** – No change required: when the EqIA has not identified any potential for discrimination or adverse impact and all opportunities to promote equality are being addressed.

**Outcome 2** – Adjustments to remove adverse identified by the EqIA or to better promote equality. List the actions you propose to take to address this in the Improvement Action Plan at Stage 5

**Outcome 3** – Continue with proposals despite having identified some potential for adverse impact or missed opportunities to promote equality. In this case, the justification needs to be included in the EqIA and should be in line with the PSED to have 'due regard'. In some cases, compelling reasons will be needed. You should also consider whether there are sufficient plans to reduce the negative impact and/or plans to monitor the impact. (explain this in 15A below)

**Outcome 4** – Stop and rethink: when your EqIA shows actual or potential unlawful discrimination. (You are also encouraged to seek Legal Advice)

16. If your EqIA is assessed as **outcome 3**, explain your justification  
 Impacts will be presented to Cabinet to support the decision making with full reasoning to continue with your proposals?

#### Stage 5: Making Adjustments (Improvement Action Plan)

16. List below any actions you plan to take as a result of this impact assessment. This will include any actions identified throughout the EqIA.

Area of potential adverse impact e.g. Race, Disability	Action proposed	Lead Officer	Timescale	Resource implication	Progress

<p>If the eligibility criteria is implemented the number of users of the service will reduce.</p>	<p>Monitoring arrangements will be put in place that include service users with Autism and Aspergers who are subsequently denied a Discretionary Freedom Pass.</p> <p>The Steering Group, with the existing composition, will continue to operate, in collaboration with partners to assess impacts on people who have had the Discretionary Freedom Pass withdrawn.</p> <p>Introduce new assessment form for concessionary travel developed in partnership with MIND and social care action group.</p> <p>Ensure that staff are trained in how to use new assessment form and apply eligibility criteria. This would apply to both council staff and any contractors.</p>	<p>Fern Silverio</p>	<p>This will be up to members but a timescale of 1/11/11 is being proposed for new applications and a date of 1/4/12 for cancelling any existing cases that do not qualify under new policy criteria. This will provide a long lead in period and allow for a communication plan to be implemented to inform all affected</p>	<p>Review to be done by contractors at a cost of approx £30k</p>	<p>Would need to commence asap post Members decision in October</p>
<p>The taxicard proposals have been changed to address the impact on</p>	<p>Monitoring arrangements will be put in place.</p>	<p>Fern Silverio</p>	<p>To effect new trip bands by 1/4/2011 which would allow</p>	<p>Access Harrow staff and contractor</p>	<p>Would need to commence asap post Members decision in</p>

young and older people however the numbers proposed are less than the present number of taxicard trips received by users.	The Steering Group will continue to operate to monitor implementation of any changes and ongoing impacts of changes.		time to inform all affected  Would also need to cross reference all holders of taxi cards with holders of DFP so customer can decide which one they need to keep from 1/4/2012	October
Communicating changes to users	Action plan to be put together with comms	Fern Silverio	November 2011 – March 2012	Key officers, comms and London Councils re taxi card scheme  Would need to commence asap post Members decision in October

### Stage 6 - Monitoring

480 The full impact of the decision may only be known after the proposals have been implemented, it is therefore important to ensure effective monitoring measures are in place to assess the impact.

17. How will you monitor the impact of the proposals once they have been implemented? How often will you do this?	Monitoring and implementation arrangements are being agreed with the Steering Group who will continue to meet on an ongoing basis to monitor implementation and impacts. Also Service area, AH, would actively monitor customer feedback and complaints.
18. What monitoring measures need to be introduced to ensure effective monitoring of the policy? (Also Include in Improvement Action Plan at Stage 5)	Press articles and general feedback from residents would also be monitored on an on-going basis  This is already covered by complaints process. However, we would also monitor residents views via caseload statistics, complaints to voluntary groups and third sector so a more wholistic view is captured
19. How will the results of any monitoring be analysed, reported and publicised?	To be decided but likely to involve interim report to steering group and ultimately to refer matter back to CSB & cabinet

**20.** Have you received any complaints or compliments about the policy, service, function, project or decision being assessed? If so, provide details.

As part of the consultation and already fed into this document

**Stage 7 – Reporting outcomes**

The completed EqIA must be attached to all committee reports and a summary of the key findings included in the relevant section within them. EqIA's will also be published on the Council's website and made available to members of the public on request.

<p><b>21. Summary of the assessment</b></p> <p><b>NOTE:</b> This section can also be used in your Cabinet reports etc but you must ALSO attach the full EqIA to the report</p> <ul style="list-style-type: none"> <li>➤ What are the key impacts – both adverse and positive?</li> <li>➤ What course of action are you advising as a result of this EqIA?</li> <li>➤ Are there any particular groups affected more than others?</li> <li>➤ Do you suggest to proceeding with your proposals although an adverse impact has been identified?</li> </ul>	<p>The key impacts that have been identified are:</p> <ul style="list-style-type: none"> <li>• Some current users will not be eligible if the new criteria is introduced</li> <li>• People with mental health needs who currently have a Discretionary Freedom Pass may not be eligible if the proposals are agreed</li> <li>• People with Autism and Aspergers have concerns that new criteria will limit their transport options</li> <li>• People who do not drive or who are unable to drive or who are unable to use public transport because of disability or illness may be adversely affected by reduction in Taxicard trips</li> <li>• Young people who use the Taxicard to attend clubs in the evening and older people who use the Taxicard to go to lunch clubs etc during the day may be adversely affected by reduction in Taxicard trips</li> <li>• Charging for lost/damaged freedom passes could impact users of the service who have low incomes</li> </ul> <p>As a result of the consultation activity changes have been made to the recommendations which include:</p> <ul style="list-style-type: none"> <li>• Increase in Taxicard trips for people who have a Freedom Pass and Blue Badge</li> </ul> <p>Implementation and Monitoring arrangements have been developed in partnership with the Steering Group. The Steering Group will continue to operate to monitor the implementation of changes and will carry out an ongoing monitoring role.</p>
<p><b>22. How will the impact assessment be publicised? E.g. Council website, intranet, forums, groups etc</b></p>	<p>The Equality Impact Assessment will be publicised on the Council Website and has been developed in partnership with the Steering Group.</p>
<p><b>Stage 8 - Organisational sign Off (to be completed by Chair of Departmental Equalities Task Group)</b>  <b>The completed EqIA needs to be sent to the chair of your Departmental Equalities Task Group (DETG) to be signed off.</b></p>	

<p><b>23. Which group or committee considered, reviewed and agreed the EqIA and the Improvement Action Plan?</b></p>	<p>The Adults Consultation Steering Group were responsible for developing the EqIA in partnership with the Council.</p>		
<p><b>Signed: (Lead officer completing EqIA)</b></p>	<p>Carol Yarde</p>	<p><b>Signed: (Chair of DETG)</b></p>	<p>14 October 2011</p>
<p><b>Date:</b></p>	<p>Carol Yarde</p>	<p><b>Date:</b></p>	<p>14 October 2011</p>

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**REPORT FOR: CABINET**

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<b>Date of Meeting:</b>	18 July 2013
<b>Subject:</b>	Strategic Performance Report (Q4)
<b>Key Decision:</b>	No
<b>Responsible Officer:</b>	Tom Whiting, Corporate Director of Resources
<b>Portfolio Holder:</b>	Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Service and Corporate Services, Property and Major Contracts
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	Yes
<b>Enclosures:</b>	Appendix 1 – Strategic Performance Report

**Section 1 – Summary and Recommendations**

This report summarises Council and service performance against key measures and draws attention to areas requiring action.

**Recommendations:**

That

1. Portfolio Holders continue working with officers to achieve improvement against identified key challenges;
2. Cabinet note the report and identify any changes it wishes to see in future reports.

## **Reasons: (For recommendation)**

1&2: To enable Cabinet to be informed of performance against key measures and to identify and assign corrective action where necessary.

## **Section 2 – Report**

### **Introductory paragraph**

Cabinet on 9 September 2004 agreed to sit in the role of Performance Board on a quarterly basis and to receive the Strategic Performance Report. The report helps members to monitor progress against the Council's vision and corporate priorities and identify corrective action where necessary.

### **Reporting Format**

The quarterly performance monitoring report at **Appendix 1** seeks to integrate a number of the Council's reporting and monitoring processes and provides:

#### **Council wide progress in Quarter 4, 2012/13**

- A summary of Council-wide and Directorate progress in Quarter 4, 2012/13 and an overall red/amber/green summary of progress against our Council Priorities
- A summary of progress with major projects in the Transformation Programme
- A summary of progress against the Council's Equality Objectives

#### **Performance Summary: Achievement towards the Council Priorities**

- Reporting against agreed Priority Actions for 2012/13 and the key performance indicators on the Corporate Scorecard
- An analysis of progress against each red indicator in the "key challenges" section

#### **Performance Summary: Internal actions to provide better service outcomes**

- A summary of activities to improve our service to customers and our management of resources with an analysis of key challenges.

The Corporate Scorecard has been revised for 2013/14 to correspond to the Corporate Plan for the year and the form of report for quarter 1 onwards will be adjusted accordingly.

### **Options considered**

None.

### **Financial Implications**

The Financial Implications are set out in the Appendix to the report.

### **Performance Issues**

The report deals in detail with performance issues.

### **Environmental Impact**

There are no direct environmental implications arising from this report. However, each of the projects referred to in the report will have some environmental impact and this should be assessed to ensure that any decisions, taken in response to this report, do not have a negative impact on the environment and, where possible, positively contribute towards the Council's climate change strategy.

### **Risk Management Implications**

The risks arising from the Performance Report will be measured through the Council's Corporate Risk Register.

### **Equalities implications**

Any decisions driven by the actions taken in response to this report will need to be assessed through an Equalities Impact Assessment.

### **Corporate Priorities**

The report deals with the delivery of all Corporate Priorities.

### **Section 3 - Statutory Officer Clearance**

Name	Steve Tingle	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date:	24 June 2013		
Name:	Jessica Farmer	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date:	8 July 2013		

### **Section 4 – Performance Officer Clearance**

Name:	Alex Dewsnap	<input checked="" type="checkbox"/>	Divisional Director Strategic Commissioning
Date:	18 June 2013		

### **Section 5 – Environmental Impact Officer Clearance**

Name:	Andrew Baker	<input checked="" type="checkbox"/>	on behalf of the Corporate Director Environment & Enterprise
Date:	19 June 2013		

### **Section 6 - Contact Details and Background Papers**

**Contact:** Martin Randall, Senior Professional, Corporate Performance and Planning, 020 8424 1815

**Background Papers:** None.

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

**NOT APPLICABLE**

*[Call in applies]*

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## Council-wide progress in Quarter 4, 2012/13

### Financial position

The provisional outturn for the Council at the end of the year is showing a net under spend of £0.996m after transfer to various reserves (detailed below), which is a very significant achievement for the Council. The Council has not only been able to deliver services within the approved budget but has also contained the pressures arising from the challenging financial environment and the risks around service demands. This also meant that there were no calls on contingency as reported at quarter 3. In addition, there were favourable variances on income budgets resulting from parking enforcement, rents from the investment property portfolio, investment returns and grant income. This was offset by an additional contribution to the insurance provision of £0.900m for Municipal Mutual Insurance liability (MMI).

As reported at quarter 3 to the February 2013 Cabinet, Managers were asked to implement the spending protocol right through to the year-end to deliver a significant under spend to fund the cost of change and delivery of future year savings. This was implemented by ensuring discretionary spend was only incurred if it was absolutely necessary and through vacancy management by implementing additional approval processes in respect of recruitment.

The under spend has been used to set up specific reserves for the Medium Term Financial Strategy (MTFS) implementation cost of £4.849m, Carry Forwards totalling £3.268m and a Business Risk reserve amounting to £1.691m. The remaining balance of £0.996m is utilised to increase General Reserves from £7.650m to £8.646m.

The contribution to the Provisions, General and Other reserves as mentioned above will increase the Council's capacity to deliver services in a very challenging climate resulting from demographic pressures, economy, welfare reforms and pressures on formula grant funding.

The main areas of significant achievement are summarised below:-

- Environment and Enterprise directorate (£3.056m) are generating improved parking enforcement income and additional income within property and infrastructure;
- Community, Health and Wellbeing (£0.168m) are under spending on the Personalisation and Reablement budgets and the Housing Needs budget is showing an improvement on the pressures highlighted in the previous quarter;
- Children & Families' position is an overspend of £0.162m which is offset by an underspend on the Troubled Families ring fenced grant (£0.408m) resulting in a net under spend of £0.246m.
- Within Resources Directorate (£2.092m underspend) the position has improved mainly in relation to external audit fees and service credits on the Capita contract; and
- The net under spend on capital financing (£1.809m) is due to an increase in investment income and a decrease in Minimum Revenue Provision (MRP) due to underspends in the 2011-12 capital programme.

The Capital Programme is forecasting a total variance of £31.206m (56%) on General Fund. This represents an under spend of £1.603m and the balance of £29.603m is in respect of slippages which will be carried forward.

## Community, Health and Wellbeing

Progress continues with **transformation projects** in mental health services, day care, libraries and leisure, repairs and maintenance, residential care and grants.

**Adults' services** have seen several successful **CQC inspections** of services and continued strong performance, particularly in relation to people with a personal budget, carers receiving services and service users receiving a review during the year.

As part of our preparations for a forthcoming peer review challenge, an expert panel chaired by Professor Jill Manthorpe concluded that Harrow has an impressive **Safeguarding Adults** service and is in a good position to respond to the review.

Our **Quality Assurance** system continued to develop and received CQC endorsement in respect of its 3D view of the client.

The national Department of Health **Client Survey** took place in February 2013. Provisional results are positive and indicate an improvement to both 'Control' and 'Satisfaction' compared to the previous year's survey.

In **Housing services**, achievement in maintaining relatively low levels of **homelessness** is outstanding, delivery against the Capital Programme is good and our work on **housing repairs** and tenant **communication** has been recognised with awards. First results from the STAR survey of tenants indicate a general upward trend in **satisfaction** since 2008 and upper quartile performance in key areas.

Further progress has been made towards identifying possible options for delivering new **affordable housing**, which could enable the delivery of around 160 new affordable homes owned and managed by the Council.

Key **housing strategies and policies** included within the Housing Changes Review were approved by Cabinet on 11 April 2013.

**Community & Culture** services saw strong performance in physical activity and libraries surveys; and visitor and customer numbers at Harrow Arts Centre and Harrow Leisure Centre are good. Moving the **Hatch End library** to a new home in the Elliott Hall at Harrow Arts Centre was followed by a 12% increase in loans.

The development of the Outcome Based **Grants** and new Small Grants programme was carried out in consultation with the voluntary and community sector to deliver on the Council's core outcomes.

The safe and effective transition of **Public Health** to the council has been achieved from April 2013.

## Children and Families

The Directorate is continuing with its work to improve the quality of work and outcomes for Children and Families under its **improvement plan**, entitled the Child's Journey. In the context of the work on the Child's Journey, the Targeted Services Division is focusing particularly on the stability of the social care workforce, speed and quality of social care assessments, the stability of placements for Children Looked After and outcomes for care leavers in terms of suitable accommodation and education, training and employment, including educational outcomes.



The focus on improving the quality of social care has involved **review of thresholds** to ensure that vulnerability is being identified and appropriate intervention takes place. As a result more children and families are being assessed and more child protection investigations are being carried out. The 'front door' is identifying a greater level of need in the local community leading to greater levels of early intervention or targeted services. From 2011-12 to 2012-13 there was an increase of 56% in number of core assessments carried out by social workers, a 51% increase in Section 47 Child Protection investigations. The activity has been seen to increase further in the early months of 2013-14 – there were 23 and 17 new child protection plans put in place in April and May respectively compared with an average of 12 per month in 2012-13. There have also been 34 new children looked after in the first 2 months of the year compared with an average of 8 per month in 2012-13.

A **workforce strategy** is in place with a focus on recruitment and stabilisation and further incentives to recruitment and retention are being looked at. Alongside this training and development opportunities have been enhanced and an 'open door' policy has been adopted by the management team to ensure that concerns are heard and acted upon.

The implementation of the improvement plan for the **Youth Offending Service** continues. The most recent monitoring has shown significant improvement, particularly for assessments. There is work to do to ensure that the quality of plans is good and that timely visits are carried out. The team continues to focus on improving practice and is receiving internal and external support to drive this.

