

# Overview and Scrutiny Committee

## AGENDA

**DATE:** Tuesday 22 October 2013

**TIME:** 7.30 pm

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

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### MEMBERSHIP (Quorum 4)

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**Chairman:** To be appointed

**Councillors:**

Marilyn Ashton  
Chris Mote  
Anthony Seymour  
Yogesh Teli

Sue Anderson  
Jerry Miles (VC)  
Phillip O'Dell  
Bill Phillips

Mano Dharmarajah

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

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

**Representative of Harrow Youth Parliament**

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**Reserve Members:**

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1. Amir Moshenson  
2. Lynda Seymour  
3. Ramji Chauhan  
4. Jean Lammiman

1. (Vacancy)  
2. Victoria Silver  
3. Sachin Shah  
4. Ben Wealthy

1. Zarina Khalid

**Contact:** Alison Atherton, Senior Professional - Democratic Services  
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# **AGENDA - PART I**

## **1. APPOINTMENT OF MEMBERS**

To note the appointment of Councillors Chris Mote, Anthony Seymour, Marilyn Ashton and Yogesh Teli as Members of the Overview and Scrutiny Committee in place of Councillors Kam Chana, Tony Ferrari, Paul Osborn and Stephen Wright in accordance with Council Procedure Rule 1.5, and following notification from the Conservative Group. Councillors Lynda Seymour, Ramji Chauhan and Jean Lammiman are appointed as Reserve Members in place of Councillors Chris Mote, Christine Bednell and Marilyn Ashton, and in accordance with Council Procedure Rule 1.5, and following notification from the Conservative Group.

To note the appointment of Councillors Phil O'Dell and Bill Phillips as Members of the Overview and Scrutiny Committee in place of Councillors Graham Henson and Ann Gate and of Councillor Ben Wealthy as Reserve Member in place of Councillor David Perry, and in accordance with Council Procedure Rule 1.5, and following notification from the Labour Group.

To note the appointment of Councillor Zarina Khalid as Reserve Member in accordance with Council Procedure Rule 1.5, and following notification from the Independent Labour Group.

## **2. APPOINTMENT OF CHAIRMAN**

To appoint a Chairman for the meeting

## **3. ATTENDANCE BY RESERVE MEMBERS**

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

Reserve Members may attend meetings:-

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

## **4. DECLARATIONS OF INTEREST**

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

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

## **5. MINUTES (Pages 1 - 8)**

That the minutes of the meeting held on 17 September 2013 be taken as read and signed as a correct record.

## **6. PUBLIC QUESTIONS**

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

## **7. PETITIONS**

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

## **8. REFERENCES FROM COUNCIL/CABINET**

(if any).

## **9. APPOINTMENTS TO SUB-COMMITTEES AND OF SCRUTINY LEAD MEMBERS** (Pages 9 - 12)

To appoint a Chair of the Performance and Finance Scrutiny Sub-Committee, to note the scrutiny lead members and memberships of sub-committees which include changes notified by the political groups in accordance with Council Procedure Rule 1.5.

## **10. FAMILIES FIRST - TROUBLED FAMILIES** (Pages 13 - 30)

Report of the Divisional Director – Early Intervention Services

## **11. JOINT WORKING AROUND LONG TERM UNEMPLOYMENT** (Pages 31 - 58)

Report of the Corporate Director of Environment and Enterprise

## **12. REPORT OF THE PERFORMANCE AND FINANCE SCRUTINY SUB-COMMITTEE CHAIR** (Pages 59 - 74)

Report of the Divisional Director of Strategic Commissioning

## **13. SCRUTINY LEAD MEMBERS REPORT** (Pages 75 - 84)

Report of the Divisional Director of Strategic Commissioning

## **14. ANY OTHER BUSINESS**

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

## **AGENDA - PART II**

## **15. FAMILIES FIRST - TROUBLED FAMILIES** (Pages 85 - 88)

Annex 1 to the report of the Divisional Director – Early Intervention Services

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# OVERVIEW AND SCRUTINY COMMITTEE MINUTES

## 17 SEPTEMBER 2013

<b>Chairman:</b>	* Councillor Paul Osborn	
<b>Councillors:</b>	* Kam Chana * Mano Dharmarajah * Tony Ferrari * Graham Henson	* Jerry Miles * Bill Phillips (1) * Sachin Shah (3) * Stephen Wright
<b>Voting Co-opted:</b>	(Voluntary Aided) † Mrs J Rammelt Reverend P Reece	(Parent Governors) * Mrs A Khan
<b>Non-voting Co-opted:</b>	* Harrow Youth Parliament Representative	
<b>In attendance: (Councillors)</b>	William Stoodley	Minute 435

- \* Denotes Member present
- (1) and (3) Denote category of Reserve Members
- † Denotes apologies received

### 429. Attendance by Reserve Members

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

Ordinary Member

Councillor Sue Anderson  
Councillor Ann Gate

Reserve Member

Councillor Sachin Shah  
Councillor Bill Phillips

**430. Declarations of Interest**

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

Agenda Item 7 – Regeneration in North Harrow, Replicating the Lessons in other parts of the Borough

Councillor William Stoodley, who was not a member of the Committee, declared a non-pecuniary interest in that he had been the Portfolio Holder at the time the report was prepared. He would remain in the room whilst the matter was considered and voted upon.

Agenda Item 8 – Debt Recovery Process

Councillor Sachin Shah declared a non pecuniary interest in that he had been the Portfolio Holder when the majority of decisions had been made in relation debt recovery. He would remain in the room whilst the matter was considered and voted upon.

**431. Minutes**

**RESOLVED:** That the minutes of the meeting held on 23 July 2014, be taken as read and signed as a correct record.

**432. Public Questions**

**RESOLVED:** To note that no public questions were received.

**433. Petitions**

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

**434. References from Council/Cabinet**

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

**RESOLVED ITEMS**

**435. Regeneration in North Harrow, replicating the lessons in other parts of the borough**

Members received a report of the Corporate Director of Environment and Enterprise which outlined the work to reduce vacancy rates in North Harrow and how the lessons learnt could be transferred to other district centres in the borough. The report detailed the activities in North Harrow in the context of emerging national, regional and local strategies to stimulate economic growth.

The Committee agreed that the former Portfolio Holder for Planning and Regeneration be allowed to address the Committee. The Chair welcomed the former Portfolio Holder and officers to the meeting.

Members welcomed the report stating that the lessons learnt section was helpful and that it could be a valuable blueprint as to what could be done elsewhere. Having considered the report, Members made comments and asked questions as follows:

- Clarification was sought in relation to the North Harrow Business Association and Members were advised that the North Harrow Partnership had been established. The Council was able to guide business/traders' associations in terms of constitutional issues.
- A Member questioned whether the Council was able to coordinate different traders associations and whether there was any particular mix of retail and non retail that the Council could secure. The officer advised that such associations were sometimes dependent on only one or two individuals who were enthusiastic, active and community orientated. Many in the borough functioned without direct Council support and that others needed some Council direction. In terms of retail/non retail use, a local development order provided more flexibility in changing the use of premises, but the Council was unable to prevent the same type of business trading if that use was permitted. The Council could not, for example, limit the number of fried chicken shops in area if that class of use was allowed.
- A Member stated that traders and residents' groups were vital to a successful district centre but may become demotivated by lack of action by the Council. An officer advised that a toolkit had been prepared that provided traders with advice on how to set up a group, best practice and development of a constitution. The officer also attended meetings of the traders' associations and partnerships to provide advice and guidance.
- Referring to the gym, the effect on the area and the controversy linked with the lack of supermarket in North Harrow, a Member questioned how the Council could get residents on board. The officer stated that, in his view, residents had been on board and that the items that residents could buy from a supermarket were readily available from the independent traders in North Harrow. The opening hours of the gym had been an issue but the gym had also brought visitors into the area who may then spend money locally. The former Portfolio Holder added that at the time the Council agreed to the gym, the Council had been keen to find a business to use the premises.
- A Member congratulated officers for the work done, stating that North Harrow had been a success largely due to the mix of business models.
- With reference to the petition presented to Cabinet the previous week which had contained over 3,000 signatures, a Member stated that it

appeared that parking was a priority for residents. Residents wished to make their purchases quickly and easily by parking outside the relevant shop, rather than parking round the corner in the car park. The officer responded that traders wanted on street parking and the car park was under used. A survey of 400 shoppers and 200 business had identified that the importance of parking was dependent on the particular shopping area (district centre). For shoppers, the biggest draw was the offer in the shops but he acknowledged that there were considerable complexities around parking.

- A Member questioned whether any resources were available from the Greater London Authority for similar work to that done in North Harrow and, if so would bids for vulnerable areas be likely to succeed. The officer advised that such funding was not available, but if they became available would hope a bid would be successful.

The Chair thanked the Portfolio Holder and officers for their attendance and responses. It was then proposed and unanimously agreed that it be

**RESOLVED:** That Cabinet be requested to consider this report and how viable it was and to consider those areas with over 10% frontage vacancy detailed on page 10 of the report.

#### **436. Debt Recovery Process**

Members received a report which provided information requested by the Committee at the meeting on 4 June 2013. This included information on the effectiveness of all Debt Collection Policies within the Council, the draft Council Tax Debt Collection and Recovery Policy (which had been updated to include the corporate vulnerability criteria and check points to identify vulnerability at key points in the process), and the outcome of the review of the Corporate Debt Recovery Policy.

Members considered the report, made comments and asked questions as follows:

- Clarification was sought on the pilot completion date and the type of information that would result. In terms of the data sharing pilot, Members were advised that the debtor data put into the Council's system could now be cross referenced against department data and would flag any cases where further enquiry was required. There were currently seven red flags on Council Tax support payments. The second pilot was tracking 7,500 CTS payers.

The officer stated that he did have concerns in terms of the collection rates but that this was partly due to Council Tax support and reprofiling. Recovery action had been delayed until now.

- A Member questioned the extent to which properties where vulnerable people lived were flagged and whether this could be addressed. The officer advised that whilst there would be some merit in flagging



properties which housed a particular type of person, for example sheltered housing, this could be problematic due to people moving. If properties were used for other purposes it may result in a flag which could slow the collection rate of monies owing. The officer, at the Member's request, undertook to further consider this issue.

- Concern was expressed that credit cards were accepted by the Council for payment of Council Tax and that there appeared to be no signpost to credit unions. The officer responded that due to channel migration, credit and debit cards were viewed as the way forward and that significant sums were taken by the Council in credit card payments each year. There would be an additional two kiosks located in Access Harrow but ultimately the Council could not govern payment methods. In terms of the credit union, the officer advised that work was underway.
- Referring to the chart on page 56 of the report, a Member stated that it would be helpful to include the duration /time limit of each stage. He suggested that there could be value in including Frequently Asked Questions at Appendix C. The officer responded that duration could be included but that generally from demand to recovery was approximately 3 months.
- A Member sought clarification as to the progress of the analysis of the potential impacts of the Welfare Reforms in terms of Housing and collection rates. An officer advised that there had been a 'broad brush' analysis at this stage and that the income management team had been visiting individual cases. Since the introduction of the size criteria implications in April 2013, a steady increase had not been seen.
- The officer acknowledged a Member's concern that it was not clear who the draft Council Tax Collection and Recovery Policy was aimed at as its tone changed throughout the document but emphasised that it was a draft. The document was aimed at both debtors and staff.
- A Member questioned whether there had been difficulty in putting policies together from three different units and any noticeable difference in collection rates. An officer advised that lessons had been learnt and that there were similar trigger points. The Council could now work better with people who had multiple debts.

The Chair thanked the officers for their attendance and for their responses.

**RESOLVED:** That

- (1) the update on the effectiveness on the individual Service Debt Recovery Policies be noted;
- (2) the proposed changes within the Council Tax Collection and Recovery Policy and the Corporate Debt Recovery Policy be noted;

- (3) it be noted that the revised policies would be taken to consultation.

#### **437. Report from the Accessible Transport Scrutiny Review**

Members received a report from the Divisional Director of Strategic Commissioning which outlined the findings and recommendations of the Accessible Transport Scrutiny Review with regard to the accessibility of public transport in the Borough.

A member of the Review group commended the report to the Committee and thanked all those involved in both the review and the report. This was endorsed by another member of the Review group who also advised that Harrow was the first borough in London to have a community bus stop.

**RESOLVED:** That

- (1) the report of the Accessible Transport Scrutiny review be noted;
- (2) the recommendations included in the report be agreed and referred to Cabinet for consideration.

#### **438. Scrutiny Lead Member Report**

Members received a report of the Divisional Director Strategic Commissioning which accompanied the reports from the Scrutiny Lead Members.

**RESOLVED:** That the report be noted and the actions therein be agreed.

#### **439. Scrutiny Work Programme Update**

Members received a report of the Divisional Director of Strategic Commissioning which provided an update on the projects currently underway as part of the scrutiny work programme.

Members considered that in light of the potential changes to the membership of the Executive and the Committee it would not be appropriate to identify further projects for inclusion in the work programme.

**RESOLVED:** That

- (1) the progress on individual projects be noted;
- (2) the timetable for completion of projects be noted;
- (3) identification of further projects for inclusion in the work programme be deferred.

#### **440. Youth Justice Plan 2013-14**

Members received a report of the Divisional Director of Targeted Services which presented the draft Youth Justice Plan for 2013/14. This was a statutory Plan which, once agreed, would be submitted to the Youth Justice

Board as part of the conditions attached to the grant received from the Ministry of Justice.

The Divisional Director of Targeted Services introduced the report and outlined the key priorities for 2013/14 as well as the key challenges. She reported that considerable work had been done since the inspection, including the recruitment of a Service Manager. The Service Manager advised Members that the culture over the last twelve months had been of a highly effective, efficient workforce who worked in partnership with key agencies. Experienced staff had been recruited who were willing to work flexibly. Considerable work had been done in terms of embedding the performance framework and a steady improvement on performance figures had been seen. She added that there were two police officers now attached to the Youth Offending Team.

Members were advised that the aim was to identify young people at risk of offending. The reduction of first time entrants was due to the work of the triage. Targeted intervention had resulted in 98.2% of no further offending by first time entrants. It was important for young people to understand the impact of their offending. The Corporate Director of Children and Families stated that her team managers had turned the performance of the Youth Offending Team around. There had been a root and branch review and the result was a motivated team.

In response to a Member's question, the Corporate Director advised that there was a wide range of mentors working with young people and work had been done with different ethnic groups. A number of young people who had been through the criminal justice system were now mentors. The Council was involved in a national citizenship programme. She stated that more work on cross identity was required and that she would provide the Member with further information on this issue.

A Member commented that he had found the report confusing and difficult to identify what was planned for the next year or two. The Divisional Director advised that the plan was written in order to adhere to a nationally prescribed format.

Referring to page 217 of the report a Member questioned whether the reduction in number of offenders translated into fewer cases. The Corporate Director advised that the early intervention service had been built from scratch and case loads had been too high. She personally monitored caseloads every week and the service was in transition.

A Member reiterated concerns that he had raised previously in relation to action plans having no baseline figures. He stated it was not clear as to the starting point and where the service was going. Members need to be clear as to what they should focus on. The Corporate Director advised that this information was not a requirement for this statutory plan but that she would provide Members with this information.

The representative of Harrow Youth Parliament congratulated officers on the work done making particular reference to the figures. She questioned the

strategy for dealing with young people not in education and what happened to the young people once they reached the age of 17. The Divisional Director advised that the Youth Offending Team Management Board was in the process of developing an action plan for this small number of individuals. On reaching the age of 17, the Divisional Director advised that follow up depended on each individual, for example, some may be referred to probation. The Corporate Director added that she believed that early intervention work would pick up young people at an earlier stage.

