

# Overview and Scrutiny Committee

## AGENDA

**DATE:** Tuesday 12 November 2019

**TIME:** 7.30 pm

**VENUE:** Committee Rooms 1 & 2, Harrow Civic Centre,  
Station Road, Harrow, HA1 2XY

### MEMBERSHIP (Quorum 4)

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**Chair:** Councillor Sachin Shah

**Councillors:**

Dan Anderson  
Jeff Anderson  
Sarah Butterworth  
Honey Jamie

Richard Almond (VC)  
Jean Lammiman  
Chris Mote  
Kanti Rabadia

**Representatives of Voluntary Aided Sector:** Mr N Ransley / Reverend P Reece  
**Representatives of Parent Governors:** Mr M Chandran / Ms M Trivedi

(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

### Reserve Members:

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- |                            |                     |
|----------------------------|---------------------|
| 1. Jerry Miles             | 1. Philip Benjamin  |
| 2. Chloe Smith             | 2. Stephen Wright   |
| 3. Angella Murphy-Strachan | 3. Norman Stevenson |
| 4. Sasi Suresh             | 4. Ramji Chauhan    |
| 5. Vacancy                 |                     |

**Contact:** Daksha Ghelani, Senior Democratic Services Officer  
Tel: 020 8424 1881 E-mail: [daksha.ghelani@harrow.gov.uk](mailto:daksha.ghelani@harrow.gov.uk)

## **Useful Information**

### **Meeting details:**

This meeting is open to the press and public.

Directions to the Civic Centre can be found at:  
<http://www.harrow.gov.uk/site/scripts/location.php>.

### **Filming / recording of meetings**

The Council will audio record Public and Councillor Questions. The audio recording will be placed on the Council's website.

Please note that proceedings at this meeting may be photographed, recorded or filmed. If you choose to attend, you will be deemed to have consented to being photographed, recorded and/or filmed.

When present in the meeting room, silent mode should be enabled for all mobile devices.

### **Meeting access / special requirements.**

The Civic Centre is accessible to people with special needs. There are accessible toilets and lifts to meeting rooms. If you have special requirements, please contact the officer listed on the front page of this agenda.

An induction loop system for people with hearing difficulties is available. Please ask at the Security Desk on the Middlesex Floor.

**Agenda publication date: Monday 4 November 2019**

# AGENDA - PART I

## 1. ATTENDANCE BY RESERVE MEMBERS

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

Reserve Members may attend meetings:-

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

## 2. DECLARATIONS OF INTEREST

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

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

## 3. MINUTES (Pages 5 - 18)

That the minutes of the meeting held on 16 September 2019 be taken as read and signed as a correct record.

## 4. PUBLIC QUESTIONS \*

To receive any public questions received in accordance with Committee Procedure Rule 17 (Part 4B of the Constitution).

Questions will be asked in the order in which they were received. There will be a time limit of 15 minutes for the asking and answering of public questions.

**[The deadline for receipt of public questions is 3.00 pm, 7 November 2019. Questions should be sent to [publicquestions@harrow.gov.uk](mailto:publicquestions@harrow.gov.uk)**

**No person may submit more than one question].**

## 5. PETITIONS

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

## 6. REFERENCES FROM COUNCIL/CABINET

- (a) Response to Scrutiny Review of Highways Maintenance: (Pages 19 - 30)

Reference from Cabinet.

**7. RESILIENT HARROW PROGRAMME - ADULT SERVICES TRANSFORMATION**  
(Pages 31 - 54)

Report of the Corporate Director of People.

**8. REGENERATION SCRUTINY REVIEW - PROGRESS UPDATE** (Pages 55 - 68)

Report of the Corporate Director of Community.

**9. ANY OTHER BUSINESS**

Which cannot otherwise be dealt with.

**AGENDA - PART II - Nil**

**\* DATA PROTECTION ACT NOTICE**

The Council will audio record item 4 (Public Questions) and will place the audio recording on the Council's website, which will be accessible to all.

[**Note:** The questions and answers will not be reproduced in the minutes.]

Deadline for questions	3.00 pm on Thursday 7 November 2019
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# OVERVIEW AND SCRUTINY COMMITTEE MINUTES

## 16 SEPTEMBER 2019

<b>Chair:</b>	* Councillor Sachin Shah	
<b>Councillors:</b>	* Richard Almond * Dan Anderson * Jeff Anderson * Sarah Butterworth	* Honey Jamie * Jean Lammiman * Chris Mote * Norman Stevenson (3)
<b>Voting Co-opted:</b>	(Voluntary Aided)	(Parent Governors)
	† Mr N Ransley * Reverend P Reece	Mr M Chandran * Ms M Trivedi
<b>Non-voting Co-opted:</b>	Harrow Youth Parliament Representative	
<b>In attendance (Councillors)</b>	Pamela Fitzpatrick Kiran Ramchandani Mrs Rekha Shah	Minute 80 Minute 82 Minute 80

- \* Denotes Member present
- (3) Denotes category of Reserve Member
- † Denotes apologies received

#### 74. Attendance by Reserve Members

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

Ordinary Member

Reserve Member

Councillor Kantilal Rabadia

Councillor Norman Stevenson

**75. Declarations of Interest**

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

Agenda Item 7 – Harrow Walk-in Centre Strategy Update

Councillor Jean Lammiman declared a non pecuniary interest in that she was a patient at Pinn Medical Centre which was listed in the report. She would remain in the room whilst the matter was considered and voted upon.

Councillor Chris Mote declared a non pecuniary interest in that he was a patient at a Walk-in Centre listed in the report. He would remain in the room whilst the matter was considered and voted upon.

Councillor Norman Stevenson declared a non pecuniary interest in that he was a patient at Pinn Medical Centre which was listed in the report. He would remain in the room whilst the matter was considered and voted upon.

**76. Minutes**

**RESOLVED:** That the minutes of the ordinary meeting held on 4 June 2019 and the special meeting held on 9 July 2019 be taken as read and signed as a correct record.

**77. Public Questions**

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

**78. Petitions**

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

**RESOLVED ITEMS**

**79. Response to the Scrutiny Review into Preventing Youth Violence**

The Committee received a reference from Cabinet together with the report considered by Cabinet setting out the responses to the recommendations from the Regeneration Scrutiny Panel Report on Preventing Youth Violence.

**RESOLVED:** That the actions taken in response to the recommendations of the Scrutiny Review into Preventing Youth Violence, as set out in the report considered by Cabinet at its meeting held on 11 July 2019, be noted.

## 80. Harrow Walk-in Centre Strategy Update

The Committee received a report of the Managing Director, Harrow CCG (Clinical Commissioning Group), updating the Committee on the Review by Harrow CCG of the existing Walk-in provision at Pinn Medical Centre and Belmont Health Centre and the proposed change of both medical facilities to GP Access Centres in 2019, subject to the approval of the CCG Governing Body.

In accordance with Committee Procedure Rule 4.1, the Committee agreed that the Chair of the Health and Social Care Scrutiny Sub-Committee who was not a member of the Overview and Scrutiny Committee be allowed to address the meeting in respect of this item. Another Member who was not a member of the Committee was also allowed to address the meeting. The report on the Walk-in Centre ought to have been submitted to the Health and Social Care Scrutiny Sub-Committee at its meeting in November 2019 but had been brought forward to this meeting to allow for its earlier consideration because the decision of the CCG Governing Body was imminent.

The Managing Director of Harrow CCG introduced the report and drew out the salient points from her report. She explained the rationale behind the proposed changes and reported that:

- the direction of travel for all health services was set by NHS England;
- the changes proposed to the Walk-in Centres would give local residents better access to services and continuity of care which was central to the proposals;
- the changes made to Alexandra Avenue Walk-in Centre had been well received and the change from a Walk-in and Wait Service to an appointment only service for Harrow residents had been beneficial to local residents as shown in a recent survey. Similar changes were planned for the Belmont Health Centre from November 2019;
- a resolution of a contractual dispute at Pinn Medical Centre would dictate the implementation date.