The strengthened **Quality Assurance** function in Children & Families has undertaken a number of reviews through the year. The themes emerging from these reviews are all captured in the overarching Child's Journey improvement plan, 2013-14. Resulting changes include the revised multi agency threshold document, daily MASH<sup>1</sup> meetings, child protection panels and reduction in longer term child protection plans.

The focus on quality across Children's Services continues with regular case audits, 'deep dives' and training and support to improve practice. Harrow is partnering with a number of organisations to drive up standards of work with vulnerable children and families. A comprehensive learning and development programme is in place for staff which is informed by this work.

To address increases in the **school population** and current pressure on primary school places (which will impact on secondary schools in future) an expansion plan is in place. In Phase 1, September 2013 will see an additional 17 reception classes open, including 8 permanent expansions. For Phase 2, it is proposed, subject to agreement by schools, that the statutory process to permanently expand schools will commence in Autumn 2013 with an implementation date of September 2014.

Updated results (May 2013) on Harrow **schools' Ofsted Inspection** judgments of 'Overall Effectiveness' showed 56% of Harrow schools as Outstanding (34 schools) and 39% as Good (24 schools), significantly better than the figures for both London and England.

The **Early Intervention Service** is continuing to lead on the **Families First** project and has worked with 120 high need families under this programme (which is known nationally

<sup>1</sup> Multi Agency Safeguarding Hub

as 'Troubled Families') during 2012-13. Measurement of outcomes against the baseline is due to be reported in July 2013. Additional families are being identified for intervention during 2013-14, with a further 200 families expected to be involved.

**Children's Centres** continue to deliver services to Harrow's youngest children through the hub and spoke model, which sees 16 settings continue to operate to maximise the reach to Harrow's communities. Nearly 15,000 families have registered with our Children's Centres. 3,908 different Harrow families accessed children's centre services from January - March 2013. 45% of these families live in the most deprived areas of Harrow. 75% of children attending during Q4 were from black and minority ethnic groups.

## Environment and Enterprise

The Directorate has continued to progress its programme of significant **organisational change**.

The planning service made significant progress during the year on the **delivery of growth**. Harrow was one of only 11 Boroughs to significantly exceed GLA growth expectations and successfully achieved its 40% affordable homes delivery target. Proactive planning has also seen a further £1bn of new development granted planning permission in the Borough during the year. Harrow's Local Development Framework programme is nearing completion, making Harrow one of the few Boroughs in London with a complete, up to date development plan

**Inward investment** opportunities have been pursued throughout the year. Harrow Council was one of only two local authorities represented at the inception of the Memorandum of Understanding between the UK and India to strengthen partnerships in urban regeneration and the Council was promoted at the round table discussion with UK and Indian senior civil servants. Working arrangements were agreed with London & Partners, resulting in referrals for foreign investors seeking property in Harrow

Harrow Council has created 10 **apprenticeships** through the planning and procurement process and 60 **work placements** have been facilitated through Xcite in Council departments and partner organisations in the Voluntary Sectors. Over the year, 182 residents were supported into employment by Xcite and 1,009 attended job fairs.

Despite an increase in quarter 4, Harrow just met its annual target for **residential burglaries**. The outturn figure for **serious violent crime** was slightly above the target for Q4, but the total for the year as a whole was below target. The total of all violence against the person offences (which includes all types of assault and harassment) was unchanged in Harrow in 2012/13.

Work commenced on **public realm improvements** – St Ann's Road, Lowlands Park, car parking space indicators and wayfinding signage. **Income** in Building Control and Development Management decreased owing to the economic climate.

## Resources

The roll out of the **MyHarrow Account** has been more successful than anticipated with 31,000 accounts in place by year end and the number of services available continuing to

expand. The number of **web forms and web visits** as a proportion of overall contact is stable at 61%.

**Customer satisfaction** remains high with the One Stop Shop at 96% as waiting times are low (at 4mins 40secs) and resolution rates are high (90% at first point of contact). The level of **avoidable contact** has reduced from 19% to 18% following ongoing work with service areas and staff training.

The average **cost per transaction** in Access Harrow has decreased to £0.82 against a target of £1.00. Cost savings, more business and an increase in income made within the Helpline service have helped to reduce the average cost per contact.

The **Council Tax Support** scheme was completed and the Council has billed 11,000 residents under the scheme – 7,000 of whom are paying Council Tax for the first time. The development of the **Harrow HELP scheme** is progressing well cross-Council and cross-partner.

The **IT Transformation** programme continues to be behind schedule, although there has been progress in the stability of the service and availability of systems. However, there are still significant performance issues that have been discussed at the highest level with the IT partner and there has been an increase in the volume of Capita resources on site.

The **Finance Transformation Plan** following the CIPFA review has also seen significant progress, with the Finance restructure under way, changes to the IT system to assist financial forecasting and work starting on financial management competencies.

## **Transformation Programme**

This section provides progress updates on phase 2 of the Council's Transformation Programme.

### ***Mobile & Flexible Working***

The project aims to deliver a tried and tested, scalable flexible working solution that will meet the Council's changing needs in the future. The recommended model and approach for implementation has been extensively reviewed internally and externally, in order to ensure that what is proposed in terms of the model, approach and technology represents current "best practice" and value for money.

Progress for this project is positive, with actions being co-ordinated with the necessary accommodation moves that form part of the Civic 1 Consolidation. This will directly inform the priority order for phase 1 rollout to teams.

### ***Civic Centre Consolidation***

This project aims to optimise the Council's asset utilisation of the Civic Centre site, reduce revenue cost of current facilities and help to meet carbon reduction targets, by consolidating into Civic 1.

Works to the Middlesex Floor, South Wing are complete, as is work to the ground floor showers, changing rooms and toilets. The project team is working closely with the Mobile & Flex Project team (above) to move the teams from the other Civic Complex buildings into Civic 1.

### ***Modernising terms and conditions of employment***

The aim of this project is to develop a more modern and flexible set of Terms and Conditions to better meet the needs of the Council now and in the future.

The Essential Car User review and Total Reward portal work have now started, following some delay due to the number of staff queries on the earlier changes.

### ***Co-Regulation***

Co-regulation aims to bring staff and residents together to jointly manage performance, give new weight to the views, assessments and priorities of residents, reduce the regulatory burden on housing providers by developing and increasing resident inspection and shift the focus of performance management and strategic decisions away from 'ticking boxes' for the regulator and onto the needs and priorities of residents.

The first scrutiny topic is the six weeks new tenancy visit. Interviews with staff were completed in the quarter and interviews with residents who had recently had a six week visit were undertaken in early May.

### ***Transfer of Public Health***

The majority of Public Health functions transferred to the local authority in April 2013. Public Health staff moved into Civic 3 and 4 on 2 April. Final transition costs have been agreed by the Joint Executive Transition Board. Harrow has not received a Staff Transfer Order; this is expected in June as with other local authorities. A list of all staff transferring over has been received, this has enabled the signing of the Inter Authority Agreement with Barnet. The staff induction took place on 9 April.

### ***Families First***

See entry under Children & Families.

### ***Public Realm Integrated Service Management (PRISM)***

The delivery of an organisational structure to unify Community Services, Highways Engineering Service, Highways Traffic Management, and Public Realm Services. The new organisation will be underpinned by new processes, ways of working and technology. Additional consultations are currently being carried out in relation to this project.

### ***Cultural Strategy Review Delivery Phase***

This project will implement the Future of Cultural Services Review actions as approved at Cabinet in January 2012 and June 2012 and as a result of the Library Consultation outcomes June 2012.

There have been delays with delivery of the new People's Network IT but new PCs were installed in April 2013. More detail is at Priority Action 2.4 below.

### ***Parking Review***

A review of parking charges across the borough.

June Cabinet agreed the proposed on-street and off-street charges and a pilot scheme in Rayners Lane to trial the 20 minutes free option. The changes are expected to be implemented by December 2013.

### ***Cashless Parking (RingGo)***

This project is for the introduction of a Cashless Parking System in Harrow car parks, On street Pay and Display, Resident and Visitor Permits and the Council is actively moving to

reduce the amount of cash manually handled across the Council. The same system will be expanded to include on-street parking that is currently served by Pay and Display machines and residents' and visitors' permits throughout the Borough, thereby offering the public a choice of payment method for parking. The soft launch went live on 15 April for the off-street car parks and generally has been successful, with uptake increasing since the launch. A full spread article was published about the Cashless Parking in the Harrow Observer on 25 April.

### ***Property Review***

This project focuses on rationalising property assets across the Borough, optimising the use of assets and delivering value for money.

Anmer Lodge will not now produce a capital receipt until 2014-15. Following a meeting with the developer Notting Hill Housing Association to review progress and consider revision to time lines, it has been agreed to proceed on the basis of a contemporaneous exchange of contracts by the Council, NHHA and the proposed food retailer. Delay in making a decision to proceed with a scheme on Gayton Road will also result in a delayed capital receipt. The developers (Fairview New Homes Ltd) have indicated that subject to agreeing terms they are in principle prepared to proceed with a new scheme and meet the costs of obtaining a new planning consent and proposals are awaited.

### ***Town Centre Regeneration including Outer London Fund 2***

The project involves an integrated programme of public realm infrastructure improvements to enhance the vitality and viability of Harrow town centre and sustain its Metropolitan Centre status. A key part of the programme will be to deliver the projects for which funding has been awarded under round 2 of the Outer London Fund.

Steady progress has been maintained on the implementation of the St Anns Road scheme. Repaving works between Station Road and Havelock Place are well advanced and works to Havelock Place itself are about to commence. Agreement has been reached in principle about the design of the ramped entrance to the St Anns Centre. A concept design for a new public space at the junction of St Johns Road and Lyon Road, funded as part of the redevelopment of the former Lyon House site, was considered by the Public Realm Board on 16 April. The Board asked for further options to be developed, prior to public consultation.

### ***Harrow & Wealdstone Intensification Area***

The Intensification Area project will provide a planning framework to deliver London Plan and Core Strategy policies and objectives - to focus a substantial proportion of Harrow's future housing and employment growth in that part of the borough that is most accessible to public transport and close to a wide range of amenities and facilities. This project is substantively complete, with the Area Action Plan having passed through inquiry stage and the deliverables now included within other workstreams.

### ***Local Development Framework***

Delivery of the Statutory Development Plan (LDF) for Harrow. Includes technical studies and Infrastructure Delivery Plan required to ensure the statutory development plan framework prepared by Harrow under the Town and Country Planning Act and associated regulations is found "sound". The purpose of the study is to identify the social and physical infrastructure and services crucial to the implementation of the spatial strategy set out in the Harrow Core Strategy.

Engagement post-Examination with the Inspector is ongoing. Consultation on proposed modifications following Examination has commenced. The report from the Inspector on Soundness is expected in June 2013.

### **Special Needs Transport 3**

Special Needs Transport 3 will mainstream demand management activity, provide new services for customers and greater levels of independence and manage costs for the current and medium-term. Cabinet is to review the project in September 2013 following further consultations.

### **Payment Card Industry (PCI)**

Implementation of Capita Payment Management System which will deliver compliance against the Payment Card Industry (PCI) Data Security Standards (PCIDSS). We are fully compliant and Semaphore is now live. Some early problems with stabilisation have now largely been resolved. However, use of Chip and PIN devices has been affected by poor signal reception; a signal booster is being installed to resolve this.

## **Corporate Equality Objectives**

In April 2012, Cabinet adopted eight Equality Objectives which set out the direction the authority wants to progress with regard to reducing inequality and improving services against which progress can be measured through improvement boards. The summary below provides a snapshot of our progress for this quarter.

*Objective 1 - Develop a workforce that feels valued, respected and is reflective of the diverse communities we serves*

Our performance exceeds the target (39%) for Black and Minority Ethnic staff and stands at 41%. The percentage of non-schools staff who are registered disabled exceeds the target (3.0%) and stands at 3.3%

*Objective 2 – Deliver services which are accessible and welcoming to all communities and are capable of responding to the different needs and aspirations our customers have*

Performance is on track against most measures, with particularly good performance for outcomes from reablement, meaning that a higher than target number of clients did not need ongoing social care, and the number of lettings via the Help2let scheme has exceeded target

*Objective 3 - Improve opportunities for vulnerable young people through our corporate parenting role and through individual support*

Good progress is being made against most targets and we are doing well against our target of 3% of young people aged between 16-18 who are not in Education, Employment or Training (NEET); the outcomes for the lowest performing 20% of children at the end of the Foundation Stage have improved, narrowing the gap; and the decrease in the number of children that are subject to a child protection plan for more than two years or more has exceeded target.

*Objective 4 – Minimise the impact on health inequalities and deprivation in the Borough through partnership working*

The target for increasing health and wellbeing measured by the percentage of people participating in physical activity has been exceeded.

*Objective 5 - Support local businesses and residents in times of economic hardship*

There continue to be proportionately lower numbers of JSA claimants in Harrow than the average of London as a whole.

Most of the targets set out in Harrow's Construction Training and Employment Programme Delivery Plan have been achieved or exceeded.

*Objective 6 – Protect vulnerable people from the harmful impact of crime, anti-social behaviour and abuse*

The number of repeat domestic violence cases seen by Multi Agency Referral and Assess Conference currently stands at 15%, which remains below our target of 25%.

*Objective 7 - Minimise the impact of budget cuts on equality groups (protected characteristics)*

Initial EqlAs were considered as part of the Commissioning Panels to consider the cumulative impact on the nine protected characteristics. An Equality Impact Assessment was undertaken in respect of the Council's budget although a number of the proposals still needed to be developed further and will be the subject of full Assessments later. EqlAs are also completed for proposals submitted to Cabinet for decisions and the Transformation Programme.

*Objective 8 – Celebrate the diversity of Harrow so the Borough is an increasingly cohesive place where people from all communities get on well together*

77% agreed and 17% disagreed that people get on well together in their local area (Involvement Tracker, November 2012).

## Performance Measures

### Quarterly

Title of Measure	Q4 Status 2011/12	Q3 Status 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
NI 32 Repeat incidents of domestic violence	HG	HG	HG	↑	↑
NI 40 Number of drug users recorded as being in effective treatment	LG	A	Note 1		
Residential burglaries	HR	HG	HR	↑	Note 2
NI 15 Serious violent crime rate	HG	LG	LR	↑	↓
NI 16 Serious acquisitive crime rate	HR	LG	HR	↑	↓
NI 184 Food establishments in the area which are compliant with food hygiene law	LR	LR	HR	↓	↓
NI 191 Residual household waste per household (kg)	A	Note 1	Note 1		
NI 192 Percentage of household waste sent for reuse, recycling and composting	LR	Note 1	LR Note 3	↑	Note 4
NI 195a Improved street and environmental cleanliness - Litter	HG	HR	HR	↓	↑
NI 195b Improved street and environmental cleanliness - Detritus	HG	HR	HR	↓	↓
NI 195c Improved street and environmental cleanliness - Graffiti	HR	HR	HR	↑	↓
NI 195d Improved street and environmental cleanliness - Fly posting	LG	LG	HR	↓	↓

Legend		
HG	High Green	Has exceeded target by 5% or more
LG	Low Green	Has met or exceeded target by up to 5%
A	Amber	Just below target but not more than 5% below
LR	Low Red	Between 5 and 10% below target
HR	High Red	More than 10% below target
Note 1	No data this quarter	
Note 2	Indicator is subject to seasonal variation	
Note 3	Based on estimated data for outturn	
Note 4	No comparative data	
Note 5	Year end data not yet available	

Direction of travel (↑ improvement, ↓ deterioration or → no change) is determined by the underlying quarterly figures, not the RAG status. Comparison is made to both the equivalent quarter in previous year and the immediately preceding quarter, unless the latter is not appropriate; i.e. where the target is cumulative or where there are seasonal variations.



## Summary of key challenges

### Residential Burglaries

Harrow looks to have just met its annual target (1,879), with an outturn figure of 1,878. This is a 9% reduction compared to the previous year. The reduction for the Metropolitan Police area as a whole was 5%. In Q4 (the seasonal peak for residential burglaries) the outturn figure was above target, with a particularly high March total.

### Serious violent crime rate

The outturn figure was slightly above the target for Q4, but the total for the year as a whole was below target. The total of all violence against the person offences (which includes all types of assault and harassment) was unchanged in Harrow in 2012/13.

### Serious acquisitive crime rate

Performance of this indicator in Q4 was above target. Of the five major crime types that make up this indicator, residential burglary and theft from vehicles both showed considerable increases from the previous quarter. For the year as a whole, the outturn figure was below target, with substantial reductions in residential burglary, theft of vehicles and personal robbery.