In terms of partnership working, a Member expressed the view that the new Borough Commander was robust in dealing with offenders. The Divisional Director advised that it had been agreed that in circumstances where it was proving difficult to engage with a young person, the a member of the Youth Offending Team would make a home visit accompanied by a police officer. This would then reinforce the importance of the work to the parent(s).

The Chair thanked the officers for their attendance and responses and re-emphasised the importance of baseline data.

**RESOLVED:** That the Committee's comments be forwarded to Cabinet for consideration.

(Note: The meeting, having commenced at 7.30 pm, closed at 9.39 pm).

(Signed) COUNCILLOR PAUL OSBORN  
Chairman

**SCRUTINY LEAD MEMBERS SEPT 2013 – MAY 2014**

<b>Policy Lead Member</b>	<b>Councillor 13/14</b>
Health	Councillor Ben Wealthy
Children and Families	<u>Councillor Lynda Seymour</u>
Corporate Resources	Councillor Jerry Miles
Community, Health and Wellbeing	Councillor Chris Mote
Environment and Enterprise	<u>Councillor Yogesh Teli</u>

<b>Performance Lead Member</b>	<b>Councillor 13/14</b>
Health	<u>Councillor Sachin Shah</u>
Children and Families	Councillor Victoria Silver
Corporate Resources	<u>Councillor Amir Moshenson</u>
Community, Health and Wellbeing	Councillor Nana Asante
Environment and Enterprise	Councillor Phillip O'Dell

## SCRUTINY SUB COMMITTEES

(Membership in order of political group nominations)

Conservative                      Labour                      Independent Labour                      Ungrouped

### (1) PERFORMANCE AND FINANCE SCRUTINY SUB-COMMITTEE (5)

	(2)	(2)	(1)	(0)
<b>I. Members</b>	<b><u>Chris Mote</u> <u>Anthony Seymour</u> *</b>	<b>Sue Anderson * (VC) Graham Henson</b>	<b>Mano Dharmarajah</b>	
<b>II. Reserve Members</b>	1. Amir Moshenson 2. <u>Marilyn Ashton</u>	1. Jerry Miles 2. Phillip O'Dell	1. <u>Zarina Khalid</u>	

### (2) HEALTH AND SOCIAL CARE SCRUTINY SUB-COMMITTEE (5)

	(2)	(2)	(1)	(0)
<b>I. Members</b>	<b>Mrs Vina Mithani (CH) Lynda Seymour</b>	<b>Victoria Silver (VC) * Ben Wealthy</b>	<b>Mano Dharmarajah</b>	
<b>II. Reserve Members</b>	1. Mrs Lurline Champagne OBE 2. <u>Jean Lammiman</u>	1. Mrinal Choudhury 2. Kairul Kareema Marikar	1. <u>Krishna James</u>	

### (3) CALL-IN SUB-COMMITTEE (5)

	(2)	(2)	(1)	(0)
<b>I. Members</b>	<b><u>Chris Mote</u> <u>Anthony Seymour</u></b>	<b>Sue Anderson Jerry Miles (VC) *</b>	<b>Mano Dharmarajah</b>	
<b>II. Reserve Members</b>	1. <u>Yogesh Teli</u> 2. <u>Amir Moshenson</u> 3. <u>Ramji Chauhan</u>	1. <u>Phillip O'Dell</u> 2. Vacant	1. <u>Asad Omar</u>	

CH

= Chair

\* = Denotes Group Members for consultation on Administrative Matters

#### **(4) CALL-IN SUB-COMMITTEE (Education) (9)**

	(4)	(4)	(1)	(0)
<b>I. Members</b>	<b><u>Marilyn Ashton</u> <u>Mrs Camilla Bath</u> <u>Jean Lammiman</u> <u>Lynda Seymour</u></b>	<b>Sue Anderson * Jerry Miles Christine Robson <u>Sachin Shah</u></b>	<b>Mano Dharmarajah</b>	
<b>II. Reserve Members</b>	1. Chris Mote † 2. Ramji Chauhan † 3. Vacant	1. Ajay Maru 2. Sasi Suresh 3. Mitzi Green 4. Bill Phillips	1. <u>Zarina Khalid</u>	

#### Voting Co-opted Members:

- (1) Two representatives of Voluntary Aided Sector  
- Mrs J Rammelt/Reverend P Reece
- (2) Two representatives of Parent Governors  
- Mrs A Khan (Primary)/Vacancy (Secondary)

CH  
\*

= Chair  
= Denotes Group Members for consultation on Administrative Matters

† **[Note:** The appointed number of Reserves for each Group is in excess of the Committee Procedure Rule 3.2 provision, by virtue of Resolution 17: Overview and Scrutiny Committee (18.7.06).]

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**REPORT FOR: OVERVIEW AND  
SCRUTINY COMMITTEE**

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**Date of Meeting:**

22 October 2013

**Subject:**

Families First - Troubled Families

**Responsible Officer:**

Wendy Beeton, Divisional Director – Early Intervention Services

Kevin Bartholomew, Families First Project Coordinator

**Scrutiny Lead  
Member area:**

Policy Lead – Children and Families (to be confirmed)

Councillor Victoria Silver – Performance Lead Children and Families

**Exempt:**

Public - with Exempt enclosure 1 by virtue of Paragraph 1 of Schedule 12A to the Local Government Act 1972 (as amended) in that it contains information relating to an individual

**Enclosures:**

1. Families First: Case Study
2. Families First: Approach & Development Plan
3. Family Identification Criteria
4. Payment by Results

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

The government's Troubled Families initiative is designed to turn around families who have a range of complex difficulties.

The government has calculated that nationally there are 120,000 such families who because of their complex needs, are of high cost to the public purse. The government has indicated that Harrow has 395 families who are defined as 'troubled'.

The government has announced the Troubled Families project will continue after May 2015.

### **Families First**

Families First is Harrow's approach to the government's Troubled Families initiative. Families First is delivered by the Early Intervention Service and its work is overseen by an operational group and a strategy board.

Families First aims to change the way we work with families:

- Move from individual to a whole family approach
- Ensure families have suitably experience and trained Key Worker
- Offer personalised support package

Families First in Harrow must identify and work with 395 families over a 3 year period which includes 198 families in 2013/14. Families are identified against 2 out of 3 criteria: school attendance; crime & anti social behaviour; worklessness

### **Current Situation**

- Project commenced September 2012
- Early Intervention Service is the main delivery arm of the project
- 125 Families identified and allocated a Key Worker in 2012/13
- Payment by Result claim for 41 families completed in July.
- Improvement demonstrated in 70% families

### **Recommendations:**

The committee is invited to note progress and comment on the report.

### **Appendices:**

1. Families First: Approach & Development Plan;
2. Families First: Case Study
3. Family Identification Criteria;
4. Payment by Results

## **Section 2 – Report**

### **1. Progress**

1.1 Families First delivered by the Early Intervention Service made significant progress in 2012/13 working with 125 families. This met the government's target of working with 75% of families and secured full funding for 2013/14 where the project is expected to work with 198 families.

1.2 A further 143 families who meet the Troubled Families criteria have been identified and work has commenced with these families. Additional families will be identified against the government criteria throughout the second year of the project.

1.3 A large scale analysis of the impact on families against the government's criteria was completed following the spring term and the first claim for Payment by Results was submitted in July 2013.

1.4 The analysis shows a range of improvement in over 70% of families. This includes significant improvement in 41 families who are eligible payment by results. These families demonstrate school attendance of more than 85%, youth crime reduced by more than 33% and / or the family is off benefits and back into work. The first Payment by Results for turning around the lives of these families was received in September 2013.

1.5 A further claim for Payment by Results will be completed at the end of October 2013. Results claims will occur quarterly throughout the life of the project.

1.5 In addition to working closely with families the project works to ensure early intervention and preventive services are as effective and cost efficient as possible. Oxford Brookes University was appointed as the external evaluation partner to help explore more broadly how to use the total early intervention resources to improve outcomes for children and families.

1.6 The evaluation will help lay the foundations for future commissioning of services in Harrow and widen the scope of Families First and early intervention services from the government target of 395 families to 1000+ families with a spectrum of additional needs.

1.7 A case study in the appendix provides details of the effective work completed by Early Intervention and the positive impact on outcomes for children and families. (Please see Annexe 1)

1.8 A further document provides details of the project approach and outlines the development of the project during 2013/14 and beyond. (Please see Annexe 2)

## **2. Background**

2.1 Following the London riots the Prime Minister identified 120,000 families most at risk (the top 2% most vulnerable) and set up the Troubled Families Unit in the Department for Communities and Local Government (DCLG). All project work in this area was moved across from Department for Education and merged into the Troubled Families Programme that will run until 2015. Six government departments contributed funding to create a budget for the Prime Minister's new policy initiative.

2.2 The Top Families project, which started in Harrow October 2011, was incorporated fully into Harrow's delivery of the Troubled Families Programme. The Top Families project aimed to analyse in detail a cohort of families and develop a considered and research based approach to developing a new model of delivery. It grew from the Community Budget and Total Place principles which are embedded in the Troubled Families initiative: principally to coordinate and integrate service delivery around complex families; to pool resources and make savings; to identify families at risk earlier.

2.3 The aim of the Troubled Families programme is, as defined by Government, to 'turn round' 120,000 families nationally. Harrow's share is 395 families.

2.4 A troubled family is a household where there is evidence of:

- youth crime and / or anti social behaviour (ASB);
- unauthorised absence from school of more than 15% and / or exclusion from school;
- A family member on benefits. (Please see Annexe 3 for full details)

## **3. Government expectations**

3.1. The government expects us to identify 395 families during the life of the project (2012-15). We are expected to help these families change some of their behaviours in order to make life better for their children. Specifically, we are expected to help families:

- Get their children back into school and reduce school exclusions;
- Reduce youth crime and anti-social behaviour;
- Put the adults in the household on a path back to work.

3.2 The Government's approach is driven by the need to reduce costs to the public purse. Local authorities are invited to try innovative approaches to join up local services and deal with each family's problems as a whole rather than individually.

## **4. Identifying families**

4.1 The council has committed to work with 395 families during the life of the Families First project up until May 2015. The project must work with 198 families in 2013 /14 who meet the Troubled Families criteria.

4.2 The Government has invited each local authority to choose a fourth, discretionary criteria to identify families. We have focussed on those which enable us to develop a set of local outcomes that address family preservation and place particular emphasis on households where there is evidence of domestic violence.

4.3 268 families were identified (as of June 2013). This number reflects the general pattern across other local authorities in London and is short of the original target.

4.4 Additional families who meet the criteria will be identified as the project progresses, and there is continued confidence that 395 families will have been supported by this project by the end date of May 2015. Families in Harrow are identified at the earliest point via the children's access team.

## **5. Families First**

5.1 Families First is Harrow's approach to the Government's Troubled Families initiative. The initiative is being used as an opportunity to change the way families are worked with. The establishment of the Early Intervention Services means that evidence-based and innovative approaches to improve outcomes for vulnerable families can be tried and implemented.

5.2 In addition to focussing on the key criteria of the Troubled Families initiative, Families First are introducing a step change in service delivery from focussing on individual children to working with the whole family. The project assigns a budget holding key worker to each family, who works intensively with them and has the power to purchase interventions to help turn their lives around.

5.4 There are four key building blocks to the approach:

### Personalisation

- Each family has a Key Worker to get to grips with their problems and identify their issues
- Each family has access to an individual budget as part of the Families First support package
- The support package addresses the personal needs of each family and the budget will support long term change and sustainable outcomes

### Participation

- Links with Parent Groups are being developed and further explored as part of the work of the evaluation partner. This work will advise us throughout the project
- Resources have been allocated from central funding to work with the evaluation partner, to ensure the project is responding to the needs of families and making a difference to their lives

### Partnership

- The model of delivery is an invitational consent based model. This model increases the likelihood of success with families who co-construct the solutions to their problems.

- strong partnerships with Police, Health and the third sector are being further developed to secure collaborative work with families

### People

- The workforce are trained and skilled in working differently with families

5.5 The underlying principle of the project is a family partnership model. Staff are committed to working with families to find solutions in a respectful way that builds family preservation and resilience. Families are initially invited to join the project, not coerced.

5.6 Evidence shows that appointing a single key worker to get to grips with each family's problems and work intensively with them helps families change for the long term. The key worker fulfils a family support worker role. A key worker is identified for every family in the project. Their role is to work intensively with families to get underneath the core issues that families have, and work in partnership with the family to resolve the issues.

5.7 Elements of personalisation supported by budget-holding key workers who work with each family to commission a programme of costed interventions have been trialled with good success.

## **6. Financial Implications**

6.1 The project is funded by DCLG Troubled Families grant allocation and some LAA Reward funding.

6.2 DCLG will make available up to £4000 for each eligible family as a combination of up-front attachment fees and PBR. The ratio of PBR increases in each year of the project:

2012/13 - £3200 per family; maximum PBR £800 per family  
 2013/14 - £2400 per family; maximum PBR £1600 per family  
 2014/15 - £1600 per family; maximum PBR £2400 per family

(Please see Annexe 4 for description of PBR in 2012/13)

6.3 DCLG assumes we are making full use of the European Social Fund provision in Harrow. They consider around one-sixth of our 395 families will access this provision and consequently only fund five-sixths of our family cohort (329 families)

*E.g. Year 2 funding in Harrow*

Committed to work with 198 families in Year 2 (2013/2014)  
 DCLG will fund 165 families at £2400 per family  
 Total funding in Year 2, 165 x £2,400 = £396,000

6.4 In addition, DCLG pay a further £75k which funds the salary of the Troubled Families coordinator.

6.5 The funding received from DCLG is used to support the teams in Early Intervention Services.

### **Payment by Results**

6.6 Payment by Results is awarded where we can demonstrate the following in identified families:

- The attendance of all children in the family is above 85% in the last 3 terms
- Fewer than 3 fixed term exclusions in the last 3 terms
- 60% reduction in Anti Social Behaviour in the last 6 months
- Offending by all young people in the family reduced by 33% in the last 6 months
- An adult in the family has volunteered for the work programme or European Social provision (currently provided by Reed in Harrow).

OR

- At least one adult in the family is off benefits and back in work

6.6 Payment by Results is claimed quarterly and is approved by Internal Audit.

6.7 As stated only five-sixths of families are funded by SCLG; therefore Payment by Results is paid minus one sixth:

- Harrow Results claimed in July 2013: 41
- Total number of results paid (minus one sixth): 34

## **7. Performance Issues**

7.1 Harrow Council has committed to work with 395 families before the end of the Troubled Families initiative in May 2015.

7.2 DCLG expects local authorities to work with 50% (198) of their family cohort in 2013/14, and to have commenced work with 85% (335) of the total family cohort by April 2014.

## **8. Environmental Impact**

There is no specific environmental impact associated with this report.

## **9. Risk Management Implications**

The Troubled Families initiative has a number of inherent risks which are summarised below.

### **Reputational**

9.1 Reputational risk to the council if the project is not delivered with sufficient impact. There is significant pressure from DCLG to deliver the project and to provide evidence of the impact on the lives of 'troubled families'.

### **Financial**

9.2 The project must demonstrate sufficient impact on families to claim payment by results. Many of the families who meet the criteria will have complex multiple needs and prove difficult to turn around.

9.3 The 'worklessness' element of the project, where families are expected to use existing provision as a pathway to work, is already raised as a significant risk due to the current poor delivery of the European Social Fund provision.

### **Operational**

9.4 The project may fail to identify sufficient numbers of families who meet the government criteria.

9.5 Harrow must identify and work with 395 families who meet the government criteria. The number of families identified falls short of the indicative total but reflects the general pattern of family identification across local authorities in London.

## **10. Equalities Implications**

10.1 An Equality Impact Assessment is complete but a further update report is due in March 2014. Equality data is being recorded and collated as part of the programme.