Members of the Committee asked questions on how they could influence the decision, savings that would be made as a result of the changes and the cost of the changes proposed. The Managing Director of Harrow CCG responded as follows:

- given the direction of travel and the requirement for the CCG to adhere to the guidance issued by NHS England, Councillors were not in a position to have any influence on the proposals except that the CCG would welcome any assistance and support that Councillors could provide to help get the message across to their constituents and to help change public behaviour. The opening hours for the two Centres would remain the same;

- given the financial situation of Harrow CCG, which was in deficit of £29.4m, no savings would result from the proposals. The money from PMS (Personal Medical Services) would be ring-fenced towards support for primary care. As part of the PMS Review, a sum of £1.9m was available for distribution across 33 practices in Harrow;
- the proposed changes were expected to cost £47,000.

The Chair and Vice-Chair of Harrow CCG's Governing Body together with the Managing Director of Harrow CCG and another representative of the CCG responded to additional questions from Members of the Committee. They explained that:

- it was not intended to take money out of the service area but to distribute it, as it was not viable for one centre to have two walk-in centre facilities and the intention was to make additional facilities available in the Centres;
- communication was an issue and GP surgeries were at the forefront and key to getting the message through to their patients. The CCG did not have such visibility, except through its range of Forums, but to take on board communications which were key for all residents;
- residents had been anxious about the changes that had been proposed at Alexandra Avenue but their concerns were minimised once the rationale behind the changes had been communicated by the CCG to all stakeholders. However, lessons had been learnt from this experience and it was recognised that there was a need to be open and upfront at the outset when making changes. Petitions had been received from residents and GPs were also entitled to voice their opinions. Any suggestions from Councillors that would help improve future communications would be welcomed;
- the cost of using a Walk-in Centre was £20 - £25 per patient and for minor injuries it was £51 - £70. Moreover, the continuity of care was lacking when patients living outside the borough used the Walk-in Centres as patient records were not currently accessible;
- other than Harrow CCG, no other CCGs had been fortunate to have had so many Walk-in Centres. Change was always difficult to accept and manage. However, the changes made at Alexandra Avenue had proved to be fruitful and the proposed changes at Pinn Medical Centre and Belmont Health Centre would also help improve patient safety and access;
- the CCG was confident that the proposed changes would provide a better service to the residents of Harrow. A Member agreed with this sentiment and stated that, as local ambassadors, it was important to get this message across to constituents;
- those Harrow residents who were not registered with a GP, would be assisted in the following ways: they would be encouraged to register;



assisted and supported to allow them to make contact with local charities; and, should they have a medical emergency, they would be seen by a GP or assisted in the appropriate way;

- to ensure good clinical care, it was essential to register with a GP. A raft of services would then be available and people need to be encouraged to register. People were under an impression that, in order to register with a GP, various documentation was be required but this was not the case and this message need to be publicised further;
- the decision on the proposals would be made the following day by the CCG's Governing Body. The impact of change would be measured and there would be ongoing reviews. There were many levels of monitoring undertaken in order to ensure improvement in care and patient safety when the change was carried out at Alexandra Avenue. The Governing Body were going to be asked to for an implementation date of 1 November 2019 for Belmont Health Centre. The Pinn Medical Centre was on hold whilst discussions were resolved with the PMS contract;
- patients would be supported if they needed access to Urgent Care Treatment Centres and associated costs would be reimbursed. Patient Champions would also assist in the process. Risks were assessed with a view to minimising them and risks were regularly monitored. Any issues would also be reported back to the Council's Health and Wellbeing Board;
- the provision of GP Access Centres was a better way forward as there were no filter systems in place at Walk-in Centres. The Access Centres would help triage patients and remain open from 8.00 am – 8.00 pm. The care provided would be better as GPs would only be seeing patients who had registered with a surgery in Harrow and would have access to patient records. All CCGs in North-West London were now providing GP Access Centres and registered patients in each borough could access these;
- inequality in the provision of health was evident through out the world. Life expectancy in Harrow varied and was dependant on the area. Inequality was associated mainly with inadequate housing, unemployment and poor relationships. There were 270,000 people registered with a GP in Harrow and it was important to recognise that the Council and the CCG were talking about different populations when raising the issue of inequality;
- the CCG was not complacent and recognised that the health system was difficult to navigate. There was a need for all to understand on how best to access the various services. No GP surgeries in Harrow were full and new registration was welcomed. The 111 Service was an incredibly safe one as the repercussions of making a mistake were enormous. However, they often defaulted to directing patients to A & E as they worked on a safety first principle. The NHS Choices website provided information on registration.

A Member highlighted the importance of communicating that Harrow GP surgeries were taking registration of new patients. He asked if there was any evidence, other than the survey carried out at Alexandra Avenue, which showed that the proposed changes would benefit Harrow residents. He asked about outcomes and accessibility of services. He had reservations when services were classified as 'excellent' such as that referenced to in the report in respect of the changes made at Alexandra Avenue and asked how representative the samples used were in order to avoid bias.

In response, a representative of the CCG reported that outcomes were better as continued care could be given to patients who were also able to make appointments at a time that suited them. The Vice-Chair of Harrow CCG's Governing Body explained how Walk-in Centres had worked adversely for doctors and assured the Committee that the proposed move to Access Centres was a safer alternative. The Managing Director of Harrow CCG explained how the survey had been conducted but only 150 people had responded. She welcomed suggestions from Members on how the survey ought to be conducted in the future and ways in which the questionnaire could be improved.

A Co-opted Member was of the view that for the model to succeed, a change in people behaviour was required but that education and communication were key to changes in behaviours. She added that the change in the model would result in reduced choices and, by withdrawing a layer of service, the proposed changes would ultimately result in pressures on other health services such as the A & E and Urgent Treatment Centres. Education was fundamental to ensuring that other services were not disadvantaged as a result of proposed changes to Pinn Medical Centre and Belmont Health Centre. A gap in education would also result due to the previous increased use of the Centres by non-Harrow residents.

The Managing Director of Harrow CCG stated that the CCG would welcome any help in this area and recognised that an open and honest communication was necessary. She explained how other CCGs were addressing this issue and added that there was no obligation on a surgery to treat those living out of the borough unless the person required urgent medical treatment.

Some Members expressed concerns and challenged the rationale behind the proposed changes. A Member was of the view that existing services were valued and used appropriately and the proposed changes would result in residents waiting to be seen in A&E.

The Chair of the Health and Social Care Scrutiny Sub-Committee was proud of the NHS and agreed that education was key. She was appreciative of the service she had received. She also thanked the CCG for their attendance at the Committee that evening and supported the proposed change.

The Chair of the Overview and Scrutiny Committee expressed concern that services were being limited to residents when the NHS was universal and open to all. Better health care provision was required in some areas to address the issue of inequality. With reference to the response to the first

question, he stated that it was the remit of the Overview and Scrutiny Committee to scrutinise decisions, not to “help get the message across”. The Chair of Harrow CCG’s Governing Body recognised the need to improve IT systems which would allow patient records to be accessed across boundaries. She added that some practices received large amounts of money but this was not based on factors such as deprivation, but on how funding requests had been made and allocated previously. The proposed changes would allow for the redistribution of £1.9m across Harrow and make patient care a priority.

The Chair of the Overview and Scrutiny Committee thanked all for their participation and attendance.

**RESOLVED:** That

- (1) the update on the review by Harrow CCG of the existing Walk-in Centre provision at Pinn Medical Centre and Belmont Health Centre be noted;
- (2) it be noted that the proposal to change Belmont Health Centre (in November 2019) and the Pinn Medical Centre (at a date to be confirmed) to GP Access Centres was subject to the approval of Harrow CCG’s Governing Body.

## **81. Harrow Strategic Partnership Update**

The Committee received a report of the Corporate Director of Community on the progress of the Harrow Strategic Development Partnership (HSDP) and referred Members to the report considered by Cabinet on 30 May 2019. A presentation was made at the meeting setting out the key actions and programme activities. He presentation slides were available on the Council’s website.