### Food establishments in the area which are compliant with food hygiene law

New premises added to database and not inspected this year are, by default, considered "non compliant". This interpretation is under review.

In the last 3 months, over 50 new premises have registered (mainly home based). This has resulted in a lower performance than expected as traditionally Q4 is used to complete inspections that are due in that year.

### NI 192 Percentage of household waste sent for reuse, recycling and composting

We are unlikely to meet the annual target. Many factors influence recycling figures. One reason for the decrease is that we are achieving lower recycling rates from dirty MRF, due to tighter controls (MRF = materials recovery facility). The reduction in the weight of recyclable packaging (e.g. plastic bottles) is also a factor.

### NI 195a: Improved street and environmental cleanliness – Litter

### NI 195b: Improved street and environmental cleanliness – Detritus

### NI 195c: Improved street and environmental cleanliness – Graffiti

### NI 195d Improved street and environmental cleanliness - Fly posting

No survey carried out in Q4 (this year's surveys were reported in Q1-Q3).

The end of year results compare the year-end averages with the targets and will be analysed in terms of revising staff deployment to address performance. The worst affected areas for litter were Industry and Warehousing and Other Highways.

It is proposed to combine results for the 4 variants of this indicator from Q1 2013/14 onwards, and show one overall figure for street and environmental cleanliness and to distinguish those areas where the Council has control over the levels of cleanliness from those where it does not (private land).

The proposed service cuts within the MTFS will result in similar scores as achieved in Tranche 3 and reduced operational capacity will significantly reduce the Council ability to deploy resources to address lower performance

### Priority Actions commentary

1.1	<b>Priority Action:</b> Reduce the amount of waste produced by the borough. <b>Lead Officer:</b> Caroline Bruce		
	<b>Measurements:</b> To stage 10 events and programmes to promote waste reduction schemes in partnership with the WLWA.	<b>Status:</b> <b>Green</b>	<b>Progress:</b> 16 Events have been held this year, including: - <ul style="list-style-type: none"> <li>• Four real Nappy events have been held</li> <li>• Two events were held in Compost Awareness Week event held in May 2012.</li> </ul> 20 tonnes of free compost provided to residents 60 home composting units have been bought by the public Three “Let’s Get Cooking Clubs” set up by WLWA in the Borough.

1.2	<p><b>Priority Action:</b> Deliver improved performance of our highways improvements through a more efficient contract.</p> <p style="text-align: right;"><b>Lead officer:</b> Caroline Bruce</p>		
<p><b>Measurements:</b></p> <p>Adoption of a new street lighting policy reducing energy consumption and budget pressures.</p>	<p><b>Status:</b></p> <p style="background-color: #92d050; text-align: center;"><b>Green</b></p>	<p><b>Progress:</b></p> <p>A new street lighting policy was adopted by Cabinet on April 4, 2012. <b>*Complete*</b>.</p> <p>Energy-efficient LED lighting now in operation at a number of sites with a continued programme of installations. These lights are also now subject to reduction in burning hours and dimming of output. Also continued de-illumination of signs and installations which comply with latest approved guidelines, further contributing to reductions in energy costs</p> <p>Quarter 4 results now being compiled with satisfactory performances for responsive highway maintenance, winter gritting, street lighting and resident satisfaction. Improvements still required in gulley cleansing.</p>	
1.3	<p><b>Priority Action:</b> Deliver improved service benefits and outcomes for the public through public realm services.</p> <p style="text-align: right;"><b>Lead officer:</b> Caroline Bruce</p>		
<p><b>Measurement:</b></p> <p>Development and implementation of the Public Realm Integrated Service Management Programme.</p>	<p><b>Status:</b></p> <p style="background-color: #ffc107; text-align: center;"><b>Amber</b></p>	<p><b>Progress:</b></p> <p>E&amp;E held a very useful set of PRISM workshops during the pause period and feedback is being collated and analysed. There will then be a project re-launch on 11<sup>th</sup> July.-</p>	

1.5	<b>Priority Action:</b> Consolidate, enhance and expand investment in Harrow's Green Grid.		
	<b>Lead officer:</b> Caroline Bruce		
	<b>Measurement:</b> £200,000 of match funding secured. 100 volunteers engaged through the year. £100,000 of match funding secured from private sector. Securing land for Stanmore Country Park extension.	<b>Status:</b> <b>Green</b>	<b>Progress:</b> Implementation of 2012/13 programme under way. Programme may not spend full allocation of capital. Match funding from development on target.

## Keeping neighbourhoods clean, green and safe

### Quarterly measures

Title of Measure	Polarity Good to be High ▲ or Low ▼?	Q4 Target 2011/12	Q4 Actual 2011/12	Q4 Status 2011/12	Q3 Target 2012/13	Q3 Actual 2012/13	Q3 Status 2012/13	Q4 Target 2012/13	Q4 Actual 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
NI 32 Repeat incidents of domestic violence	▼	30%	16%	HG	25%	14%	HG	25%	5%	HG	↑	↑
NI 40 Number of drug users recorded as being in effective treatment	▲	413	419	LG	438	432	A					
Residential burglaries	▼	1,762	2,061	HR	560	502	HG	475	600	HR	↑	
NI 15 Serious violent crime rate	▼	299	183	HG	37	36	LG	38	40	LR	↑	↓
NI 16 Serious acquisitive crime rate	▼	4,155	4,720	HR	1,143	1,129	LG	1,143	1,298	HR	↑	↓
NI 184 Food establishments in the area which are compliant with food hygiene law	▲	76%	71%	LR	76%	70%	LR	76%	68%	HR	↓	↓
NI 191 Residual household waste per household (kg)	▼	135	136	A	135			135				
NI 192 Percentage of household waste sent for reuse, recycling and composting	▲	50%	43%	LR	50%			50%	46%	LR	↑	↑
NI 195a Improved street and environmental cleanliness - Litter	▼	6%	4%	HG	6%	15%	HR	6%	9%	HR	↓	↑
NI 195b Improved street and environmental cleanliness - Detritus	▼	9%	4%	HG	9%	11%	HR	9%	14%	HR	↓	↓
NI 195c Improved street and environmental cleanliness - Graffiti.	▼	3%	7%	HR	3%	5%	HR	3%	6%	HR	↑	↓
NI 195d Improved street and environmental cleanliness - Fly posting.	▼	1%	1%	LG	1%	1%	LG	1%	2%	HR	↓	↓

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**Priority: United and involved communities: a Council that listens and leads**

**Amber**

**Performance Measures**

**Quarterly**

Title of Measure	Q4 Status 2011/12	Q3 Status 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
Response rate to residents' panel consultations	<b>LG</b>	Note 1	Note 1		
% who are satisfied with the way the Council runs things (Involvement Tracker)	Note 2	<b>A</b>	Note 2		
% who agree that the Council gives local people good VfM (Involvement Tracker)	Note 2	<b>A</b>	Note 2		
Council takes account of residents' views when making decisions (Involvement Tracker)	Note 2	<b>A</b>	Note 2		
% who feel that they can influence decisions affecting their local area (Involvement Tracker)	Note 2	<b>HR</b>	Note 2		
How well informed do residents feel (Involvement Tracker)	Note 2	<b>LR</b>	Note 2		
Number of trained neighbourhood champions	<b>HR</b>	Note 3	<b>HR</b>	<b>↓</b>	Note 4

**Annual**

Title of Measure	2011/12 Status	2012/13 Status	Compared to 2011/12
Adult participation in sport and active recreation	<b>LG</b>	<b>LG</b>	<b>↑</b>

Legend		
<b>HG</b>	High Green	Has exceeded target by 5% or more
<b>LG</b>	Low Green	Has met or exceeded target by up to 5%
<b>A</b>	Amber	Just below target but not more than 5% below
<b>LR</b>	Low Red	Between 5 and 10% below target
<b>HR</b>	High Red	More than 10% below target
Note 1	No Residents' Panel in the quarter	
Note 2	No Involvement Tracker in the quarter	
Note 3	No data available	
Note 4	No comparative data	

## Summary of key challenges

### Number of trained neighbourhood champions

It is likely that the numbers of Neighbourhood Champions who will be recruited will continue to decline, as has been the case since the initial launch of the scheme. This is because there is a static population from which Neighbourhood Champions can be drawn. Inevitably, not every resident in Harrow wishes to join the scheme, and the majority who would like to will have done so when the scheme first began (hence the highest numbers in 2010 and 2011). Therefore, though some new Neighbourhood Champions will be existing residents who have changed their mind with regard to the scheme (or possibly not have heard of it previously), most will have recently moved to the borough and this is a limited pool of people.

Therefore, these limited numbers, combined with the inevitable resignations from residents as they move out of the borough or as their situations change, means that the initial target of 2000 Neighbourhood Champions is unlikely to be reached and so needs to be reviewed.

There are currently 895 residents and 24 Members trained to be Neighbourhood Champions, making a total of 919. The service team have suggested provisional targets for 2013/14 that they think are realistically achievable. These figures suggest a target figure for the end of 2013/14 of 1120. This is based on the number to be recruited and trained and the number of resignations for each quarter remaining similar to Q4 2012/13.

### Priority Actions commentary

1.4	<b>Priority Action:</b> Further extend the Neighbourhood Champions scheme <b>Lead Officer:</b> Caroline Bruce		
	<b>Measurement:</b> Recruit, train and retain 2000 volunteers	<b>Status:</b> <b>Red</b>	<b>Progress:</b> At the end of Q4 2012/13 there were 895 residents and 24 Members trained to be Neighbourhood Champions, making a total of 919 active Neighbourhood Champions.  Together with the 919 trained active members, a further 246 residents have been trained but subsequently resigned and 8 have failed the Police checks. This makes the total number of residents trained since the scheme began 1,173
	Stage a Neighbourhood Champions' conference to further embed and expand the scheme	<b>Green</b>	A very successful Neighbourhood Champions conference was held in July.

2.1	<p><b>Priority Action:</b> increase the percentage of residents who feel that they can influence decisions locally as measured by the involvement tracker.</p> <p style="text-align: right;"><b>Lead officer:</b> Tom Whiting</p>		
<p><b>Measurements:</b></p> <p>Measure shows an increase of 3%</p>	<p><b>Status:</b></p> <p style="background-color: red; color: black; text-align: center;"><b>Red</b></p>	<p><b>Progress:</b></p> <p>The latest Involvement Tracker scores for the percentage of residents who feel they can influence decisions locally is 26%, which is down by 5% on the November 2011 score.</p> <p>Although this is disappointing, the Communications Team is working to improve consultation generally across the council and to highlight opportunities to get involved as well as what has happened to their feedback afterwards.</p> <p>However, this requires that consultation is taken seriously and that we act on the feedback from residents. Otherwise it may lead to residents feeling that they should not have been consulted with in the first place.</p>	
2.2	<p><b>Priority Action:</b> Ensure that more people are involved in making decisions through an increased response rate to consultations.</p> <p style="text-align: right;"><b>Lead officer:</b> Tom Whiting</p>		
<p><b>Measurements:</b></p> <p>Increase of 5% in the average number of responses to council consultations</p>	<p><b>Status:</b></p> <p style="background-color: green; color: black; text-align: center;"><b>Green</b></p>	<p><b>Progress:</b></p> <p>Residents' Panel response rate for 2012/13 is 56% which is a 1% increase on the 2011/12 figure. Other consultation measurements can be carried out by assessing activity on the Council's Consultation Portal, where there were 2,397 visits ('entrances') to the consultation portal landing page.</p> <p>The annual performance of completion of consultations on the Consultation portal stands at 28%, where the average for 2011/12 was 20%, meaning this Priority Action has been achieved.</p>	



2.3	<p><b>Priority Action:</b> Championing Harrow 2012; Producing a series of events to celebrate the Olympics.</p> <p style="text-align: right;"><b>Lead officer:</b> Paul Najsarek</p>		
	<p><b>Measurements:</b></p> <p>Increase by 1%, or at least maintain, participation as measured in the Active People Survey.</p> <p>Increase membership at the Leisure Centre by 15% over the life of contract (April 2013).</p> <p>Satisfaction with the programme of events for Olympic and Paralympic torch relays in Harrow is delivered measured by the number of events, participation rates and event satisfaction sampling.</p>	<p><b>Status:</b></p> <p style="background-color: #92d050; text-align: center;"><b>Green</b></p>	<p><b>Progress:</b></p> <p>Adult Participation Rates (ex-NI8) taken from the interim Active People Survey 6 (APS6) report Harrow's score as 19.1% (for the period covering April 2011 to April 2012). This exceeds the APS1 (Oct 2005 - Oct 2006) target of 18.9%. The final APS6 results will be reported by Sport England in June 2013.</p> <p>Pre-paid memberships at end of December 2012 were 4339, an increase of 29% on May 2011 when GLL took over the contract. GLL report for Q4 not yet received.</p> <p>Around 90,000 spectators lined the route for the Olympic Torch Relay in Harrow. Some of these also attended the Olympic Torch Relay Family Fun Day at Harrow Museum on the same day. Artists who performed/animated points throughout the route were programmed using community and sports groups that reflected the whole Borough and its diversity.</p> <p>Harrow Council received positive feedback from members of the public by word of mouth and by letter. 400 to 500 spectators witnessed the Paralympic Torch Relay in Harrow, and this event was also well received.</p>
2.4	<p><b>Priority Action:</b> Improve the ICT infrastructure in Libraries including the People's Network.</p> <p style="text-align: right;"><b>Lead officer:</b> Paul Najsarek</p>		
	<p><b>Measurements:</b></p> <p>Reduction in the number of complaints about Libraries ICT from 45% of total libraries complaints (Q3 2011/12) to under 10% by Q4 2012/13</p>	<p><b>Status:</b></p> <p style="background-color: #ffc107; text-align: center;"><b>Amber</b></p>	<p><b>Progress:</b></p> <p>New PCs have now been installed in all libraries (completed on 5 April 2013).</p> <p>Implementation of new servers has been delayed by network issues.</p>

			<p>Due to be completed by end of May 2013.</p> <p>It has been agreed that Wi-Fi will be out of scope until a decision regarding the commissioning of the library service has been made.</p> <p>Number of complaints regarding library ICT facilities should now decrease as new computers have been installed. Server upgrade is essential, however, to enable new PCs to run the latest software, and to reduce the possibility of compatibility issues leading to network downtime.</p>
2.5	<p><b>Priority Action:</b> Submitting a Round 1 application to the Heritage Lottery Fund for Harrow Museum and Headstone Manor.</p> <p style="text-align: right;"><b>Lead officer:</b> Paul Najsarek</p>		
	<p><b>Measurements:</b> Application submitted</p>	<p><b>Status:</b> <b>Amber</b></p>	<p><b>Progress:</b> Application resubmitted February 2013 for national HLF award of £3.6million. Will be considered by HLF London Region in May for approval to go to national board in July. Harrow capital approved for Tithe Barn, architects appointed and survey work underway.</p>
2.6	<p><b>Priority Action:</b> Deliver successful pilots for commissioning services through the Main Grants Programme.</p> <p style="text-align: right;"><b>Lead officer:</b> Paul Najsarek</p>		
	<p><b>Measurements:</b> Pilot commissions awarded by October 2012 to commence in April 2013; all commissions awarded by February 2013 to commence by April 2013</p>	<p><b>Status:</b> <b>Green</b></p>	<p><b>Progress:</b> A total of 43 applications were awarded grant funding in 2013/14. 16 Outcomes Based grant applications were awarded funding to deliver projects and services aligned to the Council's core outcomes.</p> <p>Service Level Agreements will commence 1 April 2013 and will be funded for a three year period from 2013 to 2016. In addition 27 small grant applications were awarded funding to deliver a range of activities.</p>

## United and involved communities: a Council that listens and leads

### Quarterly measures

Title of Measure	Polarity Good to be High ▲ or Low ▼?	Q4 Target 2011/12	Q4 Actual 2011/12	Q4 Status 2011/12	Q3 Target 2012/13	Q3 Actual 2012/13	Q3 Status 2012/13	Q4 Target 2012/13	Q4 Actual 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
Response rate to residents' panel consultations	▲	55%	57%	<b>LG</b>	57%			57%				
% who are satisfied with the way the Council runs things (Involvement Tracker)	▲		No Tracker		60%	57%	<b>A</b>					
% who agree that the Council gives local people good VfM (Involvement Tracker)	▲		No Tracker		38%	37%	<b>A</b>					
Council takes account of residents' views when making decisions (Involvement Tracker)	▲		No Tracker		32%	31%	<b>A</b>					
% who feel that they can influence decisions affecting their local area (Involvement Tracker)	▲		No Tracker		32%	26%	<b>HR</b>					
How well informed do residents feel (Involvement Tracker)	▲		No Tracker		57%	54%	<b>LR</b>					
Number of trained neighbourhood champions	▲	1,500	1,110	<b>HR</b>				2,000	919	<b>HR</b>	↓	