## **Section 3 - Contact Details and Background Papers**

**Contact:** Kevin Bartholomew tel 020 8424 1547

**Background Papers:** None



## Annexe 2

# Strategic Commissioning CHILDREN & FAMILIES

## Families First: Approach & Development Plan

September 2013

### Background

Harrow Council signed up to the government's Troubled Families initiative on 30 April 2012. The council has committed to work with 395 families during the life of the Families First project up until May 2015. The project must work with 198 families in 2013/14. In each of the identified families we are expected to achieve the following: improve school attendance, reduce crime and anti social behaviour, and help individuals back into work, or onto a work programme.

In addition to the government's criteria, we will focus on those families where there is evidence of domestic violence and those on the edge of custody and the edge of care, with particular emphasis on the prevention of gang activity and youth violence.

In May a full review of the project was carried out and the future challenges to successfully deliver the project assessed. Last year's aim was to kick start the project and achieve the target of working with 75% of our families. While this was achieved areas for continued improvement have been identified including:

- scaling up capacity to meet demand
- having a greater understanding of outcomes for families
- securing progress towards Payment by Results.
- evidencing the impact Early Intervention has and to demonstrate the cost benefits of early help and a whole family approach.

### Approach

The Government's Troubled Families initiative offers the opportunity to change the way we work with families and try *evidence-based innovative approaches* to improve outcomes for vulnerable families.

The Early Intervention Service was positively commented on by Ofsted during the most recent inspection. Therefore, our approach to Troubled Families will not be a separate initiative, but rather embedded in the Early Intervention Service as a way of working differently to achieve better outcomes.

Families First is required to work with a minimum of 395 families. Our evaluation partner will facilitate a greater understanding of our actual family cohort; those families who need some level of support yet fall outside of the narrow criteria from DCLG. We expect this number to be in the region of 1000+ families and will be commissioning from this perspective in future.

#### **Troubled Families criteria**

Troubled Families must have:

1. Under 18s involved in crime and/or family member involved in anti-social behaviour
2. Child excluded from school or persistently absent – below 85%
3. An adult on benefits

Families must meet at least 2 out of 3 criteria to be eligible

Co-production<sup>1</sup> will be a key part of Families First and future commissioning for EIS. We will ask families what they need and work with them to achieve this. The empowerment and participation of families and children in the design and delivery of services should become accepted practice.

We will develop our approach to commissioning our Voluntary Sector providers so that staff work together in multi-agency teams to build our collective *system capacity* across the children's economy and enrich our practice.

## Early Intervention

The Early Intervention Services Division in Harrow encompasses the Early Intervention Teams, Youth Development Teams, Harrow Tuition Service and Children Centres. The Early Intervention Services Division is responsible for developing and delivering a range of early intervention evidence based approaches in partnership with children, young people and their families. The Division works with children & young people from conception up to 19, or up to 24 for young people with a disability.

A primary aim of early intervention and Families First in particular, is to offer cost effective early help and support to children, young people and their families to help them address major problems early on before they have substantial effects on children's development and attainment. Such activities can act to reduce the long term need for expensive interventions and intervening early can be a cost-effective way of providing essential support and guidance, given the very high costs of dealing with the repercussions of failure (a single extremely chaotic family can cost in excess of £250,000 per year<sup>2</sup>).

Early intervention is vital in supporting the principles of the Government's Troubled Families initiative, particularly by providing resources for the people who will identify families in need of help; make sure they get access to the right services; and ensure that action is taken.

While everyone is focused on the key criteria to *identify* families including: children back into school; reduce their criminal and anti-social behaviour; parents on the road back to work; we should not lose sight of the main success criteria: **to reduce the costs to the taxpayer and local authorities.**

## Obstacles to delivering early intervention services

The practical application of early intervention activities will take place at local level. Local authorities, health bodies and schools procure programmes and services to meet local needs. Commissioners face a number of obstacles to collaborative working and early intervention:

- It is easier to prioritise finite resources on later intervention, particularly given statutory requirements in this area
- Early Intervention and innovative investment is perceived as risky, and is likely to require a period of dual running alongside more intensive support for those suffering from severe problems, before cashable savings can be realised

<sup>1</sup> Co-production means delivering public services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours. Where activities are co-produced in this way, both services and neighbourhoods become far more effective agents of change – Nesta 2009

<sup>2</sup> Cabinet Office – Social Exclusion Report 2006

- There is limited understanding of what works, and the range of evidence on effectiveness of programmes and practice is vast and varying in robustness

## **Understanding our families, understanding what works**

Families with complex needs are described as those who exhibit the following characteristics:

- Domestic violence in the home
- Parental mental health problems
- Substance misuse problems
- Housing or debt problems
- Youth offending or anti-social behaviour
- poor school attendance and exclusions
- Worklessness in the family
- poor or inconsistent parenting
- Parental learning disability.

The national Troubled Families programme has explicitly focused on three of these characteristics while tacitly acknowledging families with these three characteristics are likely to have other problems too; in addition there will be families that do not specifically meet all of the primary Troubled Families criteria.

The relative strengths and limitations of identifying target populations in advance won't be debated here, though 'snapshot' approaches can be helpful in pro-actively identifying families before they present to specialist services. What is clear is any response to the troubled family initiative necessarily has to take a whole family approach.

In developing the Families First project a range of research summaries were consulted to understand what works when intervening successfully with families.<sup>3</sup> The key messages from research state that:

- Programmes are more effective where they build on existing family strengths and address key needs of all family members
- Using robust and clear family agreements about what needs to change and why produce the best results
- Direct work with the family is more likely to succeed than single issue interventions
- The quality of staff and high quality training are essential

A range of specific interventions are frequently cited as proven to work:

- Family Therapy
- Multi Systemic Therapy
- Specific parenting programmes: Triple P Parenting; Incredible Years; Strengthening Families; PAFT

Much of this practice is already embedded within Early Intervention Services and was therefore the most appropriate service in which to deliver Families First.

<sup>3</sup> *Allen Review of Early Intervention (2011); The Munro Review of Child Protection (2011); Ofsted: Edging Away from Care (2011)*

To kick-start the project the majority of the initial cohort was drawn from families already known to EIS. Any Families new to EIS are automatically matched against the criteria and brought into Families First.

EIS has made very good progress in engaging with the cohort of families, but further work is required to improve the interface between specialist services and Families First. Firstly, by developing the offer of a whole family approach where the primary engagement is outside early intervention services; and secondly by commissioning a continuum of intervention from universal services through to high end families.

## **Developments for 2013/14**

### **Governance**

In preparation for the Year 2 delivery a review of the Families First Core Group was undertaken. Initially the Core Group was formed to drive forward the initial delivery of the project. While it achieved its aims it struggled to combine the twin strands of operational delivery and strategic development. To support improved working the Core Group has been replaced by an operational group and a strategic board.

The operational group is small, meets frequently and is the 'getting things done' group monitoring and progressing actions to ensure successful delivery of the project.

The board will hold strategic oversight of Early Intervention, Families First and the commissioning of the full spectrum of family needs. Its focus is the development of a graduated model of intervention based on family needs: from additional targeting through universal services to intensive key worker support; through the Families First model with a menu of additional support options and an individual budget for small items.

The board will also work with and monitor the work of the Evaluation Partner ensuring pathway design, thresholds, level of intervention, menu of additional support and other options for prototyping and design for the overall service is built on evidence and sound financial costings.

### **Dedicated Resource**

The project has recruited 3 additional dedicated Families First key workers and 2 dedicated counsellors. These staff sit in a new dedicated Families First team of seven workers ensuring greater focus on cases, and the progress towards meeting the Payment by Results criteria. The additional resource will develop responsibility for joint-working cases allocated to targeted services. The team will accept direct internal and external referrals once the appropriate safeguarding checks are complete.

### **Worklessness**

The workless element of the Troubled Families agenda is the most challenging of the criteria. For Year 2 the project has funded a dedicated resource from Xcite available to eligible families. Xcite will track those families who achieve employment as an outcome and monitor the progress families make towards job readiness.

Xcite work closely with Reed allowing us to identify additional families referred to the ESF funded programme.

### **Evaluation Partner**

It is vital for the project to identify the costs and outcomes of intervening with families. In particular there should be a review of the impact of interventions on families. But this is only a starting point in what we require from an evaluation partner.

Families First has commissioned an evaluation partner to inform pathway design, thresholds, detailed profiling of families, the level of intervention required, a menu of additional support and other options for prototyping and designing the Early Intervention service.

The evaluation will inform the process for commissioning the full spectrum of family needs from early intervention through to Families First. This will result in a graduated model of intervention based on family needs ranging from additional targeting through universal services, and up to intensive key worker support.

The Institute of Public Care (Oxford Brookes University) have been appointed as the Families First and Early Intervention Evaluation Partner. Learning from Families First provides an excellent springboard for broader EIS commissioning and link up to Universal Services.

### **Team Around the Family**

An effective team around the family approach including family assessment is already embedded in EIS. Future development will include bespoke training to improve TAFs.

### **Personalised Budgets**

Families First introduced an innovative model of individual commissioning as part of a personalised support package alongside highly effective key working. Early indications suggest this approach is having a positive effect. Key workers find that access to personalised support provides an innovative lever to initiate change in families. It also helps to step up the pace of change, building trust with families as they can see the key worker engaging with their issues and co-producing a solution which impacts on agreed outcomes.

### **Intensive Family Support**

Intensive support is well documented in supporting families where there are concerns of neglect, or in those presenting a high level of need. An outline is required of how intensive support will be incorporated into a whole spectrum of support and the thresholds for such support.

The voluntary and community sector are well placed to deliver elements of this type of support, and Families First will seek to develop and test out this area. The community sector could be utilised to deliver a range of pre and post intervention support. For example, we are aware of some families who have yet to engage with FF, but are currently working with a local provider from the community sector. The provider can function as a cost effective preparatory to engagement and intervention by key workers.

### **Stakeholder Engagement**

There is an Early Intervention event planned for October 2013 to share headline information from the evaluation with stakeholders, and to provoke their interest in the agenda. In particular we wish to focus attention on their contribution to service and intervention delivery in future.

This will provide an opportunity for stakeholders and the third sector in particular, to get a sense of our market position and be prepared for when we begin to commission interventions.

We are not yet in a position to jointly commission services or interventions with health partners; nor are we in a position to agree investment to reduce demand for specialist services. But we should explore in more depth what we can achieve in this area. This may involve significant investment from the budget for Families First.

**Police Mentoring**

FF is looking to trial the use of Police Officers as mentors for individual families. The officers would visit families in a non-statutory capacity. There is positive feedback from this approach within the youth offending service.

**Kevin Bartholomew**  
**September 2013**

## **Annexe 3**

### **Criteria for identifying Troubled Families**

To identify troubled families, the Department for Communities & Local Government has asked councils to look for the following:

#### **1. Crime/anti-social behaviour**

Identify young people involved in crime and families involved in anti-social behaviour, defined as ‘households with one or more under 18-year-old with a proven offence in the last 12 months’

AND/ OR

“Households where one or more member has an anti-social behaviour order, anti-social behaviour injunction, anti-social behaviour contract, or where the family has been subject to a housing-related anti-social behaviour intervention in the last 12 months (such as a notice of seeking possession on anti-social behaviour grounds, a housing-related injunction, a demotion order, eviction from social housing on anti-social behaviour grounds)”

#### **2. Education**

Identify households affected by truancy or exclusion from school, where a child “has been subject to permanent exclusion; three or more fixed school exclusions across the last three consecutive terms”

OR

“Is in a pupil referral unit or alternative provision because they have previously been excluded; OR is not on a school roll”

AND/OR

“A child has had 15% unauthorised absences or more from school across the last three consecutive terms”

#### **3. Work**

Once every family that meets criteria one and two has been identified, households which also have an adult on Department for Work and Pensions out of work benefits (Employment and Support Allowance, Incapacity Benefit, Carer’s Allowance, Income Support and/or Jobseekers Allowance, Severe Disablement Allowance) are identified

#### **4. Local discretion**

To make sure the government’s target is met, councils can then use their discretion to identify other ‘high cost’ families as long as two of the measures above. Such local criteria could include:

- Families containing a child who is on a Child Protection Plan or where the local authority is considering accommodating them as a looked after child
- Families subject to frequent police call-outs or arrests or containing adults with proven offences in the last 12 months, such as those who have been in prison, prolific and priority offenders, or families involved in gang-related crime
- Families with health problems such as emotional and mental health problems, drug and alcohol misuse, long-term health conditions, health problems caused by domestic abuse, under-18 conceptions

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Annexe 4 – Payment by Results, 2012/13

Result	Attachment fee	Results payment	Total
<p>They achieve all 3 of the education and crime/ASB measures set out below where relevant:</p> <ol style="list-style-type: none"> <li>1. Each child in the family has had fewer than 3 fixed exclusions and less than 15% of unauthorised absences in the last 3 school terms; <b>and</b></li> <li>2. A 60% reduction in anti-social behaviour across the family in the last 6 months; <b>and</b></li> <li>3. Offending rate by all minors in the family reduced by at least a 33% in the last 6 months.</li> </ol>	£3,200 per family	£700 per family	£4,000 per family
<p>If they do not enter work, but achieve the 'progress to work' (one adult in the family has either volunteered for the Work Programme or attached to the ESF provision in the last 6 months).</p>		£100 per family	
<b>OR</b>			
<p>At least one adult in the family has moved off out-of-work benefits into continuous employment in the last 6 months (and is not on the ESF Provision or Work Programme to avoid double-payment).</p>	£3,200 per family	£800 per family	£4,000 per family

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**REPORT FOR: OVERVIEW AND  
SCRUTINY COMMITTEE**

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<b>Date of Meeting:</b>	22 October 2013
<b>Subject:</b>	Joint working around long term unemployment
<b>Responsible Officer:</b>	Caroline Bruce, Corporate Director, Environment and Enterprise
<b>Scrutiny Lead Member area:</b>	Cllr O'Dell – Performance Lead Environment and Enterprise Policy Lead Environment and Enterprise (to be confirmed)
<b>Exempt:</b>	No
<b>Enclosures:</b>	Service Level Agreement between Jobcentreplus, Local Authority and the Work Programme Prime Providers in the London Borough of Harrow.

**Section 1 – Summary and Recommendations**

This report outlines the council's work to reduce long term unemployment, in the context of the Harrow economy, national and regional policy, and joint work with partners. It complements the September report submitted to Overview and Scrutiny on Regeneration.

**Recommendations:**

Harrow Council continues its activities to stimulate the economy, in order to promote job growth and reduce worklessness.

## **Section 2 – Report**

The resolution will help the Council reduce the demand on the council and wider public sector, by reducing the number of residents claiming Job Seekers Allowance.

### **2.1 Introduction**

This report follows September 2013's Overview and Scrutiny appraisal of Regeneration in North Harrow. The report should be seen as part of the wider Economic Development / Regeneration work to improve Harrow as a Place economic activity, support business within Harrow, and support residents to access opportunity

Addressing long term unemployment and worklessness is a complex issue. This report outlines the issue in the context of

- The Economy – national, regional and local strategies, unemployment trends
- Barriers to Employment
- National provision – Work Programme, Families Programme
- Harrow Council's approach
- Joint working
- Conclusion
- Case Studies

In addressing the above, the report outlines how the council works with others, the performance of its employment initiatives (Xcite) and ends with Case studies illustrating the impact of Xcite's work on residents.

### **2.2 The Economy**

Stimulating Economic Growth is central to addressing worklessness, managing the demand on public sector services, and enabling economic well being. At a national level, the government aims to rebalance the economy by reducing the role of the state and stimulating business competitiveness. Regionally, the Mayor of London announced the Jobs and Growth Plan in May 2013, with a focus on four priorities,

- Skills and employment: to ensure Londoners have the skills to compete for and sustain London's jobs;
- Micro, small and medium sized enterprises: to support and grow London's businesses;

- Digital creative, science and technology: for the capital to be recognised globally as world leading hub; for science, technology and innovation - creating new jobs and growth; and
- Infrastructure: to keep London moving and functioning.