Prior to receiving the presentation, the Chair reported that the HSDP was a large project and would involve a number of decisions by Cabinet. He stated that the project was commercially sensitivity and that Committee may need to move into a private session to allow Councillors to be briefed in detail.

The Corporate Director of Community stated that the intention was to share the progress made on the HSDP and the work carried out by officers and Cabinet Members, share the work carried out to date and the dialogue with the potential bidders.

The Corporate Director of Community, Commercial Director (Interim) and Regeneration Programme Director (Interim) referred to the presentation slides and reported as follows:

- slides 3 and 4 showed the projects that were underway, including those involving the private sector, the number of homes built and to be built in and around the Wealdstone and Harrow Town Centre and the development opportunities on the Tesco and Safari Cinema sites. The Council was ambitious in its Regeneration Programme and the growth and development opportunities the Station Road corridor provided;

- slide 6 set out the background to this ambitious project and the Council's decision to find a partner to help Build a Better Harrow (BaBH). The sites included Poets Corner, Peel Road and Byron Quarter (Phase 1) encompassing in excess of 30 acres which might involve acquiring adjacent sites and would mean the need for relocations. Officers were working together across the Council with specialist external advice being provided by consultants (slide 11 referred) to help deliver this corporate project;
- slide 12 outlined the Council's objectives, including improved mixed tenure housing, particularly affordable housing across the three core sites, better civic and community facilities, new employment space, wider economic and social benefits for residents and to provide a new Civic Centre at no cost to the Council;
- slide 13 set out the procurement process timetable and highlighted that thirteen bids had been received which had been evaluated down to five;
- slide 14, set out the evaluation criteria agreed for the HSDP Programme and these requirements had been weighted;
- legal documents would underpin the HSDP Programme;
- slide 16 set out the emerging themes that were relevant to the project, some of which needed further work by the Council;
- slide 17 showed that the intention was to further evaluate the number of bidders from five to up to three and the appointment would be a decision for Cabinet in April or May 2020 following receipt of tenders with a successful bidder being selected in March 2020. A new Civic Centre was not expected to be on site until October 2023;
- slide 19 set out the governance arrangements and the proposed limited liability partnership arrangements. Additional work on governance was envisaged;
- slide 20 made reference to the support required from the Committee to the Regeneration Programme and how the previous scrutiny review on Regeneration had fed into the Programme. Developers were keen to start work on site.

Members welcomed the presentation. A co-opted member to the Committee asked how the increased demand for school places and other infrastructure requirements was being measured. The Corporate Director of Community stated that discussions were underway in relation to the provision for additional schools and improved public transport services with the relevant authorities.

At this stage of the meeting, the Committee moved into a private session and resolved that, in accordance with Part I of Schedule 12A to the Local

Government Act 1972 (as amended), the press and public be excluded from the meeting for the remainder of the discussion relating to this item for the following reason: Information under paragraph 3 in that it contained information relating to the financial or business affairs of any particular person (including the authority holding that information).

Additionally, in accordance with paragraph 3.4 of the Protocol on Advisers and Co-optees set out in the Council's Constitution, Co-opted Members were also excluded from the remainder of the discussion on the basis that the Corporate Director of Community and the Chair believed that the discussion that would ensue was so confidential that it could significantly prejudice the interests of the Council.

Members discussed the emerging themes in detail and asked questions relating to the tenor of the views of the bidders in relation to the provision of a new Civic Centre at neutral cost, its size and options to the preferred site. Discussion also ensued in relation to the planning process and the regeneration team's view on car parking provision. During further discussions, the Chair expressed concern with regard to achieving all the Council's aspirations in the likelihood of the need for potential balancing of achievable requirements.

The Corporate Director of Community shared initial discussions that had taken place with potential partners. He outlined the dialogue he had had with Network Rail, including the development opportunities on station car parks. The expected growth in Harrow's population had been shared and discussion had taken place on franchise agreements. The Commercial Director (Interim) and the Regeneration Programme Director (Interim) reported on the complexities of achieving all the Council's aspirations including the need for a cost neutral Civic Centre and the need for the Council to agree a Car Parking Strategy. Discussions on achieving a right mix of homes by size, type and tenure, in accordance with policy were in train.

A Member also requested the need for a further report setting out which of the 17 recommendations made by the scrutiny review were now relevant and the ones that ought to be discarded. The Corporate Director of Community undertook to submit a report in this regard.

Members also asked questions on the detail of the development on each of the sites and their attention was drawn to slide 16 of the presentation which would form the base line during the dialogue sessions. Members also asked about the risks associated with the Programme should significant changes be required. They enquired if stakeholders had been engaged in the process.

The Corporate Director of Community referred to the discussion underway with TfL (Transport for London), GLA (Greater London Authority) and the local community. He referred to the number of events being planned which would also involve the developer(s) when selected.

The Corporate Directors of Community and Resources highlighted the investment that was being made in IT in order to ensure a more agile and fit for purpose workforce and an effective Civic Office. The Corporate Director of

Community stated that the Members too had role to play in this regard, as it related to their accommodation in the building and he would report back on how Members could get involved. The Vice-Chair of the Committee pointed out that, hitherto, the cost neutrality of the new Civic Centre had been an essential feature of the Regeneration Programme and if it were to go ahead on any other basis that would be a fundamental change.

In concluding the discussion, the Chair stated that, together with the Vice-Chair of the Committee, he would be meeting the Chief Executive to discuss how scrutiny Members could engage with and provide support to the Council's Regeneration Programme (slide 20 of the presentation referred). The engagement would not be limited to Scrutiny Lead Members and further information would be made available in due course.

**RESOLVED:** That

- (1) the report and the presentation be received and noted;
- (2) the Corporate Director of Community report back on the relevance of the 17 recommendations of the Regeneration Scrutiny Review;
- (3) the Corporate Director of Community report back on the role of Members towards the journey of becoming a more modern, flexible and agile Council and the planned move to a new Civic Centre.

## **82. Channel Shift Programme - Update**

In accordance with Committee Procedure Rule 4.1, the Committee agreed that the Chair of the Performance and Finance Scrutiny Sub-Committee who was not a member of the Overview and Scrutiny Committee be allowed to address the meeting in respect of this item. The report on the Council's Channel Shift Programme had been programmed for the December 2019 meeting of the Performance and Finance Scrutiny Sub-Committee but had been brought forward to this meeting to allow for its earlier consideration.

The Committee received a report of the Corporate Director of Resources, which provided an update on the Council's Channel Shift Programme through to 2021. An officer introduced the report and reported that:

- over the next six months, the Council would be re-launching its digital presence through a significant and innovative upgrade to the website which would include a re-platforming of the MyHarrow account;
- the planned improvements would enable the Council to take a leap forward towards its Channel Shift Programme and to make savings set out in the Council's Medium Term Financial Strategy (MTFS).

The officer explained the proposed reduction in the telephony and email channels to a number of services, such as education, public realm, benefits, details of which were set out in the report. Services such as school admissions and parking were, currently, only accessible via the Council's website, MyHarrow account or self-service telephony.

The Chair of the Performance and Finance Scrutiny Sub-Committee stated that she was supportive of the achievements made to date in relation to the Channel Shift Programme and the process should continue. She noted that the Public Realm, a vast service area, was scheduled next and expressed concern about the impact of the changes on residents. She asked how the planned changes would be communicated to residents.

In response, the officer reported that the launch date had been pushed back to January - March 2020 and that he was working with the Communication Team on how best to convey the closure messages to residents. He outlined various measures that were in train which would improve reporting of incidences so that they could be dealt with quickly. He added that calls to Public Realm had reduced vastly and could be reduced further by ensuring functionality online which was currently lacking. The Committee was briefed on the following priorities and informed of the need to ensure that suitable platforms were in place:

- ensuring that the available technology in the Civic Centre was modern and fit for purpose;
- resources were available to work with residents and the voluntary sector to help residents who struggled to use online services;
- make available a precision routing telephone system for those who were unable to use online services.