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## Annual measures

NI Ref:	Indicator Description	Polarity Good to be High ▲ or Low ▼?	2011/12 Target	2011/12 Actual	2011/12 Status	2012/13 Target	2012/13 Actual	2012/13 Status	Compared to 2011/12
NI 8	Adult participation in sport and active recreation	▲	18.3%	18.9%	LG	18.4%	19.1%	LG	▲

**Priority: Supporting and protecting people who are most in need**

**Amber**

**Performance Measures**

**Quarterly**

Title of Measure	Q4 Status 2011/12	Q3 Status 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
Reablement - % of adult clients who do not receive ongoing social care following a reablement service	<b>HG</b>	<b>HG</b>	<b>HG</b>	↑	↓
% Overall satisfaction at reablement review is 'satisfied' or better	<b>HG</b>	Note 1	Note 1	↑	↓
NI 146 % of adults with learning disabilities in paid employment	<b>LG</b>	<b>A</b>	<b>LG</b>	↑	↑
E48 - equality of service provision	<b>HG</b>	<b>G</b>	<b>G</b>	Note 2	Note 2
NI 150 % of adults in contact with secondary mental health services in paid employment (same as NI 150 - name changed)	<b>HR</b>	<b>HR</b>	<b>LG</b>	↑	↑
The proportion of clients (not carers, not MH for now) eligible for a personal budget during the year who had one (of any type).	Note 3	<b>HR</b>	<b>LR</b>	Note 4	↑
% of people with learning disabilities living in their own home or with their families	Note 3	<b>A</b>	<b>A</b>	Note 4	↑
% of adults in contact with secondary mental health services living independently, with or without support	Note 3	<b>LR</b>	<b>LR</b>	Note 4	↓
Hospital delayed transfers of care (caused by social care) - all clients over 18 - rolling year	Note 3	Note 1	Note 1	Note 4	↑
Carers with Services (as % of total clients in community)	Note 3	<b>LR</b>	<b>HG</b>	Note 4	↑
% of sessions absent from school amongst school age CLA, in school year to date	<b>HR</b>	<b>HG</b>	<b>HG</b>	↑	↓
Children Looked After: rate of permanent exclusions as % of Harrow CLA population	<b>HG</b>	<b>HG</b>	<b>HG</b>	→	→
Children Looked After: Rate of fixed term exclusions as % of Harrow CLA population	<b>HR</b>	<b>HG</b>	<b>HG</b>	↑	↓
Termly rate of permanent exclusions as % of Harrow school population	<b>HR</b>	<b>HR</b>	<b>HG</b>	↑	↑
Termly rate of fixed term exclusions as % of Harrow school population	<b>HR</b>	<b>HR</b>	<b>HG</b>	↑	↑
Termly rate of overall absence in primary schools	<b>HG</b>	<b>HR</b>	<b>LR</b>	↑	↑
Termly rate of overall absence rate in secondary schools	<b>HG</b>	<b>LR</b>	<b>HR</b>	↑	↓

Title of Measure	Q4 Status 2011/12	Q3 Status 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
Secondary schools judged by Ofsted as having good or outstanding standards of behaviour	<b>LG</b>	<b>LR</b>	<b>LR</b>	↓	→
Primary schools judged by Ofsted as having good or outstanding standards of behaviour	<b>HG</b>	<b>HG</b>	<b>HG</b>	→	→
% of new case contact episodes completed within 24 hrs	<b>HG</b>	<b>LR</b>	<b>HR</b>	↓	↓
Numbers of children with child protection plan for over 2 years	<b>HG</b>	<b>LG</b>	<b>HG</b>	↑	↑
Numbers of families who receive direct payments	<b>HG</b>	<b>HG</b>	<b>HG</b>	↑	↑
% of referrals to social care from partner organisations made using CAF	<b>HR</b>	Note 5	Note 5		
Initial assessments completed within 10 days	<b>HR</b>	<b>HR</b>	<b>HR</b>	↓	↑
(PAF C64) Timing of Core Assessments (NI 60)	<b>LG</b>	<b>HR</b>	<b>HR</b>	↓	↑
NI 19 Rate of proven re-offending by young offenders	Note 1	Note 6	Note 6	Note 4	↓
NI 111 First time entrants to the Youth Justice system 10-17	Note 1	Note 6	Note 6	Note 4	↑
NI 117 16 to 18 year olds who are not in education, employment or training (NEET)	Note 7	<b>HG</b>	<b>HG</b>	Note 4	→
NI 155 Number of affordable homes delivered (gross)	<b>HG</b>	<b>HG</b>	<b>LG</b>	↓	↑
Total households accepted as homeless and in priority need	<b>HR</b>	<b>HG</b>	<b>HG</b>	↓	↓
NI 156 Number of households living in temporary accommodation	<b>LG</b>	<b>HG</b>	<b>HG</b>	↑	↑
Number of households we assist with housing in the private rented sector	<b>LG</b>	<b>HR</b>	<b>HR</b>	↓	↑
Number of cases where positive action is taken to prevent homelessness	<b>HG</b>	<b>HG</b>	<b>LG</b>	↓	↑
Council adaptations: average time from assessment to completion of work (weeks)	<b>HG</b>	<b>HG</b>	<b>HG</b>	↑	↓
DFGs: average time taken from assessment to DFG approval date (weeks)	<b>HG</b>	<b>HG</b>	<b>HG</b>	↑	↓
ex-BV212 Average time taken to re-let LA housing (days)	<b>LG</b>	<b>HR</b>	<b>HR</b>	↓	↓
ex-BV64 Private dwellings returned into use	<b>HG</b>	<b>HG</b>	<b>HG</b>	↓	↑

## Annual

Title of Measure	AY 2010/11 Status	AY 2011/12 Status	Compared to AY 2010/11
Number of underperforming schools at KS2	HR	HR	↑
Number of underperforming schools at KS4	HG	HR	↓
Percentage of pupils at the end of KS4 achieving the English Baccalaureate	LR	HR	↓
NI 72 Early Years (EYFSP) to increase achievement for all children at age 5	LG	LG	↑
NI 73 Key Stage 2 – to increase proportion achieving level 4+ in both English and maths	A	LG	↑
NI 75 Key Stage 4 – to increase proportion achieving 5 A*-C grades at GCSE and equiv incl GCSE English and Maths	A	A	↓
NI 92 Narrowing the gap between the lowest achieving 20% in the EYFSP and the rest	LG	HG	↑
Annual rate of Permanent Exclusions as % of Harrow school population	HG	HR	↓
Annual rate of Fixed Term Exclusions as % Harrow school population	LG	HG	↑
Annual rate of overall absence in primary schools	Note 8	HG	↑
Annual rate of overall absence rate in secondary schools	Note 8	HG	↑

AY = academic year

Legend		
<b>HG</b>	High Green	Has exceeded target by 5% or more
<b>LG</b>	Low Green	Has met or exceeded target by up to 5%
<b>A</b>	Amber	Just below target but not more than 5% below
<b>LR</b>	Low Red	Between 5 and 10% below target
<b>HR</b>	High Red	More than 10% below target
Note 1	No target set for this quarter.	
Note 2	Target is a range not a specific number	
Note 3	New indicator in 2012/13	
Note 4	No comparative data	
Note 5	No target or data for this quarter.	
Note 6	Target is not numerical	
Note 7	No data for this quarter	
Note 8	No year end target	

## **Summary of key challenges**

### **The proportion of clients (not carers) eligible for a personal budget during the year who had one (of any type).**

All clients who were practicably possible were supported to receive a personal budget whereas the target for the year included a number of clients who could not have their needs met through a personal budget. Harrow's performance is, therefore, very good..

### **% of adults in contact with secondary mental health services living independently, with or without support:**

This is a significant improvement on 2011/12 performance. This increase would have moved us up from 21st in London to 15th, however further improvement is expected in 2013/14.

### **Hospital delayed transfers of care (caused by social care) all clients over 18**

After a poor start the number of delays reduced throughout the year, but remain higher than some other areas. This year saw unusual trends in performance; there remain fewer 'social care delays' than 'Health delays' however previously there has been 2:1 ratio whereas this year it has been close to 1:1. The main cause of delays has been residential and nursing placements from CNWL. This was partly caused by a reporting error, which CNWL have requested Department of Health to rectify.

A recent audit of NWP Hospital has identified key concerns in urgent care, including discharge planning.

### **Termly rate of overall absence in primary schools**

### **Termly rate of overall absence rate in secondary schools**

More challenging targets were set, which has resulted in a low red status for primary schools and high red for secondary schools. The 2012-13 spring absence in primary schools is lower than the previous autumn term that has just passed and in secondary schools is slightly higher. The local authority is introducing a range of statutory intervention options for supporting school attendance.

### **Secondary schools judged by Ofsted as having good or outstanding standards of behaviour**

One new secondary converter academy has received the overall judgement of 'requires improvement'.

### **% of new case contact episodes completed within 24 hrs**

Significant staffing issues resulted in a drop in performance. Performance for this indicator has been around 65%, target being reviewed for 2013-14. Action: Review of Children's Access Team complete. Seconded service manager has achieved improvements in recent months.



## **Initial assessments completed within 10 days**

### **Timing of Core Assessments:**

Assessment timeliness dropped earlier in the year due to staffing issues. The number of Initial and Core Assessments completed on time increased in the last quarter of the year, 78% of Initial and 81% of Core Assessments were completed on time in March. We have moved to a Single Assessment from 1st April in line with the revised Working Together guidance. Review of Children's Access Team is complete and change proposals have been put forward. The seconded service manager has achieved significant performance improvement in recent months. Recruitment of new social workers is underway and a number of internal transfers have been made to strengthen the team.

## **Number of households we assist with housing in the private rented sector:**

We still cannot obtain sufficient local housing, but we were able to keep B&B numbers below original estimate.

## **Average time taken to re-let LA housing (days):**

Delivering on time has been a struggle throughout 2012/13 for a number of reasons but new steps are being taken to address this. A new Voids process is being considered which will see Asset Management and Housing Needs sharing the work with Void Officers remaining in Housing Needs to oversee the re-letting, and alert managers.

## **Number of underperforming schools at KS2**

One primary school fell below the 2012 KS2 Standard. Although this is not a consistent pattern the LA has been working with the school, through the HSIP, to ensure progress.

## **Number of underperforming schools at KS4**

One academy high school fell below the 2012 KS4 Standard. This is not a consistent pattern and the academy is not far below the threshold. The LA has engaged with the academy and is working out a support package with a range of providers. DfE Open Academies Performance department is also engaged with the school.

## **Percentage of pupils at the end of KS4 achieving the English Baccalaureate**

Harrow performs relatively well (25th) on this measure nationally. The direction of travel relates to a very high starting point. As the 16-19 Programme of Study develops this measure will become more significant nationally.

## **Annual rate of Permanent Exclusions as % of Harrow school population**

Permanent exclusions increased in 2011-12 to 0.10% (33) from 0.07% (23) in 2010-11. See Priority Action 3.1

## Priority Actions commentary

3.1	<b>Priority Action:</b> Reducing exclusions from schools. <b>Lead officer:</b> Catherine Doran		
<b>Measurements:</b> Target: To reduce the rate of permanent exclusions.  Target: To reduce the fixed term rate of exclusions.	<b>Status:</b> <b>Green</b>  <b>Green</b>	<b>Progress:</b> The number of permanent exclusions in Harrow's schools continued to fall from 12 in the autumn term to 8 (0.02% of the school population) in the spring term.  The number of fixed term exclusions in Harrow's schools continued to fall from 260 in the autumn term to 197 (0.61% of the school population) in the spring term.  This outcome could, on further analysis, relate to the previous one as if the most challenging learners are permanently excluded they will not have long or frequent fixed term exclusions. This will be reviewed.  Whilst the local authority works as closely as possible with local providers, progression for this indicator largely relies on the work of Academies and schools in order to improve outcomes.	
3.2	<b>Priority Action:</b> Improve immunisation rates of children who are looked after in line with best rates in London. <b>Lead officer:</b> Catherine Doran		
<b>Measurements:</b> Target 90%.  2011-12 Harrow performance 75%.  London average 81%.  Best rate in London 2011 96%.	<b>Status:</b> <b>Red</b>	<b>Progress:</b> 79% immunisation coverage at most recent measurement (Q1), remains priority for improvement.  This data is now primarily recorded on the RIO health system - update is being sought from PCT on latest position.  Regular monthly meetings have been set up between Health and Social Care to review and follow up monitoring the health (medical, dental and immunisations) of CLA.	

3.3	<b>Priority Action:</b> Improve short term placement stability. <b>Lead officer:</b> Catherine Doran		
<b>Measurements:</b> Reduce % of Children Looked After who have more than three moves to 11%.	<b>Status:</b> <b>Amber</b>	<b>Progress:</b> Including missing episodes 21 /170 CLA = 12.4% Excluding missing episodes 19 / 170 CLA = 11.17 % This is being given continued attention by social care – monitoring all young people who have had placement changes, improving placement options and reducing changes of social worker.	
3.4	<b>Priority Action:</b> Improve attainment for most vulnerable people: Children who perform worst at Foundation Stage; Children who are looked after (CLA) and key minority ethnic groups. <b>Lead officer:</b> Catherine Doran		
<b>Measurements:</b> Narrow attainment gap for lowest 20% at Foundation Stage.  Reduce CLA absence 2011-12 forecast 20% over 25 days absent. London average 13% when last published. Target 13%.  Narrow attainment gap for ethnic minority groups	<b>Status:</b> <b>Green</b>  <b>Red</b>  See below	<b>Progress:</b> The Early Years Foundation Stage results have improved this year, with a significant narrowing of the gap between the lowest 20% pupils and the rest of the cohort <b>from 36.5% in 2011 to 30.8% in 2012.</b> At the end of spring term, 10.6% of school age children who had been looked after for 1+ year had missed 25 days of school compared with a target of 10%. Total sessions missed were 8.4%, which is well below the target of 12%. The Virtual School Team has an action plan in place which is being monitored by Corporate Parenting Panel and Scrutiny Committee. Narrowing the Gap for underachieving pupil groups remains a Local Authority and school priority. Despite significant work by schools, this decrease is disappointing. Individual schools where the achievement gap is wide continue to be a focus. Work to support schools will be commissioned by the Local Authority and will be delivered by	

	Attainment gap at Key Stage 2	<p>Amber</p> <p>Red</p> <p>Amber</p> <p>Green</p>	<p>the Harrow School Improvement Partnership. The Education Performance Team and Education Strategy are working closely on a data based rationale for commissioning to address this aspect.</p> <p>Black African</p> <p>Black Caribbean</p> <p>Black Other</p> <p>White Other</p>
3.5	<p><b>Priority Action:</b> Increase the number of new eligible Adult Social Care service users who will be given a personal budget by the end of March 2013</p> <p style="text-align: right;"><b>Lead Officer:</b> Paul Najsarek</p>		
	<p><b>Measurements:</b></p> <p>100% of all new eligible service users will be given a personal budget by end of March 2013</p>	<p><b>Status:</b></p> <p>Green</p>	<p><b>Progress:</b></p> <p>The only option for new service users is a personal budget.</p>
3.6	<p><b>Priority Action:</b> Increase the percentage of those entering reablement who will not require a social care service following their reablement activities</p> <p style="text-align: right;"><b>Lead Officer:</b> Paul Najsarek</p>		
	<p><b>Measurements:</b></p> <p>75% of the community who enter reablement will not require a social care service following reablement, by end of March 2013</p>	<p><b>Status:</b></p> <p>Green</p>	<p><b>Progress:</b></p> <p>78% of clients who contacted the service did not require any ongoing social care.</p>
3.7	<p><b>Priority Action:</b> Increase the number of eligible new carers offered a carer's personal budget by the end of March 2013</p> <p style="text-align: right;"><b>Lead Officer:</b> Paul Najsarek</p>		
	<p><b>Measurements:</b></p> <p>100% eligible new carers will be offered a carer's personal budget, by end of March 2013</p>	<p><b>Status:</b></p> <p>Green</p>	<p><b>Progress:</b></p> <p>Data on carer personal budgets can now be captured through Framework-i. All new carers assessed in January to March as being eligible for costed services were put forward for personal budgets.</p>

3.8	<b>Priority Action:</b> Increase the number of people with mental health needs who have a personal budget (2011/12 target 265) <b>Lead Officer:</b> Paul Najsarek		
	<b>Measurements:</b> More than 265 mental health users to have a personal budget in 2012/13	<b>Status:</b> <b>Green</b>	<b>Progress:</b> As of 31 March, 273 clients had a personal budget.
3.9	<b>Priority Action:</b> Provision of employment support to members of vulnerable families through the Local Authority Point of Contact to the families programme to combat inter-generational unemployment. <b>Lead officer:</b> Caroline Bruce		
	<b>Measurements:</b> 20 referrals to employment provision.	<b>Status:</b> <b>Green</b>	<b>Progress:</b> Referral arrangements reviewed with prime contractor (Reed). Action plan agreed with Reed and Jobcentre plus.  Caseload as of December 2012. 73 referrals with Reed, 23 active clients, 2 into employment.  No change since Q3 as Reed did not have a client advisor in post during Q4.
3.10	<b>Priority Action:</b> Providing affordable new rented and intermediate housing to address housing problems across Harrow. <b>Lead officers:</b> Paul Najsarek/ Caroline Bruce		
	<b>Measurements:</b> 139 affordable housing units delivered.	<b>Status:</b> <b>Green</b>	<b>Progress:</b> 139 target revised to 275. 278 units delivered at year end. Continuing to negotiate for affordable housing pipeline and assess new models for affordable housing delivery going forward.