Sub-regionally, the West London Borough Councils are developing a Business Case through the West London Alliance for a Community Budget. The focus will be on support to address worklessness, support business growth and address skills gaps. The aim of the Community Budget is to transform public services and produce better outcomes through co-designing programmes at a more local level. There are currently 4 pilot areas (Cheshire West & Chester, Essex, Greater Manchester, the London Tri Boroughs) and 9 other areas that are developing business cases.

Harrow's economy has shown signs of recovery in the last 3 years, unemployment has reduced, the number of jobs has increased, and the number of empty "shops" has decreased. However, unemployment is still higher than it was in 2008 when the period of economic uncertainty began. According to Jobcentreplus figures, there was a ratio of 1 vacancy to 6 jobseekers in May 2013. (The Universal Job Match data for Harrow in May 2013 showed 2,912 active jobseekers, and 492 vacancies advertised). Not all jobs are advertised through the jobcentre, and a change in JCP systems has led to a (temporary) reduction in advertised vacancies, however the above would suggest that work needs to continue to stimulate job growth.

There are time lags in the data collected to measure worklessness. However irrespective of those lags the broad trends can be summarised as

- Unemployment is falling, but is still above 2008 levels.
- The number of lone parents claiming income support has fallen in the last 3 years.
- The number of Employment and Support Allowance (ESA) claimants is relatively static.

Changes in eligibility criteria for Income Support could explain the decline in lone parent claimants. (Lone parents are required to seek employment once the youngest child is aged 5 years.) One could expect this to inflate JSA numbers, but the number of JSA claimants has also declined.

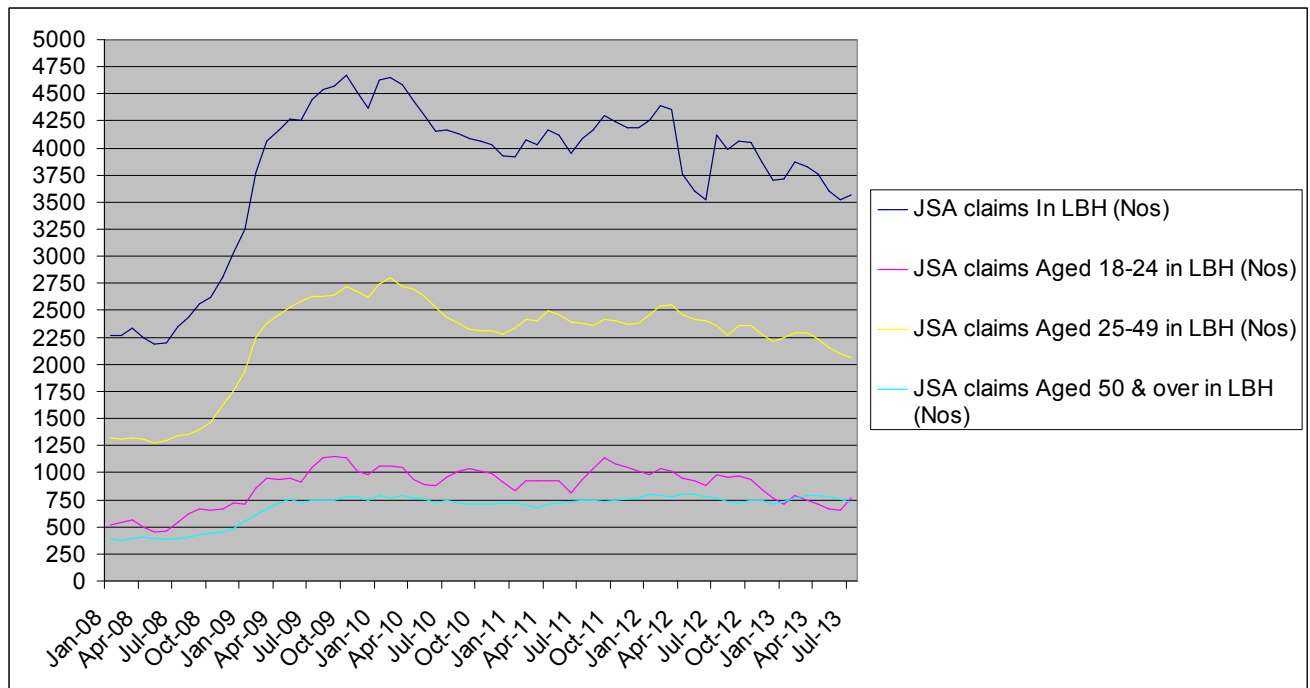
The support needs of ESA claimants is one reason for the lack of change in the number of claimants. ESA is split into two categories, the Work Related Activity Group and the Support Group. Claimants on the Work-Related Activity Group are required to "go to regular interviews with an adviser. The adviser can help with

things like job goals, improving your skills, work-related issues” (Direct.gov.uk Benefits and Credits Employment and Support Allowance) Clients on the Support Group “don’t have to go to interviews, but ..can ask to talk to a personal adviser if [they] want to.” Claimants are usually in this group if [their] illness or disability severely limits what [they] can do.” (Direct.gov.uk Benefits and Credits Employment and Support Allowance). A breakdown of claimants on the Support Group and Work Related Activity Group is not available.

Table 1 Benefits

	JSA	Lone Parent / Income Support	ESA / Incapacity Benefit
May 2013	3,605	1,460	6,860
Feb 2010	4,320	2,390	6,810

Table 2 JSA 2008 - 2013



### 2.3 Barriers to employment

The report What Works Tackling Worklessness in London stated barriers to employment include *Low skills (literacy, innumeracy, ESOL), Cost of childcare, Discrimination in the labour market, Debt, Substance abuse, Health, Criminal record, Homelessness, Attitudinal issues (low motivation and confidence).* The

Mayor's Jobs and Growth Plan identifies Skills and employment as a key barrier to employment. That strategy states the need to ensure Londoners have the skills to compete for and sustain London's jobs, and includes sub strands to work with boroughs to promote local recruitment, provide additional funding to promote apprenticeships, and provide an effective careers service for Londoners and employers.

The council's Economic Development team produces a monthly Economic Dashboard, which shows that the highest incidence of unemployment in Harrow is amongst lower skill occupations. The relationship between commuting distances, skill levels and travel costs was demonstrated in GLA Working paper 36 which stated the lower the skill level and salary, the shorter the commuting distance that a worker undertakes.

The relative shortage of jobs to jobseekers (JCP data), and the propensity of unskilled and low skilled workers not to commute suggests the need for a twin track approach to tackling unemployment. This approach would include creating new jobs and supporting residents to enter those jobs (and existing jobs). Section 2.4 outlines the council's broad approach to create jobs. One rationale for the work to regenerate Harrow Town centre, is that it has the highest concentration of jobs in the borough and the Town Centre offers entry level jobs, providing opportunities for lower skilled workless residents.

## **2.4 National Provision**

### **2.4.1 The Work Programme**

The Work Programme is the government's central initiative to support long term unemployed claimants into employment. The Department for Work and Pensions (DWP) has a budget of £5 billion to deliver the Work Programme (WP) over a 5 year period until 2016.

Claimants on JSA for 12 months or more are mandated onto the WP. Disabled people, people with physical and mental health problems and ex-offenders can be referred to the programme earlier. The Department for Work and Pensions pays prime contractors for a sustained job outcome that reflects the difficulty of helping long-term claimants back into work - six months or more for most JSA claimants, or three months for those with particular challenges to getting a job.

Operational delivery of the programme in London has been contracted to six prime providers (Primes), so they can contract work out to other providers. Three are located in West London Contract Package Area (CPA) and three in East London CPA. The three in West London are Ingeus, Maximus, and Reed.

In London the WP has had 70,470 referrals and has achieved 18,500 sustained job outcomes. Table 4 shows performance in Harrow for the 2 year period to

March 2013. It details the number of attachments (claimants that joined the Work Programme) and the number of job outcomes (clients getting work and staying in work for 6 months or more).

Table 4 Work Programme Performance

Payment Group	Attachments	Job Outcome (6 months or more sustained)	% Job outcomes (6 month or more sustained)
JSA 18-24	260	40	15.4
JSA 25 and over	1520	220	14.5
JSA Early Entrants	280	40	14.3
JSA ex Incapacity Benefit	10		
ESA Volunteers	130		
New ESA Claimants	290	10	3.4
ESA Ex Incapacity Benefit	130		
Incapacity Benefit / Income Support Volunteers	10		
JSA Prison leavers	20		
Total	2640	310	11.7

#### 2.4.2 DWP Families Programme

DWP awarded Reed in Partnership the national delivery of the Families programme designed to aid families facing multiple barriers to work in 2011; the London contract alone was valued at £24 million

The following summarises the Families programme



- Designed to help families with multiple problems back into work.
- 3 year project
- Harrow allocated 600 places.
- Support lasts for 12 months.
- 1 member of the family must be on an employment related benefit, although they themselves do not have to participate if they choose not to.

An Economic Development Officer (also Xcite Project Manager) acts as the Single Point of Contact with Reed. The Officer developed the council's Agreement with Reed and the referral process. The officer is responsible for facilitating operational links with council services, facilitating referrals and meetings with clients, and ensuring space for 1-2-1 consultations with referrals.

The programme experienced early staffing difficulties and there were issues with the length of time it took for Reed to process a referral from Harrow Council. We are now into year 2 of the programme and these difficulties have been resolved. Performance to date shows that 207 have joined the programme and 12 have entered employment.

### **2.4.3 Work Choice**

Work Choice is funded by Job Centre Plus/ DWP for people with a disability or health condition who are looking for work or need support to remain in work. Support is offered to the participant and employer offering work for up to two years after a job starts.

The offer from Work Choice includes

- One to one support from a Personal Adviser
- Job search support (interview Techniques and CV writing)
- Confidence building
- Access to support from specialist healthcare organisations
- Vocational training
- Work placements

Seetec has been commissioned to deliver the West London contract. It is located in Rayners Lane. Claimants can also be referred to Remploy, a national training provider, with an office in Waterloo.

The council's Xcite project has reciprocal referral arrangements with Seetec and Remploy, both organisations the Job Fairs organised by Xcite.

Performance figures are not available to us at borough level.

## 2.5. Harrow Council

At a local level Harrow council's approach to promote job creation and support residents into employment can be summarised as

- a proactive planning policy to secure investment (Kodak, Royal National Orthopedic Hospital), and provide premises for business (innovation centre Stanmore, incubation space Colart)
- use the planning process to secure funds for employment and training initiatives and to agree employment and training plans with developers (Goodwill, Canning Road, Douglas Crescent, Station Road, Northolt Road, Honeypot Lane developments, future contributions from Kodak and RNOH sites).
- invest in public realm improvements in town centre to stimulate investment and spend (safeguarding existing businesses and therefore jobs and attracting new business and business growth thereby supporting job creation)
- work with banks and business support agencies to promote access to finance and to develop the skills of Harrow businesses (safeguarding existing businesses and jobs, attracting new business and business growth thereby supporting job creation)
- promote local supply chains and the use of local labour and provision of training opportunities through the procurement process. .
- direct delivery of employment support through the council's Xcite projects
- co-ordination of activities and progression routes with strategic partners (Jobcentreplus, Further Education Colleges, training providers)

The council directly supports residents into employment through its Xcite projects. The first projects started in 2008, since then there have been 9 "Xcite" projects supporting residents into work. Table 5 provides a summary of those projects, funding received, and performance against targets.

In the last 5 years Xcite has also secured section 106 funding through the planning process. This has been money from developers to fund a construction employment initiative to support residents access training (apprenticeships) and employment opportunities on site. Table 6 outlines funding and outcomes resulting from the construction initiative. In addition to Section 106 monies, Home Group provide a small sum (£5k p.a.) to help their tenants secure employment on

the Rayners Lane estate. Future funding for employment initiatives have been negotiated on the Kodak, Royal National Orthopaedic Hospital, and Colart sites. Payment will be triggered on commencement of development.

The provision offered by Xcite must conform to the criteria of the funding body. In 2012/13 a Growth bid was submitted on behalf of Xcite as part of Harrow Council's MTFS process. The growth bid responded to the localisation of council tax benefits and welfare reforms (including housing benefit caps and the forthcoming introduction of universal credits). The proposal calculated it would provide better value for money to support workless residents into employment and help them stay in their homes and pay council tax, than dealing with potential homelessness. (In this instance unit cost is calculated by dividing the total budget divided by number of clients into employment. The Xcite unit cost is far lower than housing a homeless family in Bed and Breakfast (£7,000 for 10 weeks) and lower than the proposed maximum £25,000 per annum universal credit payment.

The Growth bid was developed by officers in Economic Development, Revenues and Benefits and Housing, and approved through the budget setting process. In the 2013/14 financial year, Children Services commissioned Xcite to provide structured employment advice and support to working age members of families they are working with.

Xcite's provision in 2013/14 can be summarised as

- support working age adults referred by Family First key workers (These clients have multiple issues that collectively make social and employment inclusion more difficult)
- help to get into work residents affected by changes in housing benefits and council tax benefits (including referrals from the Harrow HELP scheme).
- Support residents into employment and training on construction sites in Harrow.
- providing residents with access to training and employment opportunities through job fairs

Xcite's provision must conform to the requirement of the funder, but the delivery model is tailored to the needs of the client / client group. As a result Xcite will adapt to meet different support needs. For example, Graduates on the X21 programme had little or no work experience, but they were motivated, therefore provision was tailored to provide short focussed project work which could help them gain experience and demonstrate their skills. This in turn helped the graduates market themselves more effectively and secure jobs after the

placement ended. Other clients may have work experience but lack confidence and motivation. Xcite's generic programme of support can be summarised as

- Initial contact with resident to explain the support offer
- Attendance at Work Club workshop(s) – CV writing, completing application forms, job search, interview practice, identifying transferable skills, motivation and confidence building.
- 1-2-1 Information advice and guidance, assessment of need, aims and aspiration. Identification of barriers to work.
- Referrals to Basic skills ESOL, English/Maths,
- Work specific training Security Industry Authority certification, Food Hygiene qualifications
- Volunteering, work experience
- Support is not time limited
- In work support – pastoral care
- Travel expenses to interview

This work is delivered from Council premises at the Civic Centre but additional outreach delivery is from the Beacon, Rayners Lane, Children's Centres and Job Centre Plus.

The construction model includes

- Outreach
- Initial Assessment
- Work placement / training placement
- Provision of Construction Skills Certification Scheme (CSCS) card
- Provision of Personal Protective Equipment
- Ongoing liaison with the college and employer
- Support is not time limited
- Ongoing pastoral support to the client
- Travel expenses to interview

As mentioned above, the primary focus of (non construction) activities are to support residents affected by welfare reform and adults referrals from Family First key workers. However, any workless resident can attend a Work Club and any resident can attend the job fairs that are organised with employers and training providers.

The Job Fairs in 2012/13 had an attendance of 1223 jobseekers, 57 employers, and 35 training providers. The Job Fairs held in June 2013 attracted 232 job seekers, 10 employers and 10 training providers, in September 427 job seekers attended and 33 exhibitors of which 13 were employers.

Table 5 details the number of residents supported through the various employment projects delivered by Xcite. Up until this financial year only the LDA in 2010/11 required Xcite to track the duration of an employment programme. Xcite is currently contacting over 1,000 former clients to determine their employment status and identify whether clients that were helped into work are still in employment.