The Chair of Performance and Finance Scrutiny Sub-Committee was pleased to learn that the Public Realm 'shift' had been delayed but was mindful that the revised implementation date of January 2020 was looming. She asked how confident officers were that the Council would be able to manage the anticipated changes in technology.

The officer explained that residents expected an online service which was personalised such as that provided by Amazon. The Council offered 760 different services and they did not fit well on the Homepage of the website. The intention was to move towards a personalised service which would provide local information such as the user's local Ward Councillors, bin collections and planning applications along with any services that had been accessed online recently. Additionally, the type of device used would dictate the information available and the format on how it had been delayed.

The Chair of the Performance and Finance Scrutiny Sub-Committee expressed concern about the recent increase in complaints in the Public Realm Service which had tripled and questioned the systems in place. She was informed that the rise had been due to the introduction of recycling to flats in the borough and was assured that complaints for the food waste and bin collection service were at an all time low.

Members of the Committee scrutinised the following areas:

- in welcoming the aspirations to move towards a digitalised service, they highlighted the importance of identifying those residents who were unable to use online services and how they would be identified;
- how vulnerable clients would be monitored;
- how online usage would be nurtured to ensure that sufficient staffing was available to assist vulnerable residents;
- the routing of completed online forms which appeared ambiguous. The Chair cited his personal experience as it would deter people from completing such forms.

The officer responded as follows:

- data sets were currently available across the Council and would enable the Council to identify vulnerable residents. The Council would work with the voluntary sector to ensure that those unable to use online services were not disadvantaged. There were no plans to close telephone lines across all services. For example, there were no plans to close the adult social care lines;
- plans were in place to ensure that vulnerable clients were not disadvantaged. In the event of any issues with the launch of the new website, a roll back position was available. The new website was undergoing a rigorous testing;
- only 2% of the borough was not covered by Broadband. Locally, 75-88% of the population had access to a Smart Phone. Risks would be mitigated by showing residents how to access services online and the Council's own devices in the One Stop Shop would be upgraded. The telephony and email channels for School Admissions were still open due to the requirements for clothing grants. Interactive Voice Recognition (IVR) would help mitigate situations such as those recently experienced by the Education Service through relaying importing messages and directing callers where appropriate;
- usage of forms online was important as data was directly transferred to the legacy system through integration resulting in a quicker service. A strong communication strategy would help ensure its success and work in this area was underway. Changes in user behaviour were also important. Feedback from web forms was reviewed and analysed and a sample of users were contacted to discuss the problem in more detail. Data was collated by a member of staff in Access Harrow who looked for common themes of issues so that they could be resolved and changes made. Up to 80% of users had found that forms were easy to access and use to report problems.

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



### **83. Draft Scope for the Scrutiny Review of Shared Services**

The Committee received a report of the Corporate Director of Resources, which set out the draft scope for the Scrutiny Review of Shared Services in Harrow.

**RESOLVED:** That

- (1) the draft scope for the Scrutiny Review of Shared Services be agreed;
- (2) the membership as set out in the scope be agreed and that co-chairing arrangements be continued in respect of this Review;
- (3) it be noted that the dates and timings of the Review of Shared Services had been shared with Members and that any issues be raised at the Scrutiny Lead Members' meetings.

### **84. Procedure for the Termination of the Meeting**

In accordance with the provisions of Committee Procedure Rule 14 (Part 4B of the Constitution) it was

**RESOLVED:** At

- (1) 9.55 pm to continue until 11.00 pm;
- (2) 10.55 pm to continue until 11.20 pm.

(Note: The meeting, having commenced at 7.32 pm, closed at 11.17 pm).

(Signed) COUNCILLOR SACHIN SHAH  
Chair

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**OVERVIEW & SCRUTINY COMMITTEE – 12 NOVEMBER 2019**

**REFERENCE FROM CABINET – 12 SEPTEMBER 2019**

**226. Response to Scrutiny Review of Highways Maintenance**

**RESOLVED:** That

- (1) the recommendations of the Scrutiny Review Group, as set out in their report, be noted;
- (2) the proposed actions in response to the recommendations as set out in the officer report be agreed.

**Reason for Decision:** The recommendations and responses were based on the outcome of the Scrutiny Review.

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

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

**FOR INFORMATION**

**Background Documents:**

Council's Constitution  
Cabinet Report – 12 September 2019  
Scrutiny Review into Highways Maintenance

**Contact Officer:**

Alison Atherton – Senior Professional Democratic Services  
Email: [alison.atherton@harrow.gov.uk](mailto:alison.atherton@harrow.gov.uk)

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**REPORT FOR: CABINET**

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<b>Date of Meeting:</b>	12 <sup>th</sup> September 2019
<b>Subject:</b>	Response to Scrutiny Review of Highway Maintenance
<b>Key Decision:</b>	Yes
<b>Responsible Officer:</b>	Paul Walker, Corporate Director - Community
<b>Portfolio Holder:</b>	Councillor Varsha Parmar, Portfolio Holder for Environment
<b>Exempt:</b>	No
<b>Decision subject to Call-in:</b>	Yes
<b>Wards affected:</b>	All
<b>Enclosures:</b>	Appendix A – Report from Scrutiny Review Group on Highways Maintenance

**Section 1 – Summary and Recommendations**

This report provides responses to the recommendations made in the Report from the Scrutiny Review Group on Highways Maintenance. The Overview and Scrutiny Committee commissioned a review of highways

maintenance and the Group was set up to action this review.

### **Recommendations:**

Cabinet is requested to:

- Note the recommendations of the Scrutiny Review Group as set out in their Report
- Agree the proposed actions in response to the recommendations as set out in this report.

### **Reason: (For recommendations)**

The recommendations and responses are based on the outcome of the Scrutiny Review.

## **Section 2 – Report**

### **Introduction**

- 2.1 A range of issues concerning highways maintenance were originally identified for the scrutiny work programme as a result of the Residents Survey 2017 which highlighted to members the level of residents' concerns around highways. The Overview and Scrutiny Committee agreed the review's scope on 13 November 2018.
- 2.2 The purpose of this review was to better understand and influence how Harrow's schedule of highways work is prioritised so as to better inform, engage and consult with residents.
- 2.3 The objectives of the review as set out in the scope are as follows:
1. To establish the nature of residents' concern about the condition of roads in Harrow and other highways issues, as raised in the Residents' Survey 2017.
  2. To understand how Harrow's schedule of planned highways maintenance works is formulated and understand the criteria, including financial, for determining in what way works are carried out.
  3. To ascertain if and how the Council coordinates different types of planned works to roads and pavements.
  4. To ascertain if and how utilities companies coordinate planned works with the council.

5. To investigate how council policies around dropped kerbs and enforcement impact upon the conditions of Harrow's roads and pavements.
6. To examine the quality assurance around contractors' performance on highways maintenance, including enforcement by the council of its contractual rights.
7. To understand how planned works and their progress are communicated to residents.
8. To understand the sources of funding and associated pressures, including TfL involvement, that affect Harrow's highways maintenance programme.

## Options considered

- 2.4 The options under consideration by the Scrutiny Review Group were:
1. Do nothing and continue providing highway services as now.
  2. Highlight a range of improvements to highway services based on the scope of the review.

## Background

- 2.5 The final report of the Scrutiny Review Group of Highways Maintenance presents their findings and recommendations and can be seen in **Appendix A**. The final report was presented to the Overview & Scrutiny Committee on 4<sup>th</sup> June 2019 for consideration. The Committee resolved that:
- a) the report of the Scrutiny Review Group on Highways Maintenance be endorsed;
  - b) the report and the recommendations be submitted to Cabinet for consideration and response;
  - c) the implementation of the recommendations be reviewed by the Overview and Scrutiny Committee after 12 months.
- 2.6 The intelligence to inform this review was pulled together between December 2018 and May 2019 and comes from desktop research, question and answer sessions with officers and the Environment Portfolio Holder, review of briefings from the services, data analysis and site visits.
- 2.7 The recommendations made in the review are shown in the table below and includes the response from the Highways Service.