### Supporting and protecting people who are most in need

Title of Measure	Polarity Good to be High ▲ or Low ▼?	Q4 Target 2011/12	Q4 Actual 2011/12	Q4 Status 2011/12	Q3 Target 2012/13	Q3 Actual 2012/13	Q3 Status 2012/13	Q4 Target 2012/13	Q4 Actual 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
Reablement - % of adult clients who do not receive ongoing social care following a reablement service	▲	70%	74.6%	HG	72%	79.3%	HG	72%	78%	HG	↑	↓
% Overall satisfaction at reablement review is 'satisfied' or better	▲		93%	HG		96%			95%		↑	↓
NI 146 % of adults with learning disabilities in paid employment	▲	18%	18.2%	LG	14.0%	13.9%	A	18.0%	18.7%	LG	↑	↑
E48 - equality of service provision		0.9-1.1	1.02%	HG	0.9-1.1	1.04	G	0.9-1.1	1.04	G		
NI 150 % of adults in contact with secondary mental health services in paid employment (same as NI 150 - name changed)	▲	12%	6.1%	HR	10.0%	6.5%	HR	11.0%	11.3%	LG	↑	↑
The proportion of clients (not carers, not MH for now) eligible for a personal budget during the year who had one (of any type).	▲		New indicator in 2012/13		89.0%	77.9%	HR	100.0%	91.8%	LR		↑
% of people with learning disabilities living in their own home or with their families	▲		New indicator in 2012/13		69.0%	65.9%	A	70.0%	68.7%	A		↑
% of adults in contact with secondary mental health services living independently, with or without support	▲		New indicator in 2012/13		88.0%	79.8%	LR	88.0%	79.4%	LR		↓
Hospital delayed transfers of care (caused by social care) - all clients over 18 - rolling year	▼		New indicator in 2012/13			4.8			4.0			↑
Carers with Services (as % of total clients in community)	▲		New indicator in 2012/13		38.0%	35.8%	LR	55.0%	69.2%	HG		↑
% of sessions absent from school amongst school age CLA, in school year to date	▼	12%	15.6%	HR	12%	7.6%	HG	12.0%	8.4%	HG	↑	↓
Children Looked After: rate of permanent exclusions as % of Harrow CLA population	▼	0.01%	0%	HG	0%	0%	HG	0%	0%	HG	→	→
Children Looked After: Rate of fixed term exclusions as % of Harrow CLA population	▼	5%	17.64%	HR	5%	2.7%	HG	10.0%	8.5%	HG	↑	↓
Termly rate of permanent exclusions as % of Harrow school population	▼	0.03% (2011-12 spring term)	0.04%	HR	0.02%	0.04%	HR	0.03%	0.02%	HG	↑	↑
Termly rate of fixed term exclusions as % of Harrow school population	▼	0.78% (2011-12 spring term)	1.06%	HR	0.70%	0.81%	HR	0.97%	0.67%	HG	↑	↑
Termly rate of overall absence in primary schools	▼	5.6% (summer term)	5.24% (spring term)	HG	4.5%	4.96%	HR	4.50%	4.73%	LR	↑	↑

Title of Measure	Polarity Good to be High ▲ or Low ▼?	Q4 Target 2011/12	Q4 Actual 2011/12	Q4 Status 2011/12	Q3 Target 2012/13	Q3 Actual 2012/13	Q3 Status 2012/13	Q4 Target 2012/13	Q4 Actual 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
Termly rate of overall absence rate in secondary schools	▼	6.7% (summer term)	5.2% (autumn term)	HG	5.0%	5.33%	LR	5.00%	5.68%	HR	↑	↓
Secondary schools judged by Ofsted as having good or outstanding standards of behaviour	▲	100%	100%	LG	100%	90%	LR	100%	90%	LR	↓	→
Primary schools judged by Ofsted as having good or outstanding standards of behaviour	▲	95%	100%	HG	95%	100%	HG	95%	100%	HG	→	→
% of new case contact episodes completed within 24 hrs	▲	60%	66%	HG	70%	63.6%	LR	70.0%	61.0%	HR	↓	↓
Numbers of children with child protection plan for over 2 years	▼	16	12	HG	10	10	LG	8	6	HG	↑	↑
Numbers of families who receive direct payments	▲	50	84	HG	105	128	HG	105	135	HG	↑	↑
% of referrals to social care from partner organisations made using CAF	▲	100%	27%	HR								
Initial assessments completed within 10 days	▲	85%	71%	HR	85%	43.2%	HR	85.0%	51.9%	HR	↓	↑
(PAF C64) Timing of Core Assessments (NI 60)	▲	83%	84%	LG	83%	63.7%	HR	83.0%	65.8%	HR	↓	↑
Reoffending rates after 12 months (%)	▼	no target	1.22		Reduction	33% (01/2010-12/2010)		Reduction	33.5% (04/2010-03-2011)			↓
First time entrants to the Youth Justice system 10-17 (rolling 12 month period)	▼	no target	26		Reduction	114 (06/2011-06/2012)		Reduction	106 (11/2011-09/2012)			↑
NI 117 16 to 18 year olds who are not in education, employment or training (NEET)	▼	3.50%			3.6%	2.0%	HG	3.6%	2.0%	HG	↓	→

Title of Measure	Polarity Good to be High ▲ or Low ▼?	Q4 Target 2011/12	Q4 Actual 2011/12	Q4 Status 2011/12	Q3 Target 2012/13	Q3 Actual 2012/13	Q3 Status 2012/13	Q4 Target 2012/13	Q4 Actual 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
NI 155 Number of affordable homes delivered (gross)	▲	285	408	HG	230	243	HG	275	278	LG	↓	↑
Total households accepted as homeless and in priority need	▼	60	110	HR	105	84	HG	150	115	HG	↓	↓
NI 156 Number of households living in temporary accommodation	▼	420	400	LG	400	373	HG	400	360	HG	↑	↑
Number of households we assist with housing in the private rented sector	▲	250	256	LG	260	207	HR	400	248	HR	↓	↑
Number of cases where positive action is taken to prevent homelessness	▲	1,000	1,133	HG	755	833	HG	1050	1051	LG	↓	↑
Council adaptations: average time from assessment to completion of work (weeks)	▼	35	32	HG	35	21	HG	35.00	29.00	HG	↑	↓
DFGs: average time taken from assessment to DFG approval date (weeks)	▼	35	21	HG	35	10	HG	35	13	HG	↑	↓
ex-BV212 Average time taken to re-let LA housing (days)	▼	21	20.4	LG	21	35.8	HR	21	36.3	HR	↓	↓
ex-BV64 Private dwellings returned into use	▲	200	271	HG	150	166	HG	200	259	HG	↓	↑



**Priority: Supporting our Town Centre, our local shopping centres and businesses**

**Amber**

**Performance Measures**

**Quarterly**

Title of Measure	Q4 Status 2011/12	Q3 Status 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
Visits to Museum - number of physical visits	<b>HR</b>	Note 1	Note 1	↓	↓
Visits to Leisure Centre - number of physical visits	<b>HG</b>	<b>A</b>	<b>LG</b>	↓	↑
Visits to Libraries - number of physical visits	<b>A</b>	<b>LR</b>	<b>HR</b>	↓	↓
Deliver Harrow's long term spatial vision	<b>HG</b>	<b>HG</b>	<b>HG</b>	Note 2	Note 2
Hours of use of public library computers - no target	Note 1	Note 1	Note 1	↓	↓
Town centre vacancy rate	<b>HR</b>	<b>LG</b>	<b>LG</b>	↑	↓
Increase the percentage difference between Harrow and rest of London in respect of JSA claimants	Note 3	<b>LG</b>	<b>LG</b>	Note 4	→

**Annual**

Title of Measure	2011/12 Status	2012/13 Status	Compared to 2011/12
Principal roads where maintenance should be considered	<b>HG</b>	<b>HR</b>	↓
Non-principal classified roads where maintenance should be considered	<b>LG</b>	<b>HG</b>	↑

Legend		
<b>HG</b>	High Green	Has exceeded target by 5% or more
<b>LG</b>	Low Green	Has met or exceeded target by up to 5%
<b>A</b>	Amber	Just below target but not more than 5% below
<b>LR</b>	Low Red	Between 5 and 10% below target
<b>HR</b>	High Red	More than 10% below target
Note 1	No target set for this quarter	
Note 2	Target is not numerical	
Note 3	New indicator at 2012/13	
Note 4	No comparative data	

## Summary of key challenges

### Visits to Libraries - number of physical visits

Usage in Q4 has been impacted by the cold weather. This period also includes a number of bank holidays for New Year and Easter. Visits have been impacted by the delay in refreshing the public computers. The new public computers have now been installed.

### NI 168 Principal roads where maintenance should be considered

Although 2 percentage points short of the target, this figure is in line with London-wide results, showing overall deterioration. It is primarily a result of a severe winter and inadequate funding for maintenance.

## Priority Actions commentary

4.1	<b>Priority Action:</b> Work with the community, businesses and developers to complete the work on the Heart of Harrow Area Action Plan. <b>Lead officer:</b> Caroline Bruce		
	<b>Measurements:</b> Area Action Plan master plan submitted to Independent Examination and ready for adoption.	<b>Status:</b> <b>Green</b>	<b>Progress:</b> Hearings completed end of January. Consultation on final post hearing modifications closes 3 May 2013. Inspectorate decision due June 2013.
4.2	<b>Priority Action:</b> Introducing an infrastructure levy to enable private development to support new infrastructure investment across Harrow. <b>Lead officer:</b> Caroline Bruce		
	<b>Measurements:</b> Adoption of a sound charging schedule to enable introduction of the Levy from April 2013.	<b>Status:</b> <b>Red</b>	<b>Progress:</b> Consultation on Draft Charging Schedule completed. Draft Charging Schedule submitted to Planning Inspectorate March 13. Examination by written representations planned.
4.3	<b>Priority Action:</b> Determination of strategic planning decisions on key sites within the Heart of Harrow intensification area. <b>Lead officer:</b> Caroline Bruce		
	<b>Measurements:</b> Kodak Planning Outline planning application determined. Lyon Road planning application determined. College Road planning application determined.	<b>Status:</b> <b>Amber</b>	<b>Progress:</b> Kodak and Lyon Road applications determined. Work with developers on delivery phase underway. College Road project stalled through lack of engagement by applicant.

4.4	<p><b>Priority Action:</b> Deliver the Heart of Harrow area improvement programme, comprising public (including Outer London Fund) and private sector funding for public realm projects and events.</p> <p style="text-align: right;"><b>Lead officer:</b> Caroline Bruce</p>	
	<p><b>Measurements:</b></p> <p>Lowlands Road recreation ground enhancement delivered.</p> <p>St Ann's Road public realm project commenced.</p> <p>Roxborough Underpass improvement project delivered.</p> <p>New public space at Station Road/Lyon Road secured.</p>	<p><b>Status:</b></p> <p style="background-color: yellow; text-align: center;"><b>Amber</b></p> <p><b>Progress:</b></p> <p>Detailed design for St Ann's Road and Havelock Place completed and additional funding secured. Work commenced on site</p> <p>Kymerely Road/College Road and Station Road studies completed and options being considered with key stakeholders. Associated public realm improvements being developed.</p> <p>Stage C Design Lowlands. Business Plan for performance space completed.</p> <p>95% of OLF capital money from GLA spent (£433,500). The GLA have agreed to the remaining 5% being carried forward into 2013/14 (£21,759k).</p> <p>Tenders invited to design a new public square at the junction of Lyon Road and St Johns/Station Road.</p> <p>Roxborough Underpass improvements substantially complete.</p>

4.5	<p><b>Priority Action:</b> Develop a place promotion campaign with developers to market Harrow as a place for new investment and visitors.</p> <p style="text-align: right;"><b>Lead officer:</b> Caroline Bruce</p>		
	<p><b>Measurements:</b></p> <p>Preliminary place promotion strategy adopted and funding secured for initial implementation from development contributions and grants.</p>	<p><b>Status:</b></p> <p style="background-color: yellow;">Amber</p>	<p><b>Progress:</b></p> <p>Section 106 Agreement made between Harrow Council, and Kodak, and LS Harrow Properties Limited, and Deutsche Trustee Ltd for a financial contribution towards economic development which will include a place promotion strategy to support business and inward investment in the employment area within the Development.</p> <p>Harrow Council received a Regeneration Showcase commendation at Place West London.</p> <p>The development of the strategy has been delayed with a concentration on the proposal for a Harrow Card and the subsequent development of a Feasibility Study for the Card. Material prepared and presented to Place West event October 2012.</p> <p>Final version of inward investment strategy and Action Plan to promote Harrow produced. Technical issues on governance, and funding to be completed with Land Securities.</p>
4.6	<p><b>Priority Action:</b> Establish a clear role for the use of the Council's strategic property in the Heart of Harrow as a destination for visitors, employers and investors.</p> <p style="text-align: right;"><b>Lead officer:</b> Caroline Bruce</p>		
	<p><b>Measurements:</b></p> <p>Approval of a strategic property disposals/delivery plan.</p>	<p><b>Status:</b></p> <p style="background-color: yellow;">Amber</p>	<p><b>Progress:</b></p> <p>Initial consideration of third party developments in Heart of Harrow in progress.</p>

4.7	<p><b>Priority Action:</b> Prepare proposal for a Harrow Card – providing benefits to residents and increasing business for local retailers and service providers.</p> <p style="text-align: right;"><b>Lead officer:</b> Caroline Bruce</p>		
<p><b>Measurements:</b></p> <p>Proposal prepared by September 2012.</p>	<p><b>Status:</b></p> <p style="background-color: #4CAF50; color: white; text-align: center;"><b>Green</b></p>	<p><b>Progress:</b></p> <p>Proposal completed and Growth Proposal submitted to Commissioning Panel. Feasibility study commenced and on track to be completed end February.</p> <p><b>*Complete*</b></p>	

## Supporting our town centre, our local shopping centres and businesses

### Quarterly measures

Title of Measure	Polarity Good to be High ▲ or Low ▼?	Q4 Target 2011/12	Q4 Actual 2011/12	Q4 Status 2011/12	Q3 Target 2012/13	Q3 Actual 2012/13	Q3 Status 2012/13	Q4 Target 2012/13	Q4 Actual 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
Visits to Museum - number of physical visits	▲	12,000	6,324	<b>HR</b>		6,120			4,963		↓	↓
Visits to Leisure Centre - number of physical visits	▲	200,000	285,495	<b>HG</b>	275,000	274,880	<b>A</b>	275,000	277,563	<b>LG</b>	↓	↑
Visits to Libraries - number of physical visits	▲	315,000	310,533	<b>A</b>	315,000	283,848	<b>LR</b>	315,000	277,525	<b>HR</b>	↓	↓
Deliver Harrow's long term spatial vision		Yes	Yes	<b>HG</b>			<b>HG</b>			<b>HG</b>		
Hours of use of public library computers - no target	▲	No target set	22,264			14,590			11,866		↓	↓
Town centre vacancy rate	▼	6.9	8.7	<b>HR</b>	8.30%	7.90%	<b>LG</b>	8.30%	8.30%	<b>LG</b>	↑	↓
Percentage difference between Harrow and rest of London in respect of JSA claimants	▲		New indicator in 2012/13		1.60%	1.60%	<b>LG</b>	1.60%	1.60%	<b>LG</b>		→