In the same way that schools may teach the national curriculum but operate to a different ethos and get different results. Employment providers tend to include similar provision, for example “teaching” employability skills and jobsearch techniques, but they operate in a different manner from each other.

London Council’s “Getting London Working” report argues that local government employment initiatives are performing better than Work Programme providers. It claims that the ambition for the Work Programme to deliver personalised tailored support is not being met, and that “Planning at a national level for local circumstances is not providing the best outcomes for local people”.

It is easy to be critical of provision and it is difficult to make like for like comparisons between different programmes. There are though some key “Unique Qualities” that Harrow Council’s Xcite project provides. These can be summarised as

- Local knowledge; job brokers are qualified to provide Information Advise and Guidance, they know the local labour market and emerging patterns and can advise accordingly.
- Local networks; the job brokers have developed extensive links with local employers and local community agencies (eg Harrow MIND, Harrow CAB, etc). The job brokers are aware they are part of bigger picture and will offer support to other organisations outside the Council.
- Xcite is integrated into the work of Harrow Council. It works with with Familes, Adults and Housing, Revenue and Benefits and the Planning service.
- Ongoing staff development (Advisers are encouraged to seek development opportunities).
- Emphasis on in depth interviews with clients to build rapport, understand the clients barriers to work, and build trust. (This contrasts with clients claims that JCP interviews that last minutes with the aim pushing them into any job.)

Tables 7 and 8 provide examples of case studies demonstrating where Xcite has supported clients into work and also where the project did not secure the intended outcomes. Table 8 has been provided to demonstrate how difficult it is to help a resident into work.

In terms of value for money the following table summarises the immediate cost to the council of Jobseeker Allowance claimants also claiming support from the council tax support scheme.

Table 5

JSA Claimants	3,526
JSA claimants claiming Council Tax Support (from Harrow Council)	1,229
Cost to the council of JSA claimant in council tax scheme if band D (council pays 77.5% of council tax) Band D £1,513.28 (more than 1 resident) Band D £1059 (single person)	£1,172 £820.
Cost to the council of JSA claimant in council tax scheme if band A (council pays 77.5% of council tax) Band A £1,008.85 (more than 1 resident) Band A £756.37 (single person)	£781 £586
Cost of Bed and Breakfast Homeless household for a year	£8,000
Number of families currently in B&B	100
Families potentially affected by changes in benefits	350

In the first two quarters of this financial year 92 residents have been supported into employment, by Xcite of those 29 were funded through section 106 and 63 by the council. Supporting an unemployed resident into work reduces the call on the council tax scheme.

Xcite's Work with Families First should also be noted. Families First is a programme which seeks to identify families who meet various deprivation criteria and through coordinated intervention improve family outcomes. Families First has obtained considerable benefits from working with colleagues in Economic development. Harrow Council was able to claim £10,400 for the long-term unemployment clients who have been found work through the Xcite program. It is expected that the Families First program will be able claim addition funds in future through the Xcite program

## 2.6 Work with Partners

Partnership working lies at the heart of how the council tackles unemployment. The journey for a client on the construction employment initiative is only possible because of joint work

- between Economic Development, Planning and Legal Services to enter into agreement with Developers
  - between Xcite and the main contractor and sub-contractors to identify employment, placement and apprenticeship opportunities
  - with Jobcentreplus and partners to identify clients
  - with the colleges to provide opportunities for college students and to secure training for unemployed clients
  - The journey of a client attending a Work Club could have included
  - referral from a partner for example Jobcentreplus, Harrow Citizens Advise Bureau, or the HELP scheme
  - joint work between Housing, Revenues and Benefits and Jobcentreplus to identify residents most affected by benefit changes
  - referral to a training provider / college to acquire basic and / or vocational skills
  - securing employment or a placement with a company exhibiting at a Job Fair organised by Xcite

The Council's work with Reed is outlined in section 2.4.2 In addition to this work, the council has a Service Level Agreement with Jobcentreplus and the Work Programme Providers, manages the Harrow Skills and Employment Group.

The SLA with Jobcenterplus includes aspirations to reduce the claimant count, and details how the council will work to support job growth (outlined in 2.X and JCP will develop tailored provision for Harrow and ensure welfare to work providers deliver to contract.

In respect of Jobcentreplus this includes

- Weekly contact with business development managers and advisers
- Weekly outreach by Xcite and Xcite Construction adviser at Kings House (Jobcentreplus)
- Quarterly meetings with Jobcentreplus and the Work programme providers to share information, and to manage referrals from the Work Programme. (Xcite has volunteered to provide on-going support to clients leaving the Work programme without employment)
- Co-marketing of Job Fairs to job seekers
- Jointly delivered Work Clubs with sessions from Jobcentreplus and Xcite staff
- Supporting clients mandated by Jobcentrpelus to attend Xcite provision

Membership of the Harrow Skills & Employment Group comprises Jobcentreplus, Skills Funding Agency, National Apprenticeship Service, Central & North West London Mental Health Authority, Skills Development Agency, Third Sector Potential (Community Interest Company), Reed in Partnership, JTJ Work Skills, Stanmore College, Harrow College, Home Group (Housing Association),

A2Dominion (Housing Association), Wiseworks, Ignite, Harrow Association of Disabled People, Harrow Citizens Advice Bureau, and Mind in Harrow. In addition representatives from the following council services attend, Family Learning, Harrow Services for Young People, Adult Community Learning, X16, the Children's Centres

The Group provides

- Networking and information exchange,
- Updates local providers on current issues, (for example presentations from Skills Funding Agency, National Apprenticeship Service, and Jobcentreplus
- Co-ordination of provision to maximise take up
- Identification of gaps in provision
- Development of partnerships for funding opportunities, bringing resources into Harrow.

One practical example of Joint Working was securing vacancies at the New London Designer Discount Village. The Skills Development Agency facilitated joint working with Brent which resulted in vacancy sharing and employers advertising their jobs at the September Job Fair. That Job Fair included 13 employers and 20 training providers. It provided an opportunity for members of the Skills and Employment Group to refer their clients to meet employers and discuss vacancies face to face.

## **2.7 Conclusion**

There are a complex interplay of factors to address to reduce worklessness, these need to be addressed at a national, regional and local level. Harrow Council's provision can be aligned to the Mayor's strategy for Jobs and Growth in London.

Fundamental to tackling worklessness is working with partners to tackle the barriers faced by workless residents.

The council has developed a range of internal and external partnerships to refer and support residents through their journey into employment. It has also developed policies to stimulate job growth through the planning and procurement process. It funds the Xcite programme to support residents that are likely to have a big impact on the council's budget if they become homeless because their housing benefit is less than their rent.



Project name	Value Funder name	Amount	Client Group	Targets	Actual performance
December 2008 – March 2010 Xcite	LDA ESF	£250 K Of which £83,500 was awarded to voluntary sector partners	Black Asian Minority Ethnic) (BAME) Lone parents Over 50s Disabilities (Harrow residents)	Starts 123 Jobs 26 Sustained employment after 6 months 10	Starts 152 Jobs 26 Sustained employment after 6 months, 11
Outreach and Personal Advice Xcite  Dec 08 – Mar 2010	DWP West London Working	£150K	Social housing tenants mainly parents on low incomes with carer/parental responsibilities who are social housing and or in temporary accommodation (Harrow residents)	200 starts 59 residents to cease claiming benefits. 66 residents in training from targeted groups. 120 accessing mainstream provision from targeted groups. 200 Libra Action Plans, drawn up and implemented by March 2010.	229 Starts 48 Jobs
Future Jobs Fund  October 2009 – March 2010	DWP West London Programme, led by London Borough of Ealing	£6,500 per clients supported into employment. Less M&A from lead body = £5,300 (Therefore £222,600 was secured for Harrow in wage	18 -24 age group, uemployed for between 39 and 52 weeks, Or live in unemployment hot spots (where unemployment is 1.5% over national average Harrow residents	Provide 6 months paid employment to eligible clients. There were an estimated 70 .young people that met the eligibility criteria December 2009.	42 into 6 month sustained employment.

		subsidies and training allowances for clients)			
Childcare affordability (CAP) April to December 2012. however contracted terminated 2010.	LDA ESF pilot (terminated at 9 months)	£250K	Families with Children aged under 10 Income less than £20k p.a. Harrow residents	378 starts 250 job entry 203 sustained employment (12 months In work)	The LDA terminated the programme with all London boroughs in December 2009. Projects were allowed to continue to work with clients until Marc 2011, but could not recruit new clients. .In 9 months Xcite had supported. 50 clients into Jobs > 16 hrs 40 clients Jobs < 16 hrs
Xcite Construction Training Initiative	Section 106 Honeypot Lane July 2008 – July 2012	£250k	Harrow workless residents	65 jobs 120 CSCS Cards 12 Apprenticeships 9 Training opportunities linked to a job 4 Careers Fairs 27 Qualifications	65 jobs 179 CSCS Cards 13 Apprentices 9 Training opportunities linked to job 4 Careers Fairs 23 Qualifications

X21 Graduate scheme 202/13	Flexible Support Fund	£48k	Harrow recent Graduates on JSA	<ul style="list-style-type: none"> <li>• Starts 48</li> <li>• Jobs 22</li> </ul>	<ul style="list-style-type: none"> <li>• Starts 60</li> <li>• Jobs 50</li> </ul>
Xcite Work Clubs 2012/13	Residual reward grant		Harrow workless residents	No target	72 jobs
Xcite Markets 2012/13	Flexible Support Fund	£38k	Harrow residents on JSA	30 participants	30 achieved
Xcite 2013/14	Harrow Council	£155k	Family First referrals (multiple barriers, eg inter-generational employment, criminal activity, child truancy etc) Residents affected by Housing Benefit Cap, Council Tax Benefit, referrals from HELP scheme. Workless Harrow Residents	20 jobs  80 jobs	Q 2 performance 63 jobs . of which 11 referrals from Housing / HELP.and 1 from Families.
Xcite Construction Training Initiative 2013/14	Section 106	£100k	Harrow workless residents	110 Registered 45 jobs 68 CSCS	Q2 performance 29 jobs 1 apprentice 47 Registered 14 CSCS cards

Table 7 Positive Case Studies

<p>Sonia is a lone parent of 3, the youngest aged 8 years old. Sonia was referred to me from the Job Centre Plus and was in the process of being transferred from Income Support to Job Seekers Allowance. This transition created a lot of anxiety as she had been out of work for 29 years, had a number of health issues and no solid Childcare support, an extra concern for her was that her child was extremely clingy and sometimes suffered from panic attacks if anyone else looked after her. Sonia felt this prevented her from finding the right employment. Sonia had completely procrastinated so we worked together over a number of months mainly to build her confidence and self motivation in order to get her to the level of even applying for work. Sonia is now working as a Catering Assistant for a local Secondary School and has been informed that she has passed her probation period. This job suits her perfectly as it is part-time 10am – 2 pm so she is able to take her child to school and pick her up when school finishes, it is also term time only so again she does not have to worry about childcare when her child is on school holidays an issue many parents face, particularly when you are a lone parent and as a result her health and sense of well-being has improved enormously.</p>
<p>“G came here from Spain a few years ago having studied to become a teacher in Spain. Although she had done some private tuition she had never really had the chance to work in a school. She came to London in the hope of finding a teaching job but her plans had to be put on hold when she found herself alone with two children. She was really demoralised and her confidence at an all time low and she was on the verge of giving up. Xcite helped her to find work experience in a Nursery and gave her advice. She was not filling in her application forms with enough information. When we went through a few together she understood how to really sell herself and eventually found a <b>job in a school</b> as a teaching assistant. The school has expressed an interest in helping her to build her experience and G feels very positive about the future. The thing she found really useful was the moral support she was given and the firm but gentle push she was given each time she felt her attempts were futile. Her perseverance paid off but she may well have given up with the support she got. “</p>
<p>“M has 5 children and was unable to find work to fit around her family. She was a bright and intelligent woman but had never worked since being a teenager. She was now 35. M just needed someone to talk to and be guided on her CV, application form filling and interview skills. She attended every workshop Xcite ran alongside her 1-2-1s. She came to CV writing, interview training, job search, confidence boosting and goal setting. Within a week of starting to send her CV she <b>got a job as a carer</b> with NVQ training prospects. Her confidence has risen and she is really happy with the support she got from Xcite.”</p>
<p>“D is a new recruit , she started on the Xcite Project about 6 weeks ago. She is in her early 30’s and has 2 children under 9 year of age. A young parent, who</p>

wants to be a fitness trainer as she has done courses in this. After signing her up, a week later there was a Health and Wellbeing event taking place at the Council. There were local organisations eg. fitness centres, health care etc, all promoting their services and products. I spoke to the manager of one of the fitness centres about D and arranged an interview for voluntary work. D was successful in her interview and secured a placement at the fitness centre, taking classes with the manager to start of with.

D was very thrilled at how quickly it all happened. The confidence and the motivation that she got was great because not only did she secure the placement at the **fitness centre** but she also landed herself a **job** which she can work around her child and voluntary work at the fitness centre. D feels that after all the setbacks that she has had, she now feels that she is on a roll with new confidence and motivation to keep her on track and focused.”

F is a lone parent of 3, the youngest aged 8 years old. F was referred to me from the Job Centre Plus and was in the process of being transferred from Income Support to Job Seekers Allowance. This transition created a lot of anxiety as she had been out of work for 29 years, had a number of health issues and no solid Childcare support, an extra concern for her was that her child was extremely clingy and sometimes suffered from panic attacks if anyone else looked after her. F felt this prevented her from finding the right employment. F had completely procrastinated so we worked together over a number of months mainly to build her confidence and self motivation in order to get her to the level of even applying for work. F is now **working as a Catering Assistant** for a local Secondary School and has been informed that she has passed her probation period. This job suits her perfectly as it is part-time 10am – 2 pm so she is able to take her child to school and pick her up when school finishes, it is also term time only so again she does not have to worry about childcare when her child is on school holidays an issue many parents face, particularly when you are a lone parent and as a result her health and sense of well-being has improved enormously.”

“One of my client’s J has been a full time mother and had one short term job after leaving school. She left school with no formal qualifications but developed her computer skills at home.

J came to see me in March 2010 after she had heard about Xcite for Parents project via her Advisor at Jobcentre Plus. J wasn’t confident and said that she had been actively looking / applying for jobs but with no success and not even getting short listed or getting an interview. She had childcare issues / commitments.

When she met with me, we re-wrote her CV and went through how to fill in application forms effectively.

Couple of weeks later a **job** came up within the council, I told her to apply and complete the application form which she did, she was shortlisted and invited for a

interview, I gave her a mock interview to see how she comes across and how confidently she would answer the questions. J had her interview and few days later she was offered the position of an **administrator** within the council. She started her job in June. I have spoken to her after she started her job to see how she is getting on and if she is enjoying it, she is very thrilled and enjoying it very much. She had only been on the project for less than 8 weeks.”

\*E, a lone parent of 2 children had been working as a Lunchtime Supervisor at a local primary school for 10 hours per week but felt it was time to move on and increase her working hours.

Soon after \*E realised that it was going to be difficult to find work that will fit around the job she already has and decided that she would leave in order to increase her availability and in turn her employability.

In the Summer I asked E if she would be interested in joining the Marks and Start programme, I explained that it was a joint venture with Marks and Spencers and the Gingerbread charity (a charity for one parent families), a combination of a 3 day pre-employment training followed by a 2 week work experience placement at a Marks and Spencer store with a view that if they pass their accreditation and perform well, they will be considered for any vacancies. \*E was pleased to accept this opportunity and performed extremely well.