Recommendation	Response
<p>1) That on an ongoing basis, the council better informs councillors and residents about the highways inspections that it conducts and commissions, the different types of defects, and the different investigative levels. The Highways Team are to work with the Communications Team in order to produce an information leaflet of bitesize information that could be used by councillors and also given to residents to provide the key facts and figures around highways issues.</p>	<p>There is already existing information on the Council's website and this was considered as a part of the scrutiny review. The web page information will therefore be assessed to consider if further information can be added or amended to improve the quality of information provided.</p> <p>A leaflet will be developed with the communications team to provide key facts and figures around highways maintenance. The aims of the leaflet will be to:</p> <ul style="list-style-type: none"> <li>• Give details about the council's responsibilities for the road network</li> <li>• The size, value, condition and deterioration of the asset and the limited funds available to maintain it</li> <li>• How we plan and organise works to maximise the use of funding with examples</li> <li>• How and when residents can report defects and issues and how we will deal with requests</li> <li>• The problem of highway damage caused by inappropriate behaviour from residents / businesses vehicles and the impact on the Council's limited resources and discouraging such activity</li> </ul> <p>This leaflet could be widely used at events, members briefings, Council website, distributed with scheme leaflets as. it would be a general summary / FAQ of the Council's approach to road maintenance.</p> <p>Action by September 2019</p>
<p>2) That the council considers charging all residents applying for planning permission an additional charge for any damage to driving over verges, which would be refunded if, after building works are</p>	<p>This concerns contractor's vehicles causing highway damage that are undertaking construction works on development with planning consent. Discussions with the Planning and Legal departments will be undertaken</p>



<p>completed, it can be shown that no damage was caused.</p>	<p>to consider if developers can be required to agree a planning condition and to pay a bond that can be used by the Council to enforce against any occurrence of highway damage in connection with developer construction works or undertake repairs.</p> <p>Review by December 2019</p>
<p><b>3)</b> That the council more widely informs residents of planned works, through regular articles in Harrow People and the MyHarrow emails sent to residents. The content of these articles should include messages around behaviour change and highlight the cost impact on the council of selfish behaviour by the public (e.g. driving over verges) which may not be malicious but nonetheless costs the council – money that could be used elsewhere in service delivery. Messages around enforcement should also be reinforced.</p>	<p>There is already existing information about the main annual highways maintenance programmes on the Council’s website and this was considered as a part of the scrutiny review. A way of linking this information to the MyHarrow Account will be investigated with the web team to improve circulation of the information.</p> <p>The issue of behaviour change is important to ensure unnecessary highway damage does not occur and wastes valuable council resource unnecessarily. Suitable messaging will be developed to highlight the impact of poor behaviour setting out the consequences and any recourse to highways enforcement action.</p> <p>Review by December 2019</p>
<p><b>4)</b> That the council explores alternative and additional sources of funding for greening, for example in bids to the GLA.</p>	<p>All opportunities to bid for additional finance for greening and other public realm improvements are actively pursued.</p>
<p><b>5)</b> That there is greater transparency to members on the Planning Committee on the long term cost to the council of adopting and maintaining a built asset. It is suggested that a standing item on Planning Committee reports provides clarification on officer recommendations in respect of responsibility for assets built by developers and adoption by the council of assets, and allows for check or review of previous decisions on implementation in accordance</p>	<p>Cabinet approved a highways adoption policy in Dec 2015 and this guides highways officers in determining where roads in a development need to be adopted. This is normally included in the highway comments provided for reports on planning applications to the Planning committee.</p> <p>The format of reports to the Planning Committee and how issues of adoption can be highlighted will be discussed with the Planning</p>

with guidance.	Department.  Review by December 2019
<p><b>6)</b> That the Environment Portfolio Holder call a public event for stakeholders on highways maintenance, which disseminates the findings of this review, shares the learning and briefs stakeholders of the key issues around highways maintenance. The event could also demonstrate the websites that use planned works information and that would be useful for residents in identifying nearby roadworks, as well as provide the opportunity to give out the leaflets designed as per Recommendation 1.</p>	<p>The organising of a public event will be discussed with the Portfolio Holder, Environment.</p> <p>This would provide an opportunity to circulate leaflets as set out in recommendation 1.</p> <p>Review with PH by September 2019</p>
<p><b>7)</b> That members and highways services help make residents better aware of the online tools available to them around reporting defects and tracking the progress of remedial work.</p>	<p>This will be highlighted in the new leaflet to be produced as set out in recommendation 1.</p> <p>Consideration will be given to any messaging that could be sent via MyHarrow accounts to highlight awareness.</p> <p>Review by December 2019</p>
<p><b>8)</b> That members are strongly encouraged to use the EE members' portal to log concerns. If for any reason members approach individual officers instead, the EE members' portal should be copied into correspondence so that all queries are captured.</p>	<p>It is current practice for officers to copy in the EE members inbox if they receive queries directly from members.</p> <p>Members are encouraged by the highways team to use the EE members inbox to improve reporting and tracking of queries.</p>
<p><b>9)</b> That the service be asked to design a diagram/map which depicts the route that all residents' queries follow and are handled, so that members can then share this with residents. This will also allow residents to know how to navigate their concerns to the services.</p>	<p>A flow chart will be developed to map out the correct process for receiving queries through to the responsible teams. This will be shared with councillors.</p> <p>This could be incorporated in the new leaflet to be produced as set out in recommendation 1.</p> <p>Action by September 2019</p>

<p><b>10)</b> That the highways services undertake scenario modelling to explore different models of investment for the highways asset, and that this be used to inform decisions around future spend.</p>	<p>The scrutiny review demonstrated how capital funding for highways maintenance is generally insufficient to reduce the backlog of repairs on the council's largest asset. It also demonstrated that no method of determining the necessary annual funding based on the condition and deterioration of the asset was used currently.</p> <p>The efficient and effective use of maintenance funds is essential in order to keep the asset in a serviceable condition. Deterioration modelling and maintenance treatment scenarios are therefore being developed in 2019/20 and will inform a new Highways Asset Management Plan. The scenarios modelled will provide a range of investment strategies for the highway asset in the future that can be considered in the annual capital bid submissions.</p> <p>Action by December 2019</p>
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### **Ward Councillors' comments**

2.8 Not applicable as the report is not ward-specific.

### **Risk Management Implications**

2.9 No specific risks are highlighted.

### **Procurement Implications**

There are no specific procurement implications arising directly from the recommendations of this report. Any procurement that may result from the recommendations will be conducted in compliance with the Council's Contract Procedure Rules and through the engagement of the procurement team.

### **Legal Implications**

2.10 This report involves a Key Decision. Article 13.03(b) of the Constitution stipulates that decision makers may only make key decisions in accordance with the requirements of Rule 23 of Executive Procedure Rules set out in Part 4 of the Constitution.

## Financial Implications

- 2.11 The cost of any changes to the highway service resulting from recommendations in the Scrutiny Report will be accommodated within the revenue budget of the traffic, Highways & Asset Management Team.

## Equalities implications / Public Sector Equality Duty

- 2.12 LIP3 underwent an Equalities Impact Assessment which includes highways maintenance. The Council has had due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons who share a relevant protected characteristic and those who do not share it as required under section 149 of the Equality Act 2010.