## Annual measures

NI Ref:	Indicator Description	Polarity Good to be High ▲ or Low ▼	2011/12 Target	2011/12 Actual	2011/12 Status	2012/13 Target	2012/13 Actual	2012/13 Status	Compared to 2011/12
NI 168	Principal roads where maintenance should be considered	▼	8%	5%	<b>HG</b>	8%	10%	<b>HR</b>	↓
NI 169	Non-principal classified roads where maintenance should be considered	▼	7%	7%	<b>LG</b>	7%	5%	<b>HG</b>	↑

**Internal actions to achieve better service outcomes:  
Customer service/corporate health**

**Amber**

**Performance Measures**

**Quarterly**

Title of Measure	Q4 Status 2011/12	Q3 Status 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
NI 14 Percentage avoidable contact within Access Harrow	HG	LR	LG	↓	↑
Average number of calendar days to respond to Ombudsman complaints	LR	HG	HG	↑	↑
% of complaints resolved to timescale	LG	HR	LG	↑	↑
Resolution of issues at first contact - rate	HG	LG	LG	↓	→
% of One Stop Shop customers surveyed satisfied/ very satisfied	LG	LG	LG	→	→
One Stop Shop average waiting time (min.sec)	LG	HG	HG	↑	↓
% of Contact Centre calls answered within 30 seconds	LG	LG	LR	↓	↓
% of customer calls successfully answered (<5% abandoned)	HG	HG	LG	↓	↓
% of emails answered in <72 hrs (Access Harrow)	LG	LG	LG	→	→
% of web forms answered in <24 hrs (Access Harrow)	LG	LG	LG	→	→
Average cost per transaction (£) (Access Harrow)	HG	HG	HG	↓	↑
Proportion of web forms and web visits as a percentage of overall contact	HG	LG	LG	↓	→
Residents' satisfaction with the repairs service (%) (telephone based interviews)	LG	Note 1	A	↑	Note 2
% of major planning applications approved	Note 3	HG	HG	Note 2	→
% of householder planning applications approved	Note 3	HR	HR	Note 2	→

Legend		
<b>HG</b>	High Green	Has exceeded target by 5% or more
<b>LG</b>	Low Green	Has met or exceeded target by up to 5%
<b>A</b>	Amber	Just below target but not more than 5% below
<b>LR</b>	Low Red	Between 5 and 10% below target
<b>HR</b>	High Red	More than 10% below target
Note 1	No survey carried out in Q2	
Note 2	No comparative data	
Note 3	New indicator 2012/13 (different definition).	



## Summary of key challenges

### % of Contact Centre calls answered within 30 seconds

Service levels were impacted by adverse weather conditions, notices regarding changes to welfare reform and the level of recovery notices issued.

### % of householder applications approved

In April 2013 the householder applications approved were 85% which meets the national average.

## Priority Actions commentary

5.1	<b>Priority Action:</b> Introducing more robust controls over capital spending. <b>Lead officer:</b> Simon George		
	<b>Measurements:</b> Approve a capital strategy with the endorsement of GARM and the Council's external auditors to the measure proposed	<b>Status:</b> <b>Green</b>	<b>Progress:</b> Improvements to capital monitoring were implemented past the capital investigation, with the oversight of GARM.
5.2	<b>Priority Action:</b> Modernising our procurement process to reduce the price we pay for goods and services. <b>Lead officer:</b> Robin Edwards		
	<b>Measurements:</b> Achieve or exceed the procurement savings contained in the 2012/13 budget	<b>Status:</b> <b>Green</b>	<b>Progress:</b> Significant progress made in year with contract register, SAP upgrade, contracts let, savings delivered. Further work to do on category management in 2013/14.
5.3	<b>Priority Action:</b> Raising income by adopting a more commercial attitude. <b>Lead officer:</b> Simon George		
	<b>Measurements:</b> Complete and implement a review of fees and charges by April 2013	<b>Status:</b> <b>Green</b>	<b>Progress:</b> <b>*Complete*</b>

5.4	<p><b>Priority Action:</b> Extending our programme of service consultations to fine tune how and what we provide to meet your needs.</p> <p style="text-align: right;"><b>Lead officer:</b> Tom Whiting</p>		
<p><b>Measurements:</b></p> <p>Increase the average number of methods of consultation used for major consultation exercises from two to four to increase the reach of the Council's consultation programme.</p>	<p><b>Status:</b></p> <p style="background-color: #FFD700; text-align: center;"><b>Amber</b></p>	<p><b>Progress:</b></p> <p>Average number of methods used in 2011/12 from the consultation calendar: 2 methods (most popular: postal survey, online).</p> <p>Average number of methods used in 2012/13 = 3. Most popular methods were postal survey, online, focus groups and road shows).</p> <p>Responsibility for consultation has passed to the Communications Team to market best practice and the Residents' Panel more effectively and to re-launch the network of consultation champions in each service.</p>	
5.5	<p><b>Priority Action:</b> Making it easier for you to tell us what you think through better electronic consultation.</p> <p style="text-align: right;"><b>Lead officer:</b> Tom Whiting</p>		
<p><b>Measurements:</b></p> <p>Average proportion of respondents completing electronic consultations of those beginning the process from 20% to 25%</p>	<p><b>Status:</b></p> <p style="background-color: #90EE90; text-align: center;"><b>Green</b></p>	<p><b>Progress:</b></p> <p>In the quarter there were 2,397 visits ('entrances') to the consultation portal landing page with 652 comments logged as a result over the 17 discrete consultations undertaken in whole or in part during the period.</p> <p>This is a rate of 27.2% which is 3 percentage points lower than in the previous quarter although in line with the annual performance which stands at 28% and exceeds the target of growing the completed comments rate from 20% to 25%.</p>	

5.6	<b>Priority Action:</b> Adopting Equality Objectives in April 2012 and making these part of the Council's performance management framework which means progress in achieving them will be monitored regularly.		
	<b>Lead officer:</b> Tom Whiting		
	<b>Measurements:</b> Equality Objectives adopted in the light of consultation in April 2012. Equality Objectives included in the performance management framework from April 2012	<b>Status:</b> <b>Green</b>	<b>Progress:</b> <b>*Complete*</b>
5.7	<b>Priority Action:</b> Prepare and implement a detailed plan for improving the finance function.		
	<b>Lead officer:</b> Simon George		
	<b>Measurements:</b> Plan prepared by May 2012 and implemented by March 2014	<b>Status:</b> <b>Amber</b>	<b>Progress:</b> Recruitment to senior roles is nearing completion and all redeployment interviews have taken place. Initial training sessions for the replacement forecasting tool have received very positive feedback.  Priority Action always expected to be delivered over two years. Many areas progressing well. System contracts for charges to SAP and implementation of new finance competencies running behind schedule.
5.8	<b>Priority Action:</b> Review staff terms and conditions of service.		
	<b>Lead officer:</b> Tom Whiting		
	<b>Measurements:</b> Review completed by the end of 2012/13	<b>Status:</b> <b>Green</b>	<b>Progress:</b> Variation letters have been sent to staff and 1st stage implementation is effective from Jan 2013. 2nd stage implementation on track for April 2013.
5.9	<b>Priority Action:</b> Expand the range of services covered by the MyHarrow Account.		
	<b>Lead officer:</b> Tom Whiting		
	<b>Measurements:</b> Add 3 new services, including Members Portal and Consultation to the MyHarrow Account, by end of September	<b>Status:</b> <b>Amber</b>	<b>Progress:</b> Services in place by September: <ul style="list-style-type: none"> <li>• Electoral Registration</li> <li>• Parking Permits</li> <li>• Neighbourhood Champions</li> </ul>

	<p>Implement 3 new customer alerts by the end of July 2012</p> <p>Implement 5 new integrated web forms by end of October 2012</p> <p>Implement 3 new display widgets (account options) by end of November 2012</p>		<p>There is a programme in place to bring new services onto the MyHarrow account including:</p> <ul style="list-style-type: none"> <li>• Employee Portal (April/May)</li> <li>• Enhanced R&amp;Bs (May)</li> <li>• Leaseholders/Repairs (May/June)</li> </ul> <p>Alerts in place:</p> <ul style="list-style-type: none"> <li>• Council Tax cash payer</li> <li>• Annual Canvass registration</li> <li>• Parking Permit reminder</li> </ul> <p>Display Widgets in place:</p> <ul style="list-style-type: none"> <li>• Election Services</li> <li>• Shop 4 Support</li> <li>• Harrow Council Updates</li> </ul>
5.10	<p><b>Priority Action:</b> Continue to modernise the Council’s website.</p> <p style="text-align: right;"><b>Lead officer:</b> Tom Whiting</p>		
<p><b>Measurements:</b></p> <p>To deploy the avatar (Harriet) on to a secondary section of the website to enable more customers to self serve by asking questions on the website – May 2012</p> <p>To create a trial QR (quick response) code in a key service area. This will enable smart phone users to scan a code through their hand held device which will take them directly to a specific page on our website – August 2012</p> <p>To improve and launch the capabilities on the mobile website to include: Improved design; Form “report it” functionality; MyHarrow “my nearest” functionality by October 2012. This will ensure that customers can access key pages on our website through their smart phone</p>	<p><b>Status:</b></p> <div style="background-color: #D3D3D3; height: 40px; width: 100%;"></div> <div style="background-color: #32CD32; height: 40px; width: 100%; text-align: center; color: black; font-weight: bold;">Green</div> <div style="background-color: #FFD700; height: 40px; width: 100%; text-align: center; color: black; font-weight: bold;">Amber</div>	<p><b>Progress:</b></p> <p>Three month trial completed on two key areas of the website.</p> <p>The trial was not moved into “live” system as the number of transactions carried out did not demonstrate value for money.</p> <p><b>*Complete*</b></p> <p>QR codes implemented. Successful campaigns include</p> <ul style="list-style-type: none"> <li>• MyHarrow account</li> <li>• Annual Canvass</li> <li>• Welfare Reform</li> </ul> <p>The new website design has been agreed and the web team are now working with Jadu<sup>1</sup> to implement the solution. This is expected to be in place by June 2013.</p>	

<sup>1</sup> Suppliers of the web content management system the Council uses

	<p>To implement a solution to utilise existing web services with a national reporting solution like FixMyStreet by December 2012. This will enable customers to report street scene issues such as fly tipping and graffiti via their mobile phones rather than a home based PC</p>	<p><b>Amber</b></p>	<p>The FMS will successfully integrate with our systems: however, the investigative work uncovered the need for an unexpected cost to a third party which has prevented us implementing the solution in the current year. We have been able to programme the work into the PRISM project early next year.</p>
<p>5.11</p>	<p><b>Priority Action:</b> Develop the “Pride in Harrow” programme. <b>Lead officer:</b> Tom Whiting</p>		
	<p><b>Measurements:</b> Deliver a programme of promotions, activities and projects that listen to and work with residents to improve services and quality of life</p>	<p><b>Status:</b> <b>Amber</b></p>	<p><b>Progress:</b> The communication team’s Get Involved campaign has achieved a number of successes over the year. The Neighbourhood Champion campaign resulted in 155 residents signing up to complete the training. Due to Neighbourhood Champions leaving the area, resigning etc there are currently 895 residents and 24 Members trained to be Neighbourhood Champions and although the comms activity has been successful the department are not near to the 2,000 figure.  The campaign to increase volunteers resulted in an increase of over 30% to an average of 500 enquiries at the volunteer centre. 25% of residents are aware of the How to guide (Tracker May) and 2723 visits to the website and 4214 page views with 1886 visits to the volunteer directory. Number of street parties increased from 15 in 2011 to 48 in 2012.  We engaged with an average of 60 stakeholders at each of the four Let’s Talk events. 31% agree that the council takes account of residents’ views when making decisions and 33% say that the council keeps residents informed on how to get involved in decision making.</p>

## Customer & corporate health perspective

### Quarterly measures

Title of Measure	Polarity Good to be High ▲ or Low ▼?	Q4 Target 2011/12	Q4 Actual 2011/12	Q4 Status 2011/12	Q3 Target 2012/13	Q3 Actual 2012/13	Q3 Status 2012/13	Q4 Target 2012/13	Q4 Actual 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
NI 14 Percentage avoidable contact within Access Harrow	▼	20%	16%	HG	18%	19%	LR	18%	18%	LG	↓	↑
Average number of calendar days to respond to Ombudsman complaints	▼	28	30	LR	28	22	HG	28	21	HG	↑	↑
% of complaints resolved to timescale	▲	85%	87%	LG	90%	61%	HR	90%	91%	LG	↑	↑
Resolution of issues at first contact - rate	▲	80%	91%	HG	90%	90%	LG	90%	90%	LG	↓	→
% of One Stop Shop customers surveyed satisfied/very satisfied	▲	95%	96%	LG	95%	96%	LG	95%	96%	LG	→	→
One Stop Shop average waiting time (min.sec)	▼	15:00	15:00	LG	15:00	03:20	HG	15:00	04:40	HG	↑	↓
% of Contact Centre calls answered within 30 seconds	▲	90%	90%	LG	90%	91%	LG	90%	83%	LR	↓	↓
% of customer calls successfully answered (<5% abandoned)	▼	5%	3%	HG	5%	3%	HG	5%	5%	LG	↓	↓
% of emails answered in <72 hrs (Access Harrow)	▲	95%	96%	LG	95%	96%	LG	95%	96%	LG	→	→
% of web forms answered in <24 hrs (Access Harrow)	▲	95%	99%	LG	95%	99%	LG	95%	99%	LG	→	→
Average cost per transaction (£) (Access Harrow)	▼	0.85	0.73	HG	£1.00	£0.84	HG	£1.00	£0.82	HG	↓	↑
Proportion of web forms and web visits as a percentage of overall contact	▲	60%	65%	HG	60%	61%	LG	60%	61%	LG	↓	→
Residents' satisfaction with the repairs service (%) (telephone based interviews)	▲	88%	90%	LG	95%			95%	92%	A	↑	
% of major planning applications approved	▲		New measure 2012/13		60%	75%	HG	60%	75%	HG		→
% of householder planning applications approved	▲		New measure 2012/13		90%	73%	HR	90%	73%	HR		→

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**Internal actions to achieve better service outcomes:  
Resources**

**Amber**

**Performance Measures**

**Quarterly**

Title of Measure	Q4 Status 2011/12	Q3 Status 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
BV12 Proportion of working days lost due to sickness absence (includes schools)	<b>A</b>	<b>LR</b>	<b>LR</b>	↓	Note 1
Proportion of working days lost due to sickness absence (excludes schools)	Note 2	Note 2	Note 2	↓	Note 1
Workforce with IPAD in last 12 months	<b>HR</b>	<b>LR</b>	<b>A</b>	↑	↑
Total debt collected, at year to date, as a % of total debt raised	<b>LG</b>	<b>HR</b>	<b>LG</b>	↓	↑
Average debtor days	<b>HG</b>	<b>HG</b>	<b>HG</b>	↓	↑
% of invoices paid within 30 working days	<b>HR</b>	<b>LG</b>	<b>A</b>	↑	↓
% of SAP purchase orders raised before invoice date	<b>LR</b>	<b>HG</b>	<b>HG</b>	↑	↑
NI 181 Time taken to process housing benefit/council tax benefit new claims and change events DWP DSO (days)	<b>HG</b>	<b>HG</b>	<b>HG</b>	↓	↑
% forecast variation from net budget	<b>R</b>	<b>G</b>	<b>G</b>	↑	↑
% forecast variation from budget: capital expenditure	<b>R</b>	<b>R</b>	<b>R</b>	↓	↓
% savings achieved against council planned procurement savings	Note 3	Note 2	Note 2	↑	↑
BV9 Percentage of council tax collected	<b>LG</b>	<b>LG</b>	<b>LG</b>	↓	↑
BV10 Percentage of non-domestic rates collected	<b>A</b>	<b>A</b>	<b>A</b>	↓	↑
% of cost centres for which SAP budget forecast completed	Note 4	<b>HR</b>	Note 4		
ex-BV66a LA rent collection and arrears: proportion of rent collected	<b>LG</b>	<b>A</b>	<b>A</b>	↓	↑
Current rent arrears as % of rent roll	<b>HG</b>	<b>LR</b>	<b>LR</b>	↑	↑
Overall current tenants' rent arrears (£k)	<b>HG</b>	<b>HR</b>	<b>HR</b>	↓	↑
IT Service Desk availability	<b>A</b>	<b>LG</b>	<b>LG</b>	↑	→
IT critical system availability	<b>LG</b>	<b>LG</b>	<b>LG</b>	↓	↓
IT customer (internal) complaints - average per month	<b>HR</b>	<b>HR</b>	<b>HR</b>	↓	↓