During E’s placement she was approached by a gentlemen seeking help, who required shoes that were not available to him in store. E offered options on how to obtain these shoes to which he was pleased. He was a mystery shopper who also happened to be one of the directors. His feedback was very positive on E’s performance. He noted she was on 'work experience' due to her badge, so even more impressed with her conduct and customer service skills. E consequently was offered a temporary contract with her local Marks and Spencers branch for the Christmas period and more recently has been offered **employment** at a local Sainsbury’s branch”

Table 8

Mrs H. Housing referral – Secured employment August 2013, as a cleaner for a hotel chain. She provided a pay slip showing £48 total for 3 days work cleaning 8 large rooms with bathrooms. Mrs H is required to clean them to the required standard, no matter how long this takes for £1.44 per room. Mrs H has asked her adviser to help her find another job as she can not afford to work for this level of pay.

Miss B had a criminal record following several years of a custodial sentence. She had very low morale and confidence. With intense support from her adviser, she applied for a council department vacancy. Miss B was offered the post despite fully disclosing her past in a competitive interview. (She was coached to enable her to be honest in her responses and able to discuss the offence). Routine

checks revealed Miss B was several hundred pounds in debt to the council and the job offer was withdrawn

The Xcite Construction Broker negotiated apprenticeship opportunities with a local contractor, He spent 8 weeks preparing clients for work on site. Mr T was offered work on a construction site having impressed the company in a competitive interview and they agreed to pay for additional training and make him an apprentice. The offer was withdrawn after routine testing for illegal substances revealed his drug use.

Mr A is facing benefit cap sanctions and been offered help from Xcite, as both he and his wife are unemployed. Mr A refuses to allow Mrs A to work, and claims that as the father of six children he must stay at home to look after them. He has bitten his doctor.

## **Section 4 - Contact Details and Background Papers**

**Contact:** Mark Billington, Head of Economic Development and Research, tel 020 8736 6533

**Background Papers:** SLA Jobcentreplus Harrow Council, Grant Applications CAP09, CTI Evaluatuion

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## **Service Level Agreement between Jobcentreplus, Local Authority and the Work Programme Prime Providers in the London Borough of Harrow.**

### **Background**

This Service Level Agreement<sup>1</sup> outlines the approach that Jobcentreplus, London Borough of Harrow Local Authority and the Work Programme Providers, Ingeus, Maximus, and Reed in Partnership will take to reduce worklessness in the Borough of Harrow in 2013 / 2014

This Service Level Agreement will be underpinned by a Joint Action Plan that will be used as the vehicle to monitor performance against agreed action.

The Agreement will be reviewed by partners on a quarterly basis. Actions will however be progressed on an as needs basis throughout the year.

The Service Level agreement recognises that Jobcentreplus, the Local Authority and the Work Programme Providers should work collaboratively to achieve these targets. It acknowledges that other important partners include the Further Education Colleges, Harrow College and Stanmore College and a range of community employment projects which deliver specialist services to Harrow's most vulnerable residents.

### **The aspirations for unemployment levels in Harrow in 2013/14:**

- **Reduce the JSA register by 4% to fewer than 3688 by September 2013, with a further reduction of 4% by March 2014**
- **Reduce the 18-24 claimant count from by 20% from 735 to 588 by March 2014**
- **Reduce the register size for those claiming JSA for over one year by 8 % to 3534 by March 2014.**
- **Increase the percentage difference between Harrow and rest of London in respect of JSA claimants. (current baseline difference is 1.6%)**
- **Increase the percentage difference between Harrow and rest of London in respect of JSA claimants aged 18-24**

### **Working in Partnership:**

Under this Service Level Agreement, the Enterprising Harrow Steering Group and Providers Group will provide the formal structures for partners to develop and implement the strategies required to achieve these targets. The Group includes Harrow college, Stanmore College, Harrow in Business, West London Business and North West Chamber of Commerce.

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<sup>1</sup> This is not a binding contract, this is an aspirational objective to meet the needs of the community

Under this Service Level Agreement, Harrow Council will provide the Chair for the Enterprising Harrow Steering Group.

The Local Authority will provide the secretariat for the board.

A representative from local providers will Chair the Provider Group.

Jobcentreplus will appoint a Senior Manager for Harrow Jobcentre to lead on the Provider Group issues on behalf of Harrow Council.

The Work Programme Providers will provide appropriate representatives to the Provider Group.

To support this agreement all partners will explore the potential for working collaboratively through co-location. This will include Jobcentre services being delivered from Work Programme Provider and Local Authority premises and also Work Programme Provider and Local Authority services being delivered at Jobcentreplus premises.

#### **The Employer Offer:**

These reductions cannot be achieved unless all parties work collaboratively to ensure that there is a transparent and effective offer for Harrow Employers and that Harrow residents have access to a wider Labour Market across Borough boundaries.

Harrow Council's planning process enables the creation of training and employment opportunities. These opportunities are formalised in legal agreements with the developer and require an agreed Employment and Training Plan to be agreed between the developer and Council. Employment and training opportunities through the construction phase will be managed by the council's construction training initiative and opportunities will be advertised with Jobcentreplus.

Harrow Council's Sustainable Procurement policy promotes the creation of local supply chains and create employment and training opportunities for our residents.

It is the council's objective to ensure that the following will be supported to secure these opportunities

- workless residents threatened by homelessness
- workless members of families identified as having multiple needs.

Jobcentreplus and the Work Programme providers will identify suitable clients that are Harrow residents for vacancies and training opportunities generated through the above.

Harrow Council will provide referrals to the DWP/ESF funded Families Programme delivered by Reed in Partnership. The provider will ensure that all referrals are provided with an initial assessment. The provider will notify Harrow Council of those referrals that have been accepted onto the Families Programme and those referrals not accepted onto the programme. The provider will notify Harrow Council of the outputs delivered by Harrow residents in accordance with the contracted outputs they are funded to deliver.

### Jobcentreplus Offer

Jobcentreplus will ensure Welfare to Work providers deliver in accordance with contract. Jobcentreplus will provide named representatives to support Harrow Council in resolving issues relating to the underperformance of Welfare to Work providers. Jobcentreplus will raise Harrow Council concerns with the Work Programme providers.

Jobcentreplus will develop a bespoke employer offer for Harrow Employers that is responsive, effective and ensures that Harrow residents are able to compete for Harrow jobs. It will work in partnership with the Work Programme Providers, and other partners (including Harrow College and Stanmore College) to ensure that Harrow unemployed residents have the skills required to compete for vacancies.

Jobcentreplus will also make full use of the "travel to work" area for Harrow residents, working collaboratively with Jobcentres and Employers in the surrounding Boroughs, to ensure that Harrow residents can compete effectively for all available jobs.

Jobcentreplus will work in partnership with the Enterprising Harrow Steering Group (including Harrow in Business and the North West London Chamber of Commerce) to maximise the support available to residents who wish to follow a self-employment path out of unemployment. In addition Jobcentreplus will promote the use of New Enterprise Allowance Programme to support Harrow residents into self-employment.

### **Addressing barriers:**

The aspirations set out in this document cannot be achieved unless all partners work collaboratively to address the barriers faced by unemployed residents in Harrow. The Local Authority will work with all partners to develop strategies that address the key barriers of residents for whom ESOL, literacy and numeracy and childcare into employment.

Jobcentreplus will use the Flexible Support Fund in the Borough of Harrow to ensure that recognised barriers are addressed through co-ordinated programmes of support.

To facilitate the effective use of the Fund, and to engage at a local level, JCP [Partnership Leads] have contacted Local Authorities (LA) to discuss the possibility of Districts providing support through match funding to finance expansion of LA programmes supporting Jobcentre claimants to overcome any barriers to work they have and move into employment.

The District is tendering with not for profit organisations to provide support through Grant Funding to finance the expansion of their programmes which also support Jobcentre claimants to overcome any barriers to work they have and move into employment.

Jobcentreplus will monitor the effectiveness of programme delivery to ensure that barriers are being addressed.

The Work Programme Providers will continue to offer bespoke support to long term unemployed residents, helping them to move into employment. This will also provide feedback on barriers faced to inform employment support delivery across the partnership.

## **Data Sharing Protocol**

We will adhere to the data sharing protocols set by the Department for Work and Pensions with Harrow Council.

## **Employment services of the future:**

In an ever increasingly digital age, where Universal Credit will be principally an online service, it is essential that all partners respond collaboratively to meet the needs of employers who are using on line services as the recruitment method of choice and unemployed residents.

Jobcentreplus will work with employers, unemployed residents and partners to ensure that Universal Jobmatch is the preferred method of recruitment and that unemployed residents have the digital skills to navigate online services.

The Local Authority will promote online services, through its own Website and look to increase accessibility of digital services in Council offices and libraries.

The Work Programme Providers will ensure that access to online employment opportunities is a key component for every long term unemployed claimant and will work with them to ensure that they have the skills to compete in the digital era.

## **Addressing embedded deprivation and embracing Social Justice**

The aspirations set out above focus on reducing worklessness over a one year period. However Jobcentreplus, the Local Authority and the Work Programme Providers all recognise the need to develop existing strategies that support those furthest from the Labour Market. All partners to this agreement will therefore continue to work collaboratively, to address the needs of our most deprived residents.

The Local Authority, Jobcentreplus and the Work Programme Providers will work collaboratively to support those impacted by the benefit cap through effective employment solutions and build the taskforce to facilitate the implementation of future welfare reform.

All partners will continue to develop strategies which tackle the key areas of gangs, ex-offenders, drugs and alcohol addiction, deprivation in localities, troubled families, homelessness, debt and support for those with mental health conditions and disabilities.

Although this agreement does not propose specific targets for this agenda, it recognises that co-ordinated activity in these areas together with a focused approach on tackling unemployment will result in an overall reduction in those claiming Out of Work Benefits in the Borough of Harrow by 31<sup>st</sup> March 2014 and all partners will monitor performance trends to ensure that longer term objectives remain on track.

Mark B. Hinton

**Signed:**

**On behalf of the London Borough of Harrow:**

**Date: 22 March 22, 2013**

**On behalf of Jobcentreplus West London District: Rozmin Meghjee**



**Date: 21 March 2013**

**On behalf of Ingeus:**

**Date:**

**On behalf of Maximus:**

**Date:**

**On behalf of Reed in Partnership:**

**Date:**

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**REPORT FOR: OVERVIEW AND  
SCRUTINY COMMITTEE**

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<b>Date of Meeting:</b>	22 October 2013
<b>Subject:</b>	Report of the Performance and Finance Scrutiny Sub-Committee Chair
<b>Responsible Officer:</b>	Alex Dewsnap, Divisional Director Strategic Commissioning
<b>Scrutiny Lead Member area:</b>	All areas
<b>Exempt:</b>	No
<b>Enclosures:</b>	Appendix A: Minutes of the Performance and Finance sub-committee held on 30 <sup>th</sup> September 2013 Appendix B: Performance Indicators to Monitor Q2 2013-14

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

This report provides a summary of issues considered by the Performance and Finance Scrutiny Sub-Committee during the meeting held on 30<sup>th</sup> September 2013 and issues taken forward by the Sub-Committee.

**Recommendations:**

That the report of the Performance and Finance Scrutiny Sub-Committee Chair appointed for the purposes of the meeting held on 30<sup>th</sup> September be noted.

## **Section 2 – Report**

### **Introductory paragraph**

This report provides a summary of issues discussed by the Performance and Finance Scrutiny Sub-Committee during the meeting held on 30<sup>th</sup> September 2013. The minutes of the meeting are attached.

Councillor Sue Anderson was appointed as chair for the duration of the meeting.

### **Issues considered at the committee meeting**

The following items were considered at the Sub-Committee meeting:

#### *Item 7. Chair's report*

Report of the P&F Chair's briefing on 3<sup>rd</sup> September. The following items were discussed at the briefing:

- Revenue and Capital Monitoring Report Quarter 1 2013-14
- Performance Indicators to monitor Q2 2013-14 (attached in appendix B)
- Corporate Scorecard Quarter 1 2013-14

The Sub-Committee requested that further detail be provided at the next committee meeting about the performance indicator on 'Repeat incidents of domestic violence (also Violent Crime)', which is on the list of Performance Indicators to monitor Q2 2013-14.

#### *Item 8. Revenue and Capital Monitoring Quarter 1 2013-14*

The Sub-Committee requested further background information on the savings listed in 'Appendix 2: Medium Term Financial Strategy 2013-14 and 2014-15 Progress Monitoring'.

The Quarter 2 report will be reviewed by the chair and vice-chair at their next briefing.

#### *Item 9. Children and Families Services Complaints Annual Report 2012-13*

#### *Item 10. Adults Services Complaints Annual Report 2012-13*

### **Financial Implications**

There are none specific to this report.

### **Performance Issues**

There are none specific to this report.

### **Environmental Impact**

There are none specific to this report.

### **Risk Management Implications**

There are none specific to this report.

### **Equalities implications**

An Equality Impact Assessment was not carried out as the report doesn't contain proposals for service change.



## **Corporate Priorities**

The work of the sub-committee addresses all of the Council's corporate priorities.

## **Section 4 - Contact Details and Background Papers**

**Contact:** Simone van Elk, Scrutiny Officer, 020 8420 9203,  
[simone.vanelk@harrow.gov.uk](mailto:simone.vanelk@harrow.gov.uk)

### **Background Papers:**

Revenue and Capital Monitoring Report Quarter 1 2013-14 (Cabinet, 12 September 2013):

<http://www.harrow.gov.uk/www2/documents/s109728/RC%20Monitoring.pdf>

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# PERFORMANCE AND FINANCE SCRUTINY SUB-COMMITTEE MINUTES

## 30 SEPTEMBER 2013

**Chairman:** \* Sue Anderson

**Councillors:** \* Sue Anderson \* Amir Moshenson (1)  
† Mano Dharmarajah \* Anthony Seymour  
\* Graham Henson

\* Denotes Member present  
(1) Denotes category of Reserve Members  
† Denotes apologies received

### 140. Membership of the Sub-Committee and Election of Chairman

**RESOLVED:** That in accordance with Council Procedure Rule 1.5, and following notification by the Conservative Group, it was noted that Councillors Chris Mote and Anthony Seymour had been appointed to the Sub-committee in place of Councillors Tony Ferrari and Paul Osborn. It was also noted that a new Chairman would be appointed at the next meeting of the Overview and Scrutiny Committee. The Sub-Committee elected Councillor Sue Anderson as Chair for the duration of the meeting.

### 141. Attendance by Reserve Members

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

Ordinary Member

Reserve Member

Councillor Chris Mote

Councillor Amir Moshenson

## 142. Declarations of Interest

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

### Agenda Item 6 – References from Council and Other Committees/Panels

Councillor Graham Henson declared a non-pecuniary interest in that he had been Portfolio Holder for Performance, Customer Services and Corporate Services when the Disaster Recovery plans had been agreed. He would remain in the room whilst the matter was considered and voted upon.

### Agenda Item 10 – Adults Services Complaints Annual Report (Social Care Only)

Councillor Sue Anderson declared a non-pecuniary interest in that her son was in receipt of Adult Social Care. She would remain in the room whilst the matter was considered and voted upon.

## 143. Minutes

**RESOLVED:** That the minutes of the meeting held on 11 July 2013 be taken as read and signed as a correct record.

## 144. Public Questions and Petitions

**RESOLVED:** To note that no public questions were put, or petitions received.

## 145. References from Council and Other Committees/Panels

The Sub-Committee received the following Reference from the Government Audit and Risk Management Committee (GARMC): IT Disaster Recovery – Report of the Director of Customer Services and Business Transformation. It was noted that a further report on this topic would be submitted to a future meeting of the Sub-Committee.

**RESOLVED:** That the Reference from GARMC be noted.

## **RESOLVED ITEMS**

## 146. Chair's Report

The Sub-Committee received a report which set out issues considered by the Chair since the last meeting of the Performance and Finance Scrutiny Sub-Committee.