## Council Priorities

- 2.13 The findings and recommendations from this scrutiny review relate most to the delivery of the following priorities:
- Building a Better Harrow - Create a thriving modern, inclusive and vibrant Harrow that people can be proud to call home
  - Protecting Vital Public Services - Harrow has a transport infrastructure that supports economic growth, improves accessibility and supports healthy lifestyles

## Section 3 - Statutory Officer Clearance

Name: Jessie Man	<input checked="" type="checkbox"/>	on behalf of the * Chief Financial Officer
Date: 19/07/19		
Name: Baljit Bhandal	<input checked="" type="checkbox"/>	on behalf of the * Monitoring Officer
Date: 26/07/19		
Name: Nimesh Mehta	<input checked="" type="checkbox"/>	Head of Procurement
Date: 23/07/19		

Name: Paul Walker



Corporate Director

Date: 23/07/19

**Ward Councillors notified:** NO

**EqIA carried out:** YES, as a part of LIP3

**EqIA cleared by:** Dave Corby,  
Community - Equality  
Task Group (DETG)  
Chair

## Section 4 - Contact Details and Background Papers

**Contact:** David Eaglesham, Head of Traffic, Highways & Asset Management, 020 8424 1500, david.eaglesham@harrow.gov.uk

### Background Papers:

- Scope for the review, as agreed by Overview and Scrutiny Committee on 13 November 2018:

<http://modern.gov:8080/ieListDocuments.aspx?CId=276&MId=64420&Ver=4>

- Final report of the Scrutiny Review of Highways Maintenance, 4<sup>th</sup> June 2019

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

*(for completion by Democratic Services staff only)*

**NOT APPLICABLE\***

*\* Delete as appropriate  
If No, set out why the decision is urgent with reference to 4b - Rule*

*47 of the Constitution.*



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**REPORT FOR: OVERVIEW AND  
SCRUTINY COMMITTEE**

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<b>Date of Meeting:</b>	12 November 2019
<b>Subject:</b>	Resilient Harrow Programme - Adult Services Transformation
<b>Responsible Officer:</b>	Paul Hewitt, Corporate Director of People
<b>Scrutiny Lead Member area:</b>	People - Councillors Jerry Miles and Janet Mote
<b>Exempt:</b>	No
<b>Wards affected:</b>	All
<b>Enclosures:</b>	Appendix 1 – Resilient Harrow Programme structure Appendix 2 – Project summaries

**Section 1 – Summary and Recommendations**

This report describes the Resilient Harrow programme which has been established to transform the delivery of Adult Social Care services.

It provides examples and summaries of a range of projects which are designed to ensure that in the face of increasing demand, appropriate, good quality care is provided to meet the needs of citizens within the resources available

**Recommendations:**

Members are asked to note and comment on the progress of the Resilient Harrow programme.

## **Section 2 – Report**

### **Introduction**

This report describes the Resilient Harrow Programme which has been established to transform Adult Social Care services and to support delivery of the Adult Social Care Vision which was reported to the Health and Wellbeing Board in March 2018.

The various projects within the programme reflect the Vision's aim 'to give the right level and type of support at the right time and in the right place to help prevent, reduce or delay the need for on-going support and to maximise people's well-being and independence'. The programme aims to deliver efficiencies through greater use of new technologies, changes in ways of working and more effective management and development of local care markets. Taken together, these measures will support delivery of already agreed MTFS savings and assist the future provision of Adult Social Care services within available financial resources.

### **Background**

Adult Social Care services nationally have seen increases in demand over recent years and this trend is expected to continue with increasing numbers of people living with (for example) dementia, other long term conditions, learning disabilities or poor mental health. These demands place increasing pressures on already stretched council finances and it is vital the best use is made of available resources to meet need.

Recent years have seen significant increases in expenditure on Adult Social Care services in Harrow, rising from £34million in 2013/14 to £51million in 2018/19.

The Financial Implications section of this report provides more detail on the trend and shows how action already taken or planned is beginning to slow the rate of increase.

To begin to address these financial pressures, a new Adult Social Care Vision was developed and formally endorsed by the Health and Wellbeing Board in March 2018. The key messages of the vision are:

- To pave the way for seamless health and social care integration.
- To respond to the continuing rise in demand for health and social care
- To transform the offer of care.
- To enhance health, wellbeing and resilience with a preventative approach that embodies the 'wellbeing principle'.
- Delivering the right level and type of support at the right time and in the right place to keep people independent for longer.
- Manage customer expectation and increase customer satisfaction.

During 2018, phase 1 of a programme of work to implement and deliver the Vision was undertaken. This involved a major review of the social care



pathway, and a substantial restructure of Social Work teams. The new processes and structures were implemented in Autumn 2018. A key aim of the restructure was to simplify and streamline processes. The new arrangements have significantly reduced the number of 'hand-offs' between different staff teams and have improved and simplified processes for citizens.

Between October and December 2018 the Council engaged the consultancy agency Impower to undertake an independent evaluation of the work done, and to identify options for further work. A report was produced which recognised that the phase 1 work had laid the foundations for delivery of the Vision, and also identified a number of areas and themes for the future.

In early 2019 it was decided that phase 2 of the work would be taken forward through a wide ranging transformation programme drawing on the comments and recommendations from Impower. The sections below set out the details of that 'Resilient Harrow' programme.

### **Resilient Harrow programme – 2019**

The Resilient Harrow programme consists of a large number of projects which aim to better manage demand for Adult Social Care services, introduce more efficient ways of working and ensure the availability of good value and high quality services which meet assessed needs and have a focus on promoting independence. It is anticipated that the programme will run over at least a two year period.

The range of projects will develop over time as some end and others are added to the programme.

All projects have or will have detailed business plans which identify outcomes and outputs to be achieved, mechanisms to measure benefits delivery, risks and issues. They also have clear project plans which are regularly reviewed.

Robust governance arrangements have been implemented for each project with all work overseen by a Programme Board which meets every four weeks. This Board is chaired by the Corporate Director (People) and includes the Chief Executive, the Director of Finance, the Lead, Deputy Lead and Shadow Lead Members for Adult Social Care as well as all project sponsors and managers, and performance and finance business partners.

The Board makes decisions on key project issues, approves new project initiatives, scrutinises progress and monitors spend on project delivery.

Following the successful establishment of the programme, the governance arrangements are being reviewed to ensure a continued focus on delivery and progress.

The diagram at **Appendix 1** illustrates the current programme structure.

Details of the individual projects are set out **Appendix 2**.

The projects run alongside other initiatives which, taken together are designed to deliver the vision for adult social care services. While the programme is still

in its relatively early stages the positive impacts are beginning to be seen in a number of areas as described below.

### ***Examples of Resilient Harrow projects***

#### **i Harrow is Home project**

The project is part of the wider Learning Disability and Autism strategy (see below) and aims to increase opportunities for people with Learning Disabilities and Autism to live independently with appropriate support. This includes, where appropriate, moving people from residential care outside the Borough to more community based supported living or changing care packages to more effectively promote independence and wellbeing locally in Harrow. Any such changes to care support is based on ensuring that the revised support meets the person's assessed needs.

During 2019/20, 51 people with Learning Disabilities will have their care support reviewed to ensure appropriate provision which promotes independence.

As at the end of September:

- 37 cases have been reviewed
- 7 of those have moved to more independent settings
- 12 have had care plans revised to promote wellbeing through more cost effective provision
- 13 have had no changes to support

In 2019-20 an MTFs savings of £400K was planned and changes to care packages have achieved savings of £280,000 to date in the current financial year

#### **ii Learning Disabilities Integration project**

Also part of the wider Learning Disability and Autism strategy. An integrated and co-located Learning Disabilities service in partnership with NHS colleagues is being established which will deliver better outcomes through more integrated working, including joint approaches to commissioning of care.

The service will include various Children's services teams as well as the Council's all age Learning Disabilities teams and Health services including psychiatry, physiotherapy, occupational therapy, speech and language and behavioural therapists.

The new integrated service will move into Civic 5 and 6 during November and December 2019 and these arrangements will be kept under review during 2020.

#### **iii Three Conversations project**

The '3 conversations' model is an innovative approach to needs assessment and care planning. It focuses primarily on people's strengths and community assets. It supports frontline professionals to have three distinct and specific conversations with people. These conversations:

- explore people's needs and connect them to personal, family and community sources of support that may be available.
- assess levels of risk and any crisis contingencies that may be needed, and how to address these.
- focus on long-term outcomes and planning, built around what a good life looks like to the citizen, and how best to mobilise the resources needed and community assets available.