Legend		
<b>HG</b>	High Green	Has exceeded target by 5% or more
<b>LG</b>	Low Green	Has met or exceeded target by up to 5%
<b>A</b>	Amber	Just below target but not more than 5% below
<b>LR</b>	Low Red	Between 5 and 10% below target
<b>HR</b>	High Red	More than 10% below target
Note 1	Comparison not valid as data is a rolling 12 month average	
Note 2	No target set	
Note 3	No data available	
Note 4	Not available at Q4	

## Summary of performance challenges

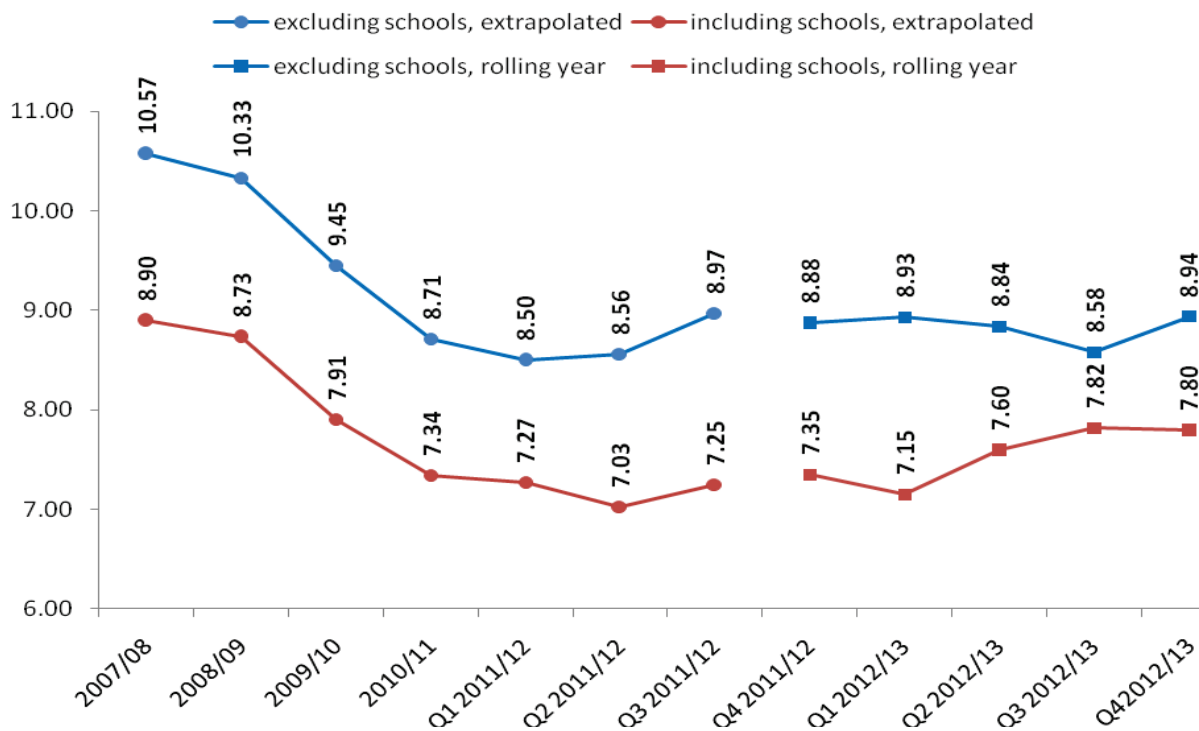
### Number of working days lost due to sickness absence

In previous Strategic Performance Reports we have reported on the old BV12 performance indicator which includes schools staff. In this report we are also reporting on the figure excluding schools.

Note that the method of counting both indicators changed after Q3 2011/12. From Q4 2011/12 we began reporting a 12 month rolling average, which is comparable to the annual figure for previous years.

Performance is now reported on a rolling basis so, for 2012/13, comparison cannot be made between quarters but can be made between Q4 for 2011/12 (7.35) and Q4 for 2012/13 (7.8). There is an increase of almost 0.5 FTE days. Action is being taken to initiate earlier attention by managers to absence to seek to reduce this.

### Staff sickness absence, days per FTE





**Current tenants rent arrears as a percentage of rent roll:**

Ambitious target set, remains upper quartile performance.

**Current tenants' arrears (£k):**

Ambitious target set. Recent benchmarking on HouseMark indicates we are upper quartile for our rent collection and arrears work.

**IT customer (internal) complaints**

Complaints have remained high. There was a slight dip in Q2 when transformation activity was virtually halted but throughout the year the level has been high. It is anticipated that there will be further disruption as we press ahead with the transformation and complaints are likely to remain high.

## Resources Perspective

Title of Measure	Polarity Good to be High ▲ or Low ▼?	Q4 Target 2011/12	Q4 Actual 2011/12	Q4 Status 2011/12	Q3 Target 2012/13	Q3 Actual 2012/13	Q3 Status 2012/13	Q4 Target 2012/13	Q4 Actual 2012/13	Q4 Status 2012/13	Compared to Q4 2011/12	Compared to Q3 2012/13
BV12 Proportion of working days lost due to sickness absence (includes schools)	▼	7.14	7.35	A	7.14	7.82	LR	7.14	7.80	LR	↓	
Proportion of working days lost due to sickness absence (excludes schools)	▼		8.88			8.58			8.94		↓	
Workforce with IPAD in last 12 months	▲	95%	85%	HR	95%	89%	LR	95%	91%	A	↑	↑
Total debt collected, at year to date, as a % of total debt raised	▲	75%	78%	LG	75%	67%	HR	75%	75%	LG	↓	↑
Average debtor days	▼	88	12	HG	60	30	HG	60	22	HG	↓	↑
% of invoices paid within 30 working days	▲	95%	68%	HR	75%	76%	LG	75%	72%	A	↑	↓
% of SAP purchase orders raised before invoice date	▲	90%	83%	LR	81%	88%	HG	81%	89%	HG	↑	↑
NI 181 Time taken to process housing benefit/council tax benefit new claims and change events DWP DSO (days)	▼	9	6.02	HG	9.00	8.55	HG	9.00	6.82	HG	↓	↑
% forecast variation from net budget		0%	-85%	R	0.00%	-1.13%	G	0%	-0.6%	G	↑	↑
% forecast variation from budget: capital expenditure		0%	45%	R	0%	-25.60%	R	0%	-56.2%	R	↓	↓
BV9 Percentage of council tax collected	▲	97.00%	97.80%	LG	85.00%	85.07%	LG	97.00%	97.70%	LG	↓	↑
BV10 Percentage of non-domestic rates collected	▲	96.75%	96.20%	A	86.75%	85.63%	A	97.00%	95.46%	A	↓	↑
% of cost centres for which SAP budget forecast completed	▲		Not available at Q4		100%	86%	HR					
ex-BV66a LA rent collection and arrears: proportion of rent collected	▲	98.50%	99.03%	LG	98.30%	97.79%	A	99.25%	98.39%	A	↓	↑
Current rent arrears as % of rent roll	▼	2.15%	1.64%	HG	1.55%	1.65%	LR	1.50%	1.58%	LR	↑	↑
Overall current tenants' rent arrears (£k)	▼	450	401	HG	372	433	HR	350	414	HR	↓	↑
IT Service Desk availability	▲	100%	99.96%	A	100%	100%	LG	100%	100%	LG	↑	→
IT critical system availability	▲	99.16%	99.76%	LG	99.16%	99.68%	LG	99.16%	99.25%	LG	↓	↓
IT customer (internal) complaints - average per month	▼	2	3.66	HR	2.00	7.00	HR	2.00	7.60	HR	↓	↓

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## REPORT FOR: **CABINET**

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<b>Date:</b>	18 July 2013
<b>Subject:</b>	Treasury Management Outturn Report 2012/13
<b>Key Decision:</b>	No
<b>Responsible Officer:</b>	Simon George, Director of Finance and Assurance
<b>Portfolio Holder:</b>	Councillor Thaya Idaikkadar, Leader of the Council and Portfolio Holder for Business Transformation and Communications, Finance, Performance, Customer Services and Corporate Services, Property and Major Contracts
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	No
<b>Enclosures:</b>	Appendix 1 – Prudential Indicators Appendix 2 – Counterparty Policy

### **Section 1 – Summary and Recommendations**

This report sets out the summary of Treasury Management activities for 2012/13

**Recommendations:**

- (a) Note the outturn position for Treasury Management activities for 2012/13.
- (b) Refer this report to the Governance, Audit and Risk Management Committee for review.

**Reasons: (For recommendations)**

- (a) To promote effective financial management and comply with the Local Authorities (Capital Finance and Accounting) Regulations 2003 and other

- relevant guidance.
- (b) To keep Cabinet Members informed of Treasury Management activities and performance.

## Section 2 – Report

### Introduction

1. Treasury Management is the management of the Council's investments and cash flows, its banking, money market and debt transactions together with the effective control of the risks associated with those activities.
2. The Council is required through regulations issued under the Local Government Act 2003 to produce an annual treasury report reviewing treasury management activities and the prudential and treasury indicators for 2012/13. This report meets the requirements of both the CIPFA Code of Practice on Treasury Management (the Code) and the CIPFA Prudential Code for Capital Finance in Local Authorities (the Prudential Code).
3. During 2012/13 the minimum recommended reporting requirements were that the Council should receive the following reports:
  - § An annual treasury strategy in advance of the year (Council 9 February 2012).
  - § A mid year treasury update report (Cabinet 13 December 2012).
  - § An annual report following the year end describing the activity compared to the strategy (this report).
4. The regulatory environment places an onus on members to review and scrutinise the treasury management policy and activities. This report is important in that respect, as it provides details of the outturn position for treasury activities and highlights compliance with the Council's policies. The additional requirements for scrutiny have been delegated to the Governance, Audit and Risk Management Committee (GARMC) and this report will be submitted to GARMC. The Treasury Management Group chaired by the Director of Finance and Assurance meets monthly to review treasury activity.
5. This annual treasury report covers
  - Overall outturn position on treasury management,
  - Council's treasury position as at 31 March 2013,
  - The economy in 2012/13,
  - Borrowing outturn for 2012/13,
  - Investment outturn for 2012/13; and
  - Compliance with treasury limits and Prudential Indicators.

## Outturn Position

6. There was a favourable variance of £1.8 million on the updated capital financing budget of £19.8 million as detailed below:-

	Latest Budget	Outturn	Variation	
	£000	£000	£000	%
<b>Cost of Borrowing</b>	8,140	8,227	87	1.1%
<b>Investment Income</b>	-678	-1,702	-1,024	-251%
<b>Minimum Revenue Provision</b>	12,348	11,448	-900	-7.3%
<b>Total</b>	<b>19,810</b>	<b>17,973</b>	<b>-1,837</b>	<b>-9.3%</b>

7. The favourable outcome arose due to:

- (a) Borrowing – gross borrowing costs (excluding allocations) are in line with the budget. The excess costs relate to allocations to HRA, in particular Housing CFR, on which the interest allocation is calculated, is lower than was anticipated.
- (b) Income – the average of interest earned was 1.83%, which compares favourably with the prior year (1.65%) and three month Libid (0.56%). The budget was based on a rate of 1.46%. The average investment balance also exceeded the forecast - £117 million v £85 million.
- (c) MRP – The favourable variance results from project underspend and slippage on completion timetables.

## Treasury Position as at 31 March 2013

8. The Council's debt and investment position at the beginning and the end of the year was as follows:

	31st March 2013	Average Rate	Average Life yrs	31st March 2012	Average Rate	Average Life yrs
	£m	%	Yrs	£m	%	Yrs
Fixed Rate Borrowing						
Public Works Loan Board (PWLB)	218.5	4.09	38.2	218.5	4.09	39.1
Market	131.8	4.65	34.4	131.8	4.65	35.4
<b>Total Debt</b>	<b>350.3</b>	<b>4.30</b>	<b>36.8</b>	<b>350.3</b>	<b>4.30</b>	<b>37.8</b>
Investments:						
In-House	103.2	1.83	276 days	89.3	1.65	216 days
<b>Total Investments</b>	<b>103.2</b>			<b>89.3</b>		

The above analysis assumes loans structured as LOBOs (see paragraph 17 below for definition and further details) mature at the end of the contractual period. If the first date at which the lender can reset interest rates was used as the maturity date, the average life for market loans would be 2.3 years and for the whole debt portfolio 24.7 years.

9. Details on borrowing and investment activities follow in the report.

## **The Economy and Interest Rates**

10. The original expectation for 2012/13 was that the Bank Rate would not rise in 2012/13 or 2013/14 and for it to start gently rising from quarter 4 2014. This forecast rise has now been pushed back to a start in quarter 1 2015 at the earliest. Economic growth (GDP) in the UK was virtually flat during 2012/13, due to the UK austerity programme, subdued domestic consumer expenditure, a lack of rebalancing of the UK economy to exporting and weak growth in our biggest export market - the European Union (EU). This weak UK growth resulted in the Monetary Policy Committee increasing quantitative easing by £50bn in July to a total of £375bn. The Bank Rate, therefore, ended the year unchanged at 0.5%, while CPI inflation has remained stubbornly high and above the 2% target, starting the year at 3.0% and still being at 2.8% in March; however, it is forecast to fall to 2% in three years time. The EU sovereign debt crisis was an ongoing saga during the year, with an eventual very protracted agreement of a second bailout for Greece in December followed by a second major crisis, this time over Cyprus, towards the end of the year.
11. Gilt yields oscillated during the year as events in the ongoing Eurozone debt crisis ebbed and flowed, causing corresponding fluctuations in safe haven flows into / out of UK gilts. This, together with a further £50bn of QE in July and widely expected further QE still to come, combined to keep PWLB rates depressed for much of the year at historically low levels.
12. The Funding for Lending Scheme, announced in July, has resulted in a flood of cheap credit being made available to banks and this has resulted in money market investment rates falling drastically in the second half of the year. However, perceptions of counterparty risk have improved after the ECB statement in July that it would do “whatever it takes” to support struggling Eurozone countries. This has resulted in some return of confidence to move away from only very short term investing.
13. The UK coalition Government maintained its tight fiscal policy stance against a background of warnings from two credit rating agencies that the UK could lose its AAA credit rating. Moody’s followed up this warning by actually downgrading the rating to AA+ in February 2013 as did Fitch in May 2013.

## **Borrowing Outturn for 2012/13**

14. Total long term debt of £350.3 million at the end of March 2013 is made up £131.8 million bank loans and £218.5 million from the PWLB.
15. There was no additional borrowing or repayments during the year. The table below sets out the borrowing maturity profile. The allocation to 5 – 10 year debt at 7.7% is below the planned range of 10 – 40%.

	31st March 2013		31st March 2012	
	£m	%	£m	%
Under 12 Months	10.0	2.9	0.0	0.0
12 Months and under 24 Months	6.0	1.7	10.0	2.9
24 Months and within 5 years	10.0	2.8	6.0	1.7
5 years and within 10 years	27.0	7.7	32.0	9.1
10 years and above	297.3	84.9	302.3	86.3
<b>Total</b>	<b>350.3</b>	<b>100.0</b>	<b>350.8</b>	<b>100.0</b>

16. The approach to funding capital expenditure as discussed in the February 2012 strategy was to use internal funds where ever possible in recognition of the unfavourable gap between investment returns and borrowing costs. Both the cost of new debt and the rates paid on deposits have declined, with the gap between the two making the carrying of excess cash increasingly expensive. Consideration was given to premature repayment of debt, which would incur a premium. This was rejected as cashflow projections indicate that any advantage would be short term with replacement debt required in later years. With expectations that gilt yields will increase in the next 2-5 years, any additional costs of carrying surplus cash in the short term will be greatly offset with longer term savings in borrowing costs.
17. In aggregate there is £83.8 million of Lender Option Borrower Option (LOBO) structured loans shown in the table above as having maturities of between 38 and 66 years. The lenders are permitted to reset interest rates five years after the loan is drawn and either semi-annually or annually thereafter. Should interest rates on these loans increase, the Council is able to repay at no cost. The table below restates the maturity profile by including LOBO loans at their first interest reset date. With PWLB borrowing rates close to historic lows, there could be a saving if any of the LOBO loans had to be repaid or replaced in the next 12 months.