A Member expressed concern that the issue of rent arrears, which in his view was a key indicator of the levels of debt among residents in Harrow, had been removed from the Corporate Scorecard. The Chair advised that this issue continued to be listed on the Sub-Committee's watch list. The Director of Finance and Assurance confirmed that this was a key indicator that would continue to be monitored.

Following questions from a Member, the Chair advised that issues selected to be included on the watch list were identified following extensive discussion between Scrutiny Lead Members and officers and on the basis of which required further investigation and monitoring, focussing on those where the Sub-Committee would have the maximum impact. She added that most of the topics on the watch list would already have been considered by both Cabinet and the Improvement Boards. The Chair's Briefing would usually consider whether to review an issue, refer it to a Challenge Panel or pursue other action.

**RESOLVED:** That the report be noted.

#### **147. Revenue and Capital Monitoring Quarter 1 2013-14**

The Sub-Committee received a report of the Director of Finance and Assurance, which had been previously considered at Cabinet on 12 September 2013. The Director highlighted the following areas of the report:

- some savings had been RAG rated in the report as amber or red as these late savings targets were the principal reason for the forecast overspend reported at period 3;
- there was an overall end of year forecast overspend of 2m in most service areas;
- there was a £3m contingency fund for welfare related issues, but calls on this fund had not reached expected levels;
- there was a significant under spend on the General Fund Capital Programme and officers had been requested to provide more realistic forecasting in the future.

A Member queried whether the over spend in the Library transfer was an estimated figure. The Director advised that the final figure would not vary significantly from the estimate. The Member asked about future plans for use of the Teachers' Centre and the shortfall in income due to the re-location of Avanti House School outside Harrow. The Director advised that this in-year income shortfall was a significant loss and plans for the future use of the Teachers' Centre would shortly be submitted to Cabinet for approval.

The Member expressed concern that agreement had not been reached on implementing the efficiency savings which had been identified in the Mayoralty and agreed at Council. He added that spending protocols had been put in place across the entire Council and should apply to all departments equally. The Director agreed that this was an important point of principle and advised that one post in the Mayoralty had been deleted and that discussions were ongoing with the Mayor to implement the savings identified. He added that there had been an overspend in the Mayoralty in 2012/13, but that this had been a relatively small sum and had been offset by under spends elsewhere in the Council. The Director undertook to submit a

more detailed report to the Sub-Committee in Quarter 2 regarding the overspend in the Mayoralty.

A Member stated that, in the future, Members would find it helpful if the additional comments section of the Medium Term Financial Strategy Progress Monitoring table provided greater detail as to why some of the savings were deemed not to be achievable. The Director undertook to provide this information in future reports.

The Member queried the savings in Legal and Governance related to the number and frequency of committee meetings. The Director advised that the intention was to finalise the number and frequency of meetings before the Municipal Calendar for 2013/14 was agreed and undertook to provide an update regarding this at a future meeting of the Sub-Committee.

The Director added that the Council's financial position in 2014/15 would depend in large part on the level of Council Tax set in February 2014 and the Local Government Finance Settlement for 2014.

A Member queried the £919k under spend in due to the over achievement of parking enforcement income. The Director advised that this had also been the case in 2012/13. The Member asked what proportion of the parking income was due to CCTV enforcement action. The Director advised that a large proportion of the income was generated by fines for traffic violations and added that this activity was undertaken by the Council in order to ensure traffic flow rather than to generate income.

A Member queried whether Adult Services would have recourse to the contingency fund. The Director advised that this was the case and that demographic growth in Harrow had contributed to budgetary pressures in Adult Services. The Chair queried why the likely impact of these demographic pressures, the cost of expansion of the Legal Practice and other issues had not been foreseen and mitigated against. The Director advised that the the number of staff transferring over following the merger of the shared legal practice and the transfer of health services to the Council may have been higher than anticipated and contributed increased IT costs. The economies of scale anticipated by the implementation of some policies such as the merger of the legal practice and reduction in number and frequency of meetings would have a cumulative effect and would be realised in future years.

The Chair queried why the income targets for the commercialisation of Hatch End Pool, the Harrow Arts Centre, the Museum and the Bannister stadium would not be met. The Director stated that these were late savings which had been flagged up by officers.

A Member asked about the late savings identified in agency costs and vacancy management. The Director advised that the use of agency staff translated into savings in the short term but not in the long term. The issue of employing consultants was under continuous review.

**RESOLVED:** That the report be noted.

#### **148. Children and Families Services Complaints Annual Report 2012-13**

The Sub-Committee received a report of the Corporate Director of Children and Families which set out the statutory Children and Families Services complaints annual report for 2012/13.

A Member asked about the seriousness and nature of the stage three complaints. An officer advised that these were predominantly complex cases which were related to serious safeguarding issues. He added that over the past nine years, the Ombudsman had not upheld any complaints against the Council. This did not mean that mistakes had not been made by the Council, however, all complaints were taken seriously, there was a rigorous complaints handling procedure in place and appropriate remedial action was taken.

The Member asked how Harrow's performance in this area compared to other London authorities. The officer advised that Harrow's performance was average compared to other London authorities. However, Harrow applied a process of quality assurance to all responses to complaints and not all authorities did this. He emphasised that, overall, the complaints team were skilled, had received additional training in customer services, took a proactive approach and undertook mediation work, which reduced the number of complaints being escalated.

An officer from Children and Families added that in addition to staff training, a test had been introduced as part of the staff recruitment policy and there had been a significant improvement in the Council's ability to deal effectively with lower level complaints.

A Member asked whether the recent reduction in resources and loss of targeted services had caused a rise in complaints. An officer advised that most councils did not have a stated eligibility criteria for these services and that Harrow had been one of the first authorities to implement this.

A Member asked how the targets set for complaints reduction for 2013/14 would be measured. The officer advised that no specific targets had been set, and that the reduction would be relative to the number of complaints received. The Member suggested that a reduction in the overall percentage might be a more precise method of setting targets.

**RESOLVED:** That the report be noted.

#### **149. Adults Services Complaints Annual Report (social care only) 2012-13**

The Sub-Committee received a report of the Corporate Director of Community, Health & Well-Being which set out the statutory Adults Services complaints Annual report (social care only) 2012/13.

An officer advised that advocacy support in health and adult social care had been a key development. He added that Harrow was the only London authority to have combined its health and social care advocate's post.

A Member requested that future reports should provide a breakdown of complaints in terms of severity, i.e. whether the complaints related to minor or major issues and whether any deficiencies in service provision had been identified. The officer advised that the 'learning lessons/practice improvements' section of the report did provide this level of information. He added that all complaints were risk assessed and given a rating. Twenty five per cent of cases could be described as complex and the remainder could be described as straightforward. Complex cases were those that required input from senior staff, legal advice and multi-agency involvement.

A Member asked whether, in view of the e-purse scheme, there was any co-ordination and overview of the complaints made directly to the council and those made directly to third party providers, who had their own complaints procedures. The officer advised that there was provision for service users to complain directly to the commissioner of services, in this case the Council and that the Council had quarterly meetings with advocacy providers to monitor service provision.

An officer further advised that the e-purse system would ensure that there were additional quality assurance measures in place, and social workers and care managers would be obliged to ensure that any care provided was meeting the needs of the service users, while working in tandem with commercial providers of care services.

A Member queried the increase in complaints relating to 'policy/legal/financial decision' and to 'quality of service delivery (standards)' since 2010. An officer advised that these complaints related overwhelmingly to the implementation of the fairer charges policy. He added that, historically, the number of complaints received increased when policy changes were implemented. However, none of these complaints had been referred to the Ombudsman or been upheld. The policy had been properly consulted on prior to implementation and the officer referred Members to the learning section regarding the fairer charges policy in the report.

The Member asked whether the increase in the number of complaints was covered by the budget or would require additional funds. The officer advised that the complaints management team were highly skilled and trained and it had not been necessary to seek external help to resolve any of the highly complex complaints that had been received. He added that the number of complaints overall had reduced since Quarter 1.

A Member asked what the difference was between those complaints which had been upheld and those which had been partially upheld. The officer advised that if a complaint had several strands, and only the very serious aspects of these were upheld, then it would be listed as partially upheld. He added that it was a legislative requirement that complaints be categorised in this way.

Members were pleased to note that there had been a significant rise in the number of compliments received.

**RESOLVED:** That the report be noted.



(Note: The meeting, having commenced at 7.30 pm, closed at 9.05 pm).

(Signed)  
Chair

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Indicators brought forward for further monitoring at P&F Chairman's briefing (Watch List) - updated following meeting on 4 September 2013

Indicator	Selected for monitoring	Q1 status	Update at Q1	Comments and actions from Q1 meeting	Keep on Watch List?
<b>Supporting and protecting people who are most in need</b>					
Care leavers not in education, employment or training at age 19	-	-	-	-	tbc
% of new case contact episodes completed within 24 hrs	Q4 2012/13	-	(Report made to Sub-Committee 11 July.) Measure no longer in use following changes post Munro report.	-	N/A
% of referrals to social care from partner organisations made using CAF	Q4 2012/13	-	No longer on Corporate Scorecard or Directorate scorecard. CAF has been relaunched in 2013/14.	-	N/A
Initial assessments completed within 10 days	Q4 2012/13	-	No longer used, see below.	-	N/A
(PAF C64) Timing of Core Assessments (NI 60)	Q4 2012/13	-	No longer used. See next measure.	-	N/A
Assessments completed within 35 days		LR	The service now uses a single assessment in accordance with Munro recommendations and DfE guidance. This is the replacement measure. See below.	-	Yes
<p>From 2011-12 to 2012-13 there were increases of over 50% in the numbers of core assessments carried out by social workers and Section 47 investigations. Continued increase has been seen in the first quarter of 2013-14 with 69 new child protection plans, against an average of 12 per month in 2012-13, and 40 new children looked after (CLA), compared with an average of eight per month in 2012-13. The number of applications for court orders that Harrow has made for children over the past year has doubled, from approximately 20 to 40.</p> <p>Comparison of 'front door' activity with statistical neighbours confirms that Harrow's assessment activity was comparatively low in previous years. The additional workload described has given rise to the necessity to create additional social work posts above establishment.</p>					
Homelessness	Q2, 2011/12 (as a suite)	-	No longer monitored. See B&B below.	-	N/A
- NI 156 - Number of households living in temporary accommodation		HR	Update provided to Chairman and Vice-Chair 9 July. Measure no longer on Corporate Scorecard. 52 against a target of 75. "We are reviewing our landlord offer to increase procurement." (Directorate scorecard)	-	Yes
- number of households we assist with housing in the private rented sector		LR	81 against a target of 75. Increase in B&B (from 69) mainly caused by difficulties in procuring Private Rented Sector properties. (Taken from Directorate scorecard as measure not on Corporate Scorecard.)	-	Yes

Indicator	Selected for monitoring	Q1 status	Update at Q1	Comments and actions from Q1 meeting	Keep on Watch List?
ex-BV 212 Average time taken to re-let LA housing (days)	Q2 2012/13	HR	Updates provided to Chairman and Vice-Chair. No officer required at briefing. Measure no longer on Corporate Scorecard. 25 days at June against a tougher target of 18 (hence High Red) but 18 days mid-August.	-	Yes
<b>Keeping neighbourhoods clean, green and safe</b>					
Repeat incidents of domestic violence (also Violent Crime)	-	R	Scoring changed on Corporate Scorecard whereby target is now a range.	Request for information around the increase in violent crime (including domestic) and the nature and location of incidents.	tbc
NI 184 Food establishments in the area which are compliant with food hygiene law	Q2 2012/13	LR	All food establishments are required to be inspected; risk assessed and awarded a risk rating from high to low. The risk rating determines the period before the next inspection. Whilst high risk non-compliant premises are re-inspected as a matter of urgency, where the risk to public health is low, a lapse period of up to 18 months is allowed by the Food Standards Agency. These low risk premises technically remain non-compliant until the next inspection. In addition new premises are deemed non-compliant until the first inspection; therefore an increased number of new business starters reduces the percentage of food establishments which are compliant with food hygiene law. New technology due to be introduced this year should provide better management information in this area of enforcement. (In view of the change in meeting format an officer from the service has not been invited to this meeting. Members may wish to decide whether and how to set up a meeting.)	-	Yes
NI 192 Percentage of household waste set for re-use, recycling and composting	Q4 2012/13	LR (Q4)	(The figure shown under Q1 in fact relates to the previous quarter as there is a long lag in the release of figures from an external agency.) Composting tonnages have remained constant. The drop in recycling is a continuing trend experienced by all high-performing boroughs across London over the last two years. It is thought to be due to a number of factors including a reduction in the weight of magazines and papers with less advertising; a continuing trend towards electronic delivery such as e-readers; and the success of a national agreement on reductions in packaging waste. The new Community Engagement Team will look at the practicality of a publicity campaign which will help residents identify what can be recycled or composted. A verbal update will be given on Landfill Tax.	Confirmed that Landfill charge (not "tax") will not exceed estimate as overall tonnages have decreased, which outweighs the reduction in percentage recycled.	Yes

Indicator	Selected for monitoring	Q1 status	Update at Q1	Comments and actions from Q1 meeting	Keep on Watch List?
Improved street and environmental cleanliness: - NI 195a – litter - NI 195b – detritus - NI 195c – graffiti	Q2, 2011/12 (litter/detritus); Q4, 2010/11 (graffiti)	HR - HR	Corporate Scorecard now contains the Litter and Graffiti measures. (The Directorate scorecard reports all four parts.) The quarter 1 survey result for litter is one percentage point over target but an improvement over the previous year average. The worst performing land use type was Industry and Warehousing. The figure for graffiti was consistent with previous quarters but remains over target. The worst performing land use was alleys and small footpaths. Much of the graffiti is on private land and the owners' responsibility to remove and the same applies to some of the instances of litter. Discussions are in progress with the survey contractor to establish whether it is possible to report separately on areas which are the Council's responsibility.	-	Yes
<b>United and involved communities: a Council that listens and leads</b>					
(None this quarter)					
<b>Supporting our town centre, our local shopping centres and businesses</b>					
73 ts to libraries - number of physical visits	Q4 2012/13	LG	Corporate Scorecard now contains a composite measure including this one. From Directorate scorecard: Target 312,500 for Q1, actual 313,054. Service commentary: The library service will be commissioned to John Laing from the beginning of September 2013. The contract includes the requirement for John Laing to increase visits by 2% per annum with penalty clauses if this is not achieved.	-	Yes
<b>Effective &amp; Efficient Organisation (formerly Customer &amp; corporate health; and Resources)</b>					
% householder planning applications approved	Q1, 2012/13 (former measure selected Q2 2011/12)	HR	No longer on Corporate Scorecard. 75% against target of 90% but 2 percentage points improvement. Householder planning appeals allowed (Directorate scorecard) for Q1: HR - 55% against 30% target. "Increase in householder appeals allowed reflects government stance on householder developments. Also some split decisions which count against the Council, and 'varied' decisions where the Inspector allows an alternative scheme. (Also counts against the Council)."	-	Yes
Proportion of web forms and web visits as a percentage of overall contact	Q1 2013/14	A	Newly selected	Add to Watch List	Yes

Indicator	Selected for monitoring	Q1 status	Update at Q1	Comments and actions from Q1 meeting	Keep on Watch List?
Staff sickness - average days per FTE excluding schools	Q1 2013/14	HR	Newly selected	Add to Watch List	Yes
Workforce with IPAD in last 12 months	Q1 2013/14	HR	Newly selected	Add to Watch List	Yes
% forecast variation from budget: capital expenditure	Q4 2012/13	A	Report made to Sub-Committee 11 July and item discussed at committee		Yes
Current rent arrears as % of rent roll	Q4 2012/13	-	No longer measured as %. See next. Interim update provided to Chairman and Vice-Chair.		N/A
Overall current tenants' rent arrears (£k)	Q4 2012/13	A	£441K against £440K target. No longer on corporate scorecard.		Yes
Accident incident rate, and Reportable injury frequency rate	Q1 2013/14	HR LR	-	Provide explanation of how rate is calculated in each case and supply back data calculated on this basis.	tbc

**REPORT FOR: OVERVIEW AND  
SCRUTINY COMMITTEE**

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<b>Date:</b>	22 <sup>nd</sup> October 2013
<b>Subject:</b>	Scrutiny Lead Member Report
<b>Responsible Officer:</b>	Alex Dewsnap, Divisional Director, Strategic Commissioning
<b>Scrutiny Lead Member area:</b>	<ul style="list-style-type: none"><li>• Children and Families Policy Lead Councillor – to be confirmed</li><li>• Cllr Victoria Silver, Children and Families Performance Lead Councillor</li><li>• Environment and Enterprise Policy Lead Councillor – to be confirmed</li><li>• Cllr Phillip O’Dell, Environment and Enterprise Performance Lead Councillor</li><li>• Cllr Jerry Miles, Corporate Resources Policy Lead Councillor</li><li>• Corporate Resources Performance Lead Councillor – to be confirmed</li></ul>
<b>Exempt:</b>	No
<b>Enclosures:</b>	Reports from the Scrutiny Lead Members

**Section 1 – Summary and Recommendations**

The report accompanies the reports from the Scrutiny Lead Members.