The model is being implemented gradually in Harrow with plans to establish three 'innovation sites' trialling the approach during 2019/20. In June the Early Intervention and Prevention team together with some staff from Access Harrow began to use the three conversations model. The second 'innovation site' will launch in November 2019 with a third to follow in early 2020.

While still at an early stage, some positive effects are beginning to be seen in terms of demand management and responding creatively to meet needs.

Qualitative telephone surveys have been undertaken and residents have been largely complimentary about the service they have received from social care staff using this model.

Under traditional ways of working, 15% of community based cases were successfully resolved by the Access Harrow Team. Comparatively, in the innovation site, 88% of cases are successfully resolved at Conversation One. This leads to 4 service users a week going onto Conversation Two compared to 41 service users a week being passed on by Access Harrow under the 'old' way of working.

The project has contributed to a decrease in the number of new long term service users starting each week from community based from 7.2 per week in March 2019 to 6.0 per week in September 2019.

The project is beginning to assist in managing demand and costs associated with meeting needs, and on-going performance will be kept under review as the model is rolled out.

#### **iv Hospital Discharge and Reablement projects**

These two closely linked projects emerged from the restructure of services and implementation of new processes and care pathways in 2018. The second stage projects were established to oversee and review the effectiveness of these new arrangements.

The overall aims of the projects include:

- To ensure people are discharged from hospital in a timely manner
- To keep Delayed Discharge from Hospital (DToC) performance within national guidelines
- To better target reablement support to those most likely to benefit and increase the number of people who require no long term care after a 6 week reablement intervention

- To maximise increase the number of community based referrals benefitting from reablement
- To contribute to a reduction in the number of people permanently admitted to residential or nursing care

Monitoring information shows that the new structures and processes have already proven successful in achieving a number of these aims.

The initial restructure of the reablement service with a more targeted approach was demonstrated by a significant improvement in the number of older people still at home 91 days after receiving reablement support following hospital discharge from 75.7% in March 2018 to 93.1% in March 2019.

There has been an increasing number of people receiving reablement support from community based referrals coming out of the 3 Conversations initiative, though most such care is provided to those leaving hospital. Across all ages and referral routes, some 75% of people receiving reablement require no on-going care package following completion of the 6 weeks of support.

In terms of delayed hospital transfers of care (DToC), performance has improved from 7.8 delayed days per 100,000 population to 5.5 which is within national guidelines and places Harrow 11<sup>th</sup> out of 33 London Boroughs. Of those delays, the number attributable to Social Care has fallen from 2.1 to 1.7 per 100,000.

The projects have recently been removed from the Resilient Harrow programme and moved to 'Business As Usual'. However, progress will continue to be closely monitored.

Other on-going projects will contribute to future effective delivery of hospital discharge and reablement support. These include elements of the Commissioning work programme which will explore options for the future provision of specialist reablement support and availability of appropriate short-term step down bedded care.

## **Other initiatives**

### ***(a) Joint Working***

Adult Social Care and health services are becoming more closely aligned and integrated in their delivery of services.

There are already a number of joint initiatives approaches in place. These include:

**i Joint Dementia Strategy** - During the next twelve years the number of older people with dementia in Harrow is expected to increase from 2500 to just under 4000.

To respond to and manage this anticipated increase in demand, a joint dementia strategy has been developed with health partners in Harrow CCG.

Its focus is on helping people with dementia needs feel in control of their lives and feel valued. It also aims to help carers feel that they are supported and enabled to continue their caring role.

The strategy which covers the period 2018-2021 will be reviewed in late 2019.

## **ii Learning Disability and Autism Strategy**

A joint Learning Disability and Autism Strategy developed in partnership with Harrow CCG has been in place since November 2016. The restructure in 2018 established a new specialist service for children and adults with LD and autism which provides a lifelong approach to care and support delivered through a dedicated multidisciplinary team.

The strategy includes:

- A crisis response pathway developed jointly with the CCG and other agencies and operational from October 2017.
- A Dynamic Risk register which has ensured no cases of unnecessary long stay admission to hospital or emergency placement to residential care since its implementation for people with Learning Disabilities.
- A multi-agency risk panel for the most vulnerable Autistic Children and Young People that meets on a monthly basis to review each autistic child and adult on the register.
- Harrow is Home Project as described above
- Supported internships at Northwick Park Hospital to prepare young people with learning disabilities and those with Autistic spectrum conditions for employment. Where possible, young people move into paid employment at the end of the programme.
- Learning Disability and Autism Health and Social Care Focus groups with members of the LD community, CCG, CNWL and Voluntary and Community agencies to implement the joint LD strategy. An Autism Health and Social Care Focus Group was formed earlier this year.

The strategy is due to be refreshed in 2020

The Resilient Harrow programme reflects and supports the continued alignment with Health partners and includes a number of projects specifically focused on establishing integrated or jointly provided services. These include:

- Learning Disabilities Integration
- Empowering People with Mental Health needs

### ***(b) Cross Council and Partnership Working:***

Responding effectively to the needs of citizens often requires responses from a number of services both from other parts of the Council or from other statutory or voluntary sector partners.

A number of the projects in the Resilient Harrow programme can only be successfully delivered through the engagement of other elements of the Council, and the structures in place facilitate their involvement. Such projects include:

- Improving access to on-line information – the recent Council website redesign
- Assistive technology – linked to wider Council Information Technology developments
- Three conversations – the first innovation site included Access Harrow staff
- Learning Disabilities Integration – involving significant building and facilities management input
- Commissioning of Extra Care and Housing with Support – requires close working with housing colleagues

### ***(c) Commissioning***

Ensuring the availability of appropriate, good quality care and support for those who need it is a key aim of the programme. It includes a range of projects related to Commissioning and Market Management to address these issues.

The Adults resources restructure highlighted the need to re-establish commissioning and contract management functions within the Department, and these will be implemented from November 2019.

Market Position Statements and related commissioning plans are being developed and will be reported to Cabinet in December 2019 setting out a programme of work for future years.

These plans will include reshaping provision and spending to focus on promotion of independence through services such as Extra Care, Supported Housing and enabling homecare.

Increased alignment with Health partners will also facilitate exploring opportunities for joint and collaborative commissioning in the future.

### **Resilient Harrow Programme Summary and future plans**

As outlined above, the Resilient Harrow programme includes a number of projects which taken together seek to better manage demand, ensure the provision of appropriate high quality services and address budgetary pressures at a time of increasing demand. The projects run alongside other initiatives designed to improve Adult Social Care provision, often in partnership with colleagues in the NHS and other services.

The programme was formally established in early 2019 and robust governance procedures put in place.

The outcomes of the projects will be delivered over the lifetime of the programme with positive effects and impacts already being seen in some areas as outlined above. Other projects are still in development or have outcomes and outputs that will only be seen over time, such as those relating to commissioning.

The current Resilient Harrow programme, the earlier phases setting out the Vision for Adult Social Care and the accompanying restructure along with other initiatives are all working together improve the delivery of care and support.

These measures have repositioned the department to be more efficient in terms of systems and processes, are contributing to managing demand, have laid the foundations for more integrated working with health and other partners, and are slowing down the rate of increased costs to deliver appropriate services.

Progress will continue to be regularly monitored through the Programme Board with adjustments made where necessary. This will include closing down projects when successfully implemented and adding new projects as new issues emerge.

## Ward Councillors' comments

Portfolio holders have been consulted on the contents of this report through their engagement in the Resilient Harrow Programme Board governance arrangements

## Financial Implications

As described in the main body of the report, there has been a significant increase in Adult Social Care expenditure in recent years.

The table below shows the trend (net of client contributions).

	<b>2013-14 £000</b>	<b>2014-15 £000</b>	<b>2015-16 £000</b>	<b>2016-17 £000</b>	<b>2017-18 £000</b>	<b>2018-19 £000</b>	<b>2019-20 £000</b>	<b>2020-21 £000</b>
Adults	£32,480	£34,221	£37,959	£40,439	£43,237	£47,991	£50,178	£53,022
Reablement	£431	£504	£391	£293	£387	£426	£387	£390
CYAD	£1,188	£1,452	£1,683	£1,452	£2,506	£2,615	£3,239	£3,239
<b>Total</b>	<b>£34,099</b>	<b>£36,177</b>	<b>£40,033</b>	<b>£42,184</b>	<b>£46,130</b>	<b>£51,032</b>	<b>£53,804</b>	<b>£56,651</b>
Year on year movement		£2,078	£3,856	£2,151	£3,946	£4,902	£2,772	£2,847
Year on year %		6%	11%	5%	9%	11%	5%	5%

While expenditure continues to increase annually, the rate of increase has slowed significantly in the current year and the expectation is that this will continue.

As part of the 2019-20 budget setting process, Adults expenditure was supported by growth of £5m together with the newly created Adult social care reserve of £5.027m held within corporate budgets. Whilst the Resilient Harrow programme is not yet fully developed and implemented, it appears that projects are beginning to show positive effects in terms of managing demand. This in turn has a favourable impact on the financial resources available and is expected to result in a lower level of funding to be drawn down from this reserve. The financial benefits from these projects reflect a combination of cost savings and future cost avoidance.

Projects such as Effective Reablement and Three Conversations are contributing to a reduction in the levels of need for long-term care, thus reducing ongoing care costs.

It is anticipated that other projects such as Assistive Technology and various commissioning initiatives will, when fully implemented, further contribute to cost effective delivery of care through the development of service models which promote independence and reduce reliance on more costly residential or nursing care.

The programme supports the delivery of the 2019-20 agreed MTFs savings of £1.4m which are being delivered mainly through the Harrow is Home (£400k) and Targeted reviews projects (£1.046m).

There are a range of projects in development which will support the delivery of services within the available cash envelope for 2020-21 onwards and will include the following:

- Charging Review - Subject to consultation during October and November and subsequent Cabinet decision in January 2020, the Charging Review project is expected to increase income to the directorate
- Commissioning – of services to ensure that the efficient quality services are procured in the right time
- Learning Disabilities

Detailed business cases have been developed for each project which set out the outcomes to be achieved and the associated delivery costs.

A budget of just under £1.6m has been set aside to support delivery of the projects, and is funded from savings and contributions from the corporate transformation budget. These resources have been used to engage specialist interim support or to backfill staff released to work on the projects.

Spend is monitored monthly through the Programme Board and will be kept under review. As the programme is established and the projects are embedded in practice the level of expert support and associated costs will diminish in future years.



## Performance Issues

Each of the projects has clearly defined outcomes with measured developed to assess progress. These are reviewed at project group meetings and reported to the Programme Board as appropriate.

These performance measures are also included in the wider performance monitoring arrangements across Adult Social Care services.

While many of the indicators are specific to the projects, there are some national indicators to which the projects contribute. These include:

Project	Indicator	Status	Baseline Mar '19 Pre-Transformation	Target	Oct '19
3 Conversations	No. of new long term service users per week (community route)	National data+ Corporate SC	7.2	Maintain or Lower	6.0
Harrow is Home	Proportion of adults with a learning disability in paid employment	Nat. Indicator	18.3%	Not set	2.3%
Harrow is Home	Proportion of adults with a learning disability living in own home / with family	Nat. Indicator	74.5%	Maintain	74.0%
Hospital Discharges	No. of new long term service users per week (hospital route)	National data+ Corporate SC	7.7	Maintain or Lower	8.7
Hospital Discharges	DToC All causes	Nat. Indicator	7.8	Lower	5.5
Hospital Discharges	DToC Social Care cause	Nat. Indicator	2.1	Lower	1.7
Hospital Discharges	DToC Joint causes	Nat. Indicator	0.3	Lower	0.2
Hospital Discharges	The proportion of older people receiving reablement/rehab services after hospital	Nat. Indicator	7.1%	Lower	3.9%
Reablement	Outcome of reablement is to not need long term support	Nat. Indicator	59%	Increase	75%
Info & Advice Online	Proportion of service users who find it easy to get information about services	Nat. Indicator+ Corporate SC	69%	Increase	Next in Mar '20
Info & Advice Online	Proportion of carers who find it easy to get information about services	Nat. Indicator+ Corporate SC	52%	Increase	Next in Nov '20
All Projects	Proportion of people who use services who say that they feel safe	Nat. Indicator+ Corporate SC	64%	Maintain	Next in Mar '20
Managing the Market	Proportion of people who say that their services helped them feel safe & secure	Nat. Indicator+ Corporate SC	84%	Maintain	Next in Mar '20
Mental Health	Proportion of adults with secondary mental health services in employment	Nat. Indicator	10%	Maintain	5.5%
Mental Health	Proportion of adults with secondary mental health services live independently	Nat. Indicator	79%	Maintain	82%
Resources Restructure	Satisfaction of people who user services with their care and support	Nat. Indicator+ Corporate SC	56%	Increase	Next in Mar '20
Resources Restructure	Satisfaction of carers with their care and support	Nat Indicator+ Corporate SC	29%	Increase	Next in Nov '20
All Projects	Ratio (White British vs Non-White British) being offered long term services or reablement - This indicator ensures services are fairly allocated regardless of ethnicity.	Corporate SC	new	0.90-1.10	0.90

## Environmental Impact

There are no environmental impact issues arising from the overall Resilient Harrow Programme.

Individual projects will identify and appropriately address and specific environmental issues

## Risk Management Implications

Project management documentation for each project within the Resilient Harrow programme identifies risks and issues. These are monitored and kept under review through the governance arrangements at project and Board level.

The individual project risks are not included specifically on the departmental risk register, but do contribute to the management of the risks on the register.

These include risks relating to:

- Managing demand
- Financial control
- Changing demographics and needs
- Local care markets

## Equalities implications / Public Sector Equality Duty

An Equality Impact Assessment (EqIA) has not been carried out for the Resilient Harrow programme as a whole. Rather, these issues are addressed at a project level with an EqIA carried out if appropriate.

For example an EqIA will be completed as part of the Charging Policy Review project.

## Council Priorities

The Resilient Harrow programme and the various projects within it contribute to the delivery of the following Council priorities:

- 1. Building a Better Harrow**
  - *Increase the supply of genuinely affordable and quality housing for Harrow residents*
  - *More people are actively engaged in sporting, artistic and cultural activities in ways that improve physical and mental health and community cohesion*
- 2. Supporting Those Most in Need**
  - *Empower residents to maintain their well-being and independence*

- *Reduce the gap in life expectancy in the borough*
3. **Protecting Vital Public Services**
    - *Healthcare services meet the needs of Harrow residents*
    - *A strong and resourceful community sector, able to come together to deal with local issues*
  4. **Delivering a Strong local Economy for All**
    - *Reduce levels of in-work poverty and improve people's job opportunities*
  5. **Modernising Harrow Council**
    - *Deliver excellent value for money services*
    - *Use technology and innovation to modernise how the Council works*
    - *Improving access to digital services*

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

Name: Donna Edwards	<input checked="" type="checkbox"/>	on behalf of the Chief Financial Officer
Date: 29-10-19		

Name: Laura Sarkis	<input checked="" type="checkbox"/>	on behalf of the Monitoring Officer
Date: 24-10-19		

Name: Paul Hewitt	<input checked="" type="checkbox"/>	Corporate Director, People
Date: 24-10-19		

<b>Ward Councillors notified:</b>	<b>NO</b>
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## **Section 4 - Contact Details and Background Papers**

**Contact:** Paul Hewitt, Corporate Director (People)  
Tel: 0208 424 1356

### **Background Papers:**

Adult Social Care Vision – Report to Health and Wellbeing Board - 8 March 2018

RESILIENT HARROW PROGRAMME

Demand Management

Effective Reablement

Effective Hospital Discharge

Using Assistive Technology

Improving access to on-line information

Strengths based approaches – 3 Conversations

Smarter Working

Adults Resources Restructure

Charging