	31st March 2013	
	£m	%
Under 12 Months	43.8	12.5
12 Months and under 24 Months	36.0	10.3
24 Months and within 5 years	30.0	8.6
5 years and within 10 years	27.0	7.7
10 years and above	213.5	60.9
<b>Total</b>	<b>350.3</b>	<b>100.0</b>

### Investment Outturn for 2012/13

18. The Bank of England base rate has remained at 0.5% since March 2009 while 7 day and 3 month Libid rates continued to decline ending the year at 0.37% and 0.38% respectively making investing over short horizons unattractive. Despite these headwinds the investment portfolio achieved an average return of 1.83% in the year through concentrating investments with the two part UK Government owned banks that offered superior returns, particularly in the first half of the year.

19. The Council manages its investments in-house and invests with the institutions listed in the Council's approved lending list. The treasury strategy permits investments for a range of periods from overnight to three years (historically up to five years), dependent on the Council's cash flows, its interest rate view and the interest rates on offer. Further details of the credit quality of counterparties are given in appendix 2.
20. The investment portfolio is mostly (95%) invested with two banks, Lloyds / HBOS (50%) and RBS (45%). The counterparty policy at the start of the year permitted 30% to be invested in each of these banks and this was revised in October after discussion with GARMC to 50% with each bank. The change was based on the additional assurance from part ownership by the UK Government, which is reflected in the maximum maturity of 3 years with these two banks, compared with three months for the other approved counterparties.
21. Full advantage has been taken of the available limits with Lloyds and RBS. Not only did they offer higher interest rates than the other UK banks but the longer permitted maturity also enhanced revenue.
22. As at 31<sup>st</sup> March 2013 the investment portfolio is invested over a spread of maturities up to three years. At the year end £25 million matures in more than 12 months taking advantage of the longer term rates available. This is the maximum permitted by the strategy. These deposits yield between 1.4% and 3.6%, considerably greater than three month deposits which yield less than 1%. A listing of new investments of 3 months or more in the year is included in appendix 2.
23. The returns from the investment portfolio are benchmarked by the treasury advisor, Sector, and in the year the weighted average return calculated by Sector of 1.90% exceeded both their risk adjusted model portfolio (1.57%) and the average of other London Boroughs (1.21%).
24. The table below sets out the investment balances as at 31 March 2013.

	31st March 2013		31st March 2012	
	£m	%	£m	%
<b>Specified Investments</b>				
Banks & Building Societies	0.1	0.1	0.1	0.1
Money Market Funds	0.0	0.0	5.7	6.4
<b>Non –Specified Investments</b>				
Banks & Building Soc.	103.1	99.9	83.5	93.5
<b>Total</b>	<b>103.2</b>	<b>100.0</b>	89.3	100.0

25. Included in the above balances are funds of £4.4 million invested on behalf of the West London Waste Authority and Pension Fund balances of £2.7 million. Most pension fund cash balances are held in separate banks accounts in the name of the fund (£19.6 million as at 31<sup>st</sup> March 2013). In aggregate 23% of interest earned is allocated both to the WLWA and to internal funds (schools, housing, insurance etc).



## **Compliance with Treasury Limits**

26. The prudential framework for local authority capital investment was introduced through the Local Government Act 2003. The prudential system provides a flexible framework approach within which capital assets can be procured, managed, maintained and developed. Under this framework, individual authorities are responsible for deciding the level of their affordable borrowing for the Council's capital investment plans that is demonstrated to be affordable, prudent and sustainable.
27. The Act and the supporting regulations require the Council to have regard to the Prudential Code and to set Prudential Indicators for the next three years. The indicators for 2012/13 were approved by the Cabinet in February 2012. During the financial year the Council operated within the treasury limits and Prudential Indicators as shown in Appendix 1, apart from the matter referred to in paragraph 28 below. Appendix 1 also comments on the outturn compared with the strategy.
28. At the year end the investment with Lloyds Bank represented 50.4% of aggregate balances, marginally in excess of the 50% limit. Cash balances at the year end are at their lowest level and were below the level anticipated when dealing in early March. The Lloyds position returned to below 50% on the first working day of April 2013.

## **Minimum Revenue Provision (MRP)**

29. Under the statutory regulations a Minimum Revenue Provision is made each year to repay the outstanding debt on assets. This is calculated by spreading the capital expenditure over the useful life of the asset as detailed in the strategy.

## **Financial Implications**

30. Financial matters are integral to the report.

## **Environmental Impact**

31. There are no direct environmental impacts.

## **Performance Issues**

32. The Council meets the requirements of the CIPFA Code of Practice for Treasury Management and therefore is able to demonstrate best practices for the Treasury Management function

## **Risk Management Implications**

33. The identification, monitoring and control of risk are central to the achievement of the treasury objectives. Potential risks are identified, mitigated and monitored in accordance with treasury practice notes approved by the Treasury Management Group.

Risk included on Directorate risk register? Yes  
Separate risk register in place? No

## Equalities Implications

34. There is no direct equalities impact.

## Corporate Priorities

35. This report deals with the Treasury Management Strategy which is a key to delivering the Council's corporate priorities.

## Legal Implications

36. The report has been reviewed by the Legal Department and comments received are incorporated into the report.

## Section 3 - Statutory Officer Clearance

Name: Simon George	<input checked="" type="checkbox"/>	Chief Financial Officer
Date: 17 June 2013		
Name: Matthew Adams	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 24 June 2013		

## Section 4 – Performance Officer Clearance

Name: David Harrington	<input checked="" type="checkbox"/>	on behalf of Divisional Director Strategic Commissioning
Date: 18 June 2013		

## Section 5 – Environmental Impact Officer Clearance

Name: Andrew Baker	<input checked="" type="checkbox"/>	on behalf of Corporate Director of Environment & Enterprise
Date: 17 June 2013		

## Section 6 - Contact Details and Background Papers

**Contact:** George Bruce (Treasury and Pension Fund Manager, Finance & Procurement)

Tel: 020-8424-1170 / Email: [george.bruce@harrow.gov.uk](mailto:george.bruce@harrow.gov.uk)

**Background Papers:** N/A

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

**NOT APPLICABLE**

*[Decisions for noting are not subject  
to Call-in]*

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## Prudential Indicators 2012/13 Outturn

### Capital Expenditure and Funding

<b>Table 1</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2012/13</b>
	<b>actual</b>	<b>Approved</b>	<b>Actual</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Capital Expenditure</b>			
Non - HRA	29,226	44,932	24,288
HRA - settlement funding	88,461		
HRA - routine	6,094	8,997	7,554
<b>TOTAL Expenditure</b>	<b>123,781</b>	<b>53,929</b>	<b>31,842</b>
<b>Funding:-</b>			
Grants	10,936	9,666	7,389
Capital Receipts	4,895	9,822	5,157
Revenue Financing	528	425	8,068
Major Repairs Allowance	0	8,875	0
<b>Total Funding</b>	<b>16,359</b>	<b>28,788</b>	<b>20,614</b>
<b>Borrowing to Fund the Capital Programme</b>	<b>18,961</b>	<b>25,141</b>	<b>11,228</b>
<b>Borrowing - HRA settlement</b>	<b>88,461</b>	<b>0</b>	<b>0</b>
<b>Total new Borrowing</b>	<b>107,422</b>	<b>25,141</b>	<b>11,228</b>

The above table summarises capital expenditure and sources of funding. Further detail and explanations are contained within the Revenue and Capital Outturn. Anticipated General Fund capital expenditure of £24 million is £21 million lower than that approved in February 2012. The original budget was increased to £55 million to include carry forward from 2011-12. The expectation is that most project slippage will be carried forward into 2013-14. Similarly, capital receipts have been scaled back during the year and the outcome is in line with the revised budget.

From an affordability perspective, which is the treasury consideration, the reduction in expenditure has impacted favourable on interest income and costs. HRA's capital expenditure of £7.6 million is entirely funded from revenue sources.

### Ratio of Financing Costs to Net Revenue Stream

<b>Table 2</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2012/13</b>
	<b>actual</b>	<b>Approved</b>	<b>Actual</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Ratio of financing costs to net revenue stream</b>			
Non - HRA	11.72%	12.88%	11.55%
HRA	8.61%	52.83%	47.76%

These ratios consider the affordability of capital expenditure by comparing interest costs and depreciation with net revenues. A ratio that increases indicates that capital costs take a larger share of resources.

Both ratios are below that approved in the strategy and lower than those projected mid year indicating an improved position.

## Net Borrowing Requirement

<b>Table 3</b>	2011/12	2012/13	2012/13
	actual	Approved	Actual
	£'000	£'000	£'000
<b>Net borrowing requirement</b>			
brought forward 1 April	195,898	297,546	294,681
carried forward 31 March	294,681	311,355	273,284
<b>In year borrowing requirement</b>	<b>98,783</b>	<b>13,809</b>	<b>-21,397</b>

The net borrowing requirement looks at the change in debt less investment balances. The decrease of £21 million is a significant improvement over the £11 million increase predicted mid year reflecting capital expenditure slippage discussed in table 1.

## Capital Financing Requirement

<b>Table 4</b>	2011/12	2012/13	2012/13
	actual	Approved	Actual
	£'000	£'000	£'000
<b>Capital Financing Requirement as at 31 March</b>			
Non – HRA	253,069	270,318	251,788
HRA	149,614	152,123	149,574
<b>Total</b>	<b>402,683</b>	<b>422,441</b>	<b>401,362</b>
<b>Annual change in CFR</b>			
Non – HRA	1,599	12,655	-1,281
HRA	94,417	0	-40
<b>Total</b>	<b>96,016</b>	<b>12,655</b>	<b>-1,321</b>

The Capital Financing Requirement is the historic outstanding capital expenditure that has not been allocated to revenue. It is essentially a measure of the Council's underlying borrowing need. Any capital expenditure that is not funded from revenue increases the CFR. The value of finance leases is included. The CFR value is greater than the outstanding borrowing (including finance leases) of £372 million, indicating the level of cash generated by revenue balances.

The change in the year represents net new capital expenditure (after allowing for capital receipts, grants and revenue contributions) less MRP. The two are broadly in balance.

## Incremental Impact of capital Investment Decisions

<b>Table 5</b>	2011/12	2012/13	2012/13
	actual	Approved	Actual
	£'000	£'000	£'000
<b>Incremental impact of capital investment decisions</b>			
Increase in council tax (band D) per annum	£ p 26.74	£ p 19.65	£ p 17.20
Increase in average housing rent per week	-14.31	21.94	16.11

The incremental ratios identify the impact of the cost of debt and depreciation (MRP) applicable to new capital borrowing on council taxes and rents. A high or growing ratio would suggest that council taxes or rents will have to increase to fund the capital expenditure programme. The ratio ignores the favourable impact of assets that have become fully

depreciated and drop out of the MRP charge. Also capital expenditure that generates matching revenue savings does not harm affordability.

Both capital expenditure and receipts are below budget and the overall impact is favourable on the financing costs of the capital programme.

### Borrowing and CFR

<b>Table 6</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2012/13</b>
	<b>actual</b>	<b>Approved</b>	<b>Actual</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>Borrowing and CFR</b>			
Gross borrowing	375,254	375,254	369,216
Net borrowing	294,681	311,355	273,284
CRF	402,683	422,441	401,362
<b>Net debt percentage</b>	79%	83%	74%
<b>Over / (under) borrowing</b>	-27,429	-47,187	-32,146

These indicators are designed to highlight borrowing in advance of need, when large investment cash balances are carried relative to debt or the level of debt exceeds the CFR. The reduction in the carrying value of capital assets is reflected in the changes to cash balances and net debt.

### Borrowing and Investment Limits

<b>Table 7</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2012/13</b>
	<b>actual</b>	<b>Approved</b>	<b>Actual</b>
	<b>£'m</b>	<b>£'m</b>	<b>£'m</b>
<b>Authorised Limit for external debt</b>			
Borrowing and finance leases	375	432	372
<b>Operational Boundary for external debt</b>			
Borrowing	350	376	350
Other long term liabilities	25	28	22
<b>Total</b>	375	404	372
<b>Upper limit for fixed interest rate exposure</b>			
Net principal re fixed rate borrowing	375	376	350
<b>Upper limit for variable rate exposure</b>			
Net principal re variable rate borrowing	0	0	0
Upper limit for principal sums invested over 364 days	18	25	25

The approved operational boundary for debt is based on actual debt at the start of the year plus the net projected capital expenditure in the year. The authorised limit is based on CFR balances and includes an allowance for delayed capital receipts. Total borrowing is within both limits during the year. Investments with greater than 12 months to maturity of £25 million are equal to the £25 million limit.

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## Counterparty Policy

The counterparty policy for investments is reviewed annually and approved by both Cabinet and Council, the latest review being in February 2012. The table below identifies the banks in use at the year-end listed against the appropriate counterparty criteria as at 31<sup>st</sup> March 2013.

Investment instruments identified for use in the financial year are listed below under the 'Specified' and 'Non-Specified' Investments categories.

Counterparty limits are approved by the Section 151 Officer in accordance with the Council's Treasury Management Practices.

Specified investments are considered low risk and relate to funds invested for up to one year. Non-Specified investments sometimes offer the prospect of higher returns but carry a higher risk and may have a maturity beyond one year. All investments and borrowing are sterling denominated.

All credit ratings will be monitored in house with the help of Sector who alert the Council to changes in Fitch ratings through its creditworthiness service.

If a downgrade results in the counterparty no longer meeting the Council's minimum criteria, its further use as an investment will be withdrawn immediately.

### Specified Investments

All such investments will have maturities up to a maximum of 1 year, meeting the minimum rating criteria where applicable. The instruments and criteria to be used are set out in the table below.

Instrument	Minimum Credit Criteria	Max. maturity period	Year -end Counterparties	31.3.2013 Balances £'m
Debt Management Agency Deposit Facility	Government backed	12 months	N/A	0.0
Term deposits – other LAs	Local Authority issue	12 months	N/A	0.0
Term deposits – banks and building societies	AA- Long Term F1+Short-term 2 Support B Individual AAA Sovereign	12 months	Svenska Handelsbanken	0.1
Money Market Funds	AAA	daily	3 funds	0.0
<b>Total Specified Investments</b>				<b>0.1</b>

## Non Specified Investments

	Minimum Credit Criteria	Max. maturity	Year -end Counterparties	31.3.2013 £'m
Term deposits – banks and building societies	A Long Term F1 Short-term 1 Support B Individual UK or AAA Sovereign	3 months	Nationwide BS	5.0
UK nationalised Banks [RBS & Lloyds / HBoS]	F1 Short-term 1 Support	36 months	Lloyds/HBoS RBS	52.1 46.0
Callable Deposits	F1 Short term A Long Term 1 Support	3 months		0.0
<b>Total Non Specified Investments</b>				<b>103.1</b>
<b>Total Investments</b>				<b>103.2</b>

The counterparty limits approved by Cabinet in February 2012, were £30 million for each of Lloyds and RBS and £20 million for all others. The Lloyds and RBS limits were each increased to 50% of total investments in October 2012. As these banks offer the most attractive rates, deposits were shifted from Barclays, Svenska, Nationwide and money market funds to the two part nationalised banks.

### **New Investments from 1<sup>st</sup> April 2012 to 31<sup>st</sup> March 2013**

Listed below are the longer term investment transactions made in the year. Daily liquidity deals are not separately quantified.

Month	Bank	Value	period	Interest rate
Apr-12	Lloyds	£3m	12 months	3.00%
May-12	RBS	£10m	12 months	2.25%
May-12	RBS	£5m	6 months	1.26%
Jun-12	RBS	£5m	12 months	2.25%
Jun-12	Lloyds	£5m	12 months	3.00%
Jul-12	Nationwide	£3m	3 months	0.60%
Aug-12	Lloyds	£2m	24 months	3.20%
Sep-12	Lloyds	£5m	24 months	3.10%
Oct-12	Lloyds	£25m	12 months	2.25%
Dec-13	RBS	£10m	3 years	1.40%
Mar-13	Lloyds	£2m	3 years	1.40%
various	Svenska Money market		35 day notice	0.87% dropping to 0.45%
daily	funds		daily	average 0.45%
daily	RBS deposit account		daily	average 0.7%