**Recommendations:**

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

## **Section 2 – Report**

### **Introductory paragraph**

This report outlines details of the work of the Scrutiny Lead Members for Children and Families and Environment and Enterprise.

### **Financial Implications**

There are no financial implications associated with this report

### **Performance Issues**

There are no performance issues associated with this report.

### **Environmental Impact**

There is no environmental impact associated with this report

### **Risk Management Implications**

There are no risks associated with this report.

### **Equalities implications**

Was an Equality Impact Assessment carried out? No

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

### **Corporate Priorities**

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

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

Not required for this report.

## **Section 4 - Contact Details and Background Papers**

**Contact:** Lynne Margetts, Service Manager Scrutiny 020 8420 9387 [lynne.margetts@harrow.gov.uk](mailto:lynne.margetts@harrow.gov.uk)

**Background Papers:** None



## **SCRUTINY LEAD MEMBERS ENVIRONMENT AND ENTERPRISE Note of Briefing, Tuesday 27<sup>th</sup> August**

Present: Councillor O'Dell,  
Caroline Bruce, Philip Hamberger, Lynne Margetts

Apologies Councillor Wright, Simone Van Elk

### **Update on Towards Excellence Programme**

The Corporate Director advised that the governance for the programme is now in place with project managers and project sponsors for each of the project areas:

- Restructure of the Directorate
- New Ways of Working
- Technology
- Service improvement
- Service review

The programme board expects to start meeting within the next couple of weeks and will comprise:

- Corporate Director
- Interim Head of Development and Improvement
- Project sponsors
- Capita/BARTEC – as delivery partners
- Communications

### *Restructure*

With regard to appointments at the senior level - Divisional Director and Service Manager - only 4 vacancies remain. It is the intention to fill these vacancies internally, offering second opportunities to officers who were previously unsuccessful. The Corporate Director clarified that this would not indicate a lowering of standards but would mean that officers who had not previously had much experience of interview techniques might be able to approach the interview in a more positive way.

Consultation on the structure below these senior posts closes on 28<sup>th</sup> August.

The Corporate Director explained that in some circumstances, services which had previously been combined would now be separated and managed under different teams. Cllr O'Dell queried whether this would result in the dilution of one of the key principles of PRISM which had been combining of some of the front line task into the responsibilities of single officers. It was felt that this would not be the case. The Corporate Director felt that the full multi-tasking model which had been envisaged in the PRISM model might be a little ambitious in Harrow and that a more phased approach, utilising the improved technology through which to support greater cross-profession communication might be more successful.

### *Technology/New Ways of Working*

The Interim Head of Development and Improvement advised councillors of the programme of workshops which have taken place. The more inclusive approach taken in these workshops has resulted in greater understanding of the technological changes and thus greater buy-in to the proposed changes and greater engagement in the development of the technologies.

Cllr O'Dell asked whether any further savings are anticipated. The Corporate Director clarified that, whilst there are no more specific savings, the 'pause' had meant that there have been delays in delivering existing targets. Negotiations with Capita are underway with regard to mitigating these costs

### **For Action**

Cllrs O'Dell and Wright to be provided with a time table for delivery of all of the projects included in the Towards Excellence Programme

### **Regeneration Strategy**

The Corporate Director advised that a draft regeneration strategy is being prepared and is likely to be presented to the Corporate Strategic Board (CSB) in September. As the regeneration process requires input from across the council, this early discussion at CSB and cross council involvement is considered vital to the successful development of the strategy. Once agreed at CSB, the strategy will then be presented to each of the political groups. The Corporate Director feels that it is crucial that there is political support for the fundamental principles of this significant policy, particularly in the context of the local elections in 2014.

Cllr O'Dell asked if the strategy will be applicable on a borough-wide basis or whether there will be scope within the document for geographical or community priorities. The Corporate Director advised that, at this stage the document which will be produced will be a high-level, broad-brush document comprising 3 broad themes: Business; Places and People which will be used to analyse the borough as a whole. Once drafted, the document will be discussed with each of the political groups to get a sense of their priorities should they form the administration after the local elections in 2014. These discussions are likely to take place in October

### **Improvement Board Papers**

Cllr O'Dell sought clarification of a number of issues included in the improvement board papers:

The Corporate director explained that the corporate scorecard is being 'tweaked' to be more outcome focussed and linked to the corporate plan. She also explained that priority indicators will in future reflect the priorities included in the corporate plan.

Further information on the outcome of the Green Deal Carbon Reduction programme will be available in the next few weeks – the figures are being finalised and have reflected a methodological change. Cllr O'Dell requested a more detailed briefing when the final figures are available.

The provision of public space for the Town Centre (Lyon Road) is currently subject to consultation but the proposal appears to have been generally well received. The project will be 'developer funded' which may result in delays to the project. In order to address this, permission is being sought to draw funding forward and implement some of the proposals pending receipt of future S106 monies.

Recycling rates have declined, partly as a result in the reduced context within which waste can be recycled. Whilst there are no specific resources to promote recycling, the establishment of the community engagement team in E&E may be able to assist.

Long term sickness rates are increasing within the directorate, whilst they are increasing across the organisation, the increase in E&E is greater than other directorates. The Corporate Director advised that all cases are being reviewed individually and that managers are being trained and supported in dealing with long term sickness issues.

#### **For Action**

A briefing to be arranged to consider the results of the Green Deal Carbon Reduction programme when available.

#### **Information from the Corporate Director**

The Corporate Director advised:

- The draft Regeneration Strategy will be available for the Overview and Scrutiny committee in November
- A paper on regeneration of North Harrow will be considered by the O&S committee on 17<sup>th</sup> September
- A paper on the Excite project, addressing long term unemployment has been scheduled for October

## **CHILDREN AND FAMILY LEAD MEMBERS BRIEFING**

**4<sup>TH</sup> SEPTEMBER 2013**

### **PRESENT**

- Cllr Christine Bednell, Policy Lead Children and Families
- Cllr Victoria Silver, Performance Lead Children and Families
- Catherine Doran, Corporate Director Children and Families Services
- Melissa Caslake, Divisional Director Targeted Services
- David Harrington, Service Manager, Performance Management
- Mike Howes, Service Manager, Policy and Partnerships
- Fola Irikefe, Scrutiny Officer

### **Mayor's Office for Policing and Crime (MOPAC)**

The Service Manager, Policy and Partnership presented a briefing on MOPAC funding. A number of funding streams were brought under MOPAC that used to be under the Home Office. The briefing detailed the principles for MOPAC London crime reduction and Safer Harrow's bid for funding. Councillor Silver enquired over how 'stop and search' was working in the borough. The Service Manager, Policy and Partnership explained that stop and search clearly has its uses as a preventative measure to deter crime but it can also alienate some young people. The Youth Parliament are currently carrying out work with the police giving advice on how to avoid stop and search. Councillor Silver expressed that she welcomed the 'stop and search' work being done and commended the Youth Parliament.

In terms of crime prevention there has been a reduction in the number of first time entrants. It is believed that youth work and family work through early intervention and targeting by working with households that have been identified as having challenges has helped to reduce first time offending.

Councillors enquired over whether Harrow Shield (a project to reduce and prevent violence against women and girls) had identified whether self harm was on the increase. It was explained that there is clearly a crossover between those in violent relationships and those self harming but it is unclear whether there has been an increase. The Corporate Director Children and Families Services expressed that there is a challenge when it comes to young people committing violence against other young people in abusive relationships and this figure is on the increase. This increase may be due to an increase in reporting.

It was enquired over what was being done by the council about the increase in young people in abusive relationships. The Corporate Director Children and Families Services explained that Harrow Women's Centre (WISH) and also CAMHS have done some work funded through health services. A young women's domestic violence worker role had recently been created. A Vulnerable Young People's Panel has also been established under the LSCB to look at the issues. The Vulnerable Young People's Panel is a multi agency panel involving children's, health, police and CAMHS. Members were told that

from the panel that was held in the week, four referrals came from girls who are looked after children. Information regarding the panel had been sent out to schools to see whether from this further referrals come through.

The Corporate Director Children and Families Services said it was very much an issue of educating young people that violent relationships aren't acceptable. It is a national issue and there are questions over what more can be done by schools and also councils. Work is currently underway to try and identify those at risk and this is challenging as it is peer to peer violence, not often reported. Councillor Bednell explained that many of the children encountered through fostering and adoption often come from a background where violence and abuse is prevalent. The LSCB are planning to do something to further educate young people.

### **Data Update**

The Service Manager for Performance Management provided an update on young people with SEN being supported by the YOT. Councillor Silver enquired over what the underlying issues for the young people being supported by the YOT with SEN were to which she was informed that often many of the young people have ADHD.

It was explained to members that in the case of the amount of young carers that there are in the borough, only one person is known to officers and has identified themselves as a carer. Councillor Silver explained that she was aware that some schools are holding young carer to young carer forum's and enquired over which schools were doing it well and how it was being monitored especially in view of the fact that many schools were now turning into academies.

The Corporate Director Children and Families Services explained that the councils role in the management of schools was mainly to deal with poor performance as essentially schools are governed by themselves. They have always been self governing and so the council is only able to influence big projects. Schools have devolved budgets but most secondary schools have not historically used this to invest in pastoral care.

**Follow up action:** Further work to try and gain a better picture on the number of young carers in the borough.

Councillor Bednell suggested that schools could possibly be influenced in looking closer at the role of young carers through the training that is provided to Governors of schools.

**Follow up action:** Officers agreed that they will follow up and look into including something on how schools can reach out to young carers through the training for Governors.

Councillor Silver enquired over what was being done specifically in terms of restorative justice. The Divisional Director Targeted Services explained that it is quite hard to find the balance in terms of ensuring that people understand the seriousness of the offence they have committed when implementing

restorative justice procedure. Restorative justice methods currently used includes perpetrators talking to victims.

### **The Child's Journey: Making a difference – Improvement Plan**

The Corporate Director Children and Families Services presented the Child's Journey improvement plan which details what the service hopes to achieve in relation to the protection of vulnerable children in the borough. The LSCB will be responsible for carrying out the public interface for the improvement plan. Members were also informed that Children's Services were likely to be inspected again in December 2013. The Corporate Director Children and Families Services explained further that there is a lot of work being done in terms of staff development including a range of posters that have been put up throughout the department.

Members were advised that there are 24 more children coming into care at the moment. In comparison to other similar borough's, this number is still low and the increase may possibly be as a result of the action plan.

Recruitment and retention is still a major issue for the council and the package we offer isn't competitive enough. There is a nationwide issue with social workers recruitment and retention, there is a real demand for good children and family social workers and so local authorities have to offer an attractive package to get the best officer's.

Councillor Silver enquired whether there was training in place to bring up a certain cohort of social workers already in the council. The Divisional Director for Targeted Services expressed that something that is working well and is well developed in the service is the training. There is a clear plan in place to develop and grow social workers internally. The Corporate Director Children and Families Services further explained that there was a separate workforce strategy being developed and the recommendations of the Munroe review had been implemented.

## **BRIEFING - SCRUTINY LEAD MEMBERS RESOURCES**

### **4<sup>TH</sup> SEPTEMBER 2013, 5 pm**

#### *Present:*

Councillor Jerry Miles (policy lead member Resources), Councillor Tony Ferrari (Chairman P&F), Councillor Sue Anderson (Vice-chair P&F)

Tom Whiting (Corporate Director Resources), Simon George (Director of Finance and Assurance), Fern Silverio (Head of Collections & Housing Benefits), Martin Randall (Senior Professional Corporate Performance and Planning), Simone van Elk (Scrutiny Officer)

#### **NOTES**

##### *The new structure of the Resources Directorate*

The Corporate Director of Resources informed members that the new divisional director for procurement is starting in September and will be presenting a report on procurement to Cabinet in October and the Performance & Finance scrutiny sub-committee in November.

Councillor Miles asked about plans to expand the legal services to a third London Borough. The Corporate Director of Resources explained that the decision by a potential partner has been delayed until November.

##### *Debt collection*

The Head of Collections & Housing Benefits informed members about a trial process for debt collection for 500 residents who are paying council tax for the first time. Several soft letters are sent as reminders of the required payment before formal letters. If people then haven't paid, they are sent a letter as well as telephoned to inform them about upcoming court order and that they can attend a surgery shortly before court date. At the surgery, Council officers from Finance and Housing will offer advice as well as bailiffs. People have the opportunity to pay at the surgery without incurring extra costs. On the day of court there is another opportunity to pay before the court starts.

Councillor Ferrari asked whether any escalation of cases happens before bailiffs become involved. The Head of Collections & Housing Benefits advised that unpaid cases are cross referenced against the Council's data for adult social care, mental health care, child protection services, etc to check residents' vulnerability. A protocol is being developed about the sharing of this information including criteria to establish the vulnerability of residents. A draft policy will be presented to Cabinet later this year. The new process for collection will combine the Council's principles for the recovery of debt with the vulnerability criteria.

Councillor Ferrari asked whether information could be provided at the September O&S committee that shows the effectiveness of each step in this trial debt collection process.

Action: Head of Collections & Housing Benefits to provide the O&S committee with the number of residents that have paid their debt after each individual step in the debt collection process.

*Performance of Resources directorate*

The quarter 1 performance scorecard for the Resources Directorate was discussed:

Councillor Anderson asked to what extent FOI requests are used to obtain information that could have been obtained in a more conventional way. The Corporate Director advised that requests came from a variety of sources and were generally increasing in complexity but there is a threshold equivalent to 18 hours' work before a charge could be made. The requests were often for data structured in a different way from that in which it was held.

Councillor Anderson asked for more information about the nature of crime included in the performance measure on violent crime and the police response to the increase.

Action: The Senior Professional Corporate Performance and Planning provide Members with information about the types or crimes that make up the performance indicator on violent crime.

Councillor Anderson asked about the change in the performance measure on accident incident rate between quarter 4 2012-14 and quarter 1 2013-14. The Senior Professional Corporate Performance and Planning informed members that the measure previously contained the number of incidents (67 in quarter 4 of 2012-13) but is now expressed as a rate per 1,000 employees.

Action: The Senior Professional Corporate Performance and Planning provide Members with the new definitions of the performance measure on the accident incident rate and comparable information for quarter 1 2013-14 and previous quarters.

Councillor Anderson expressed concern that only 65% of staff were trained on information security. The Corporate Director advised members that this would be improved once compliance software was working which sends email reminders and warns of sanctions.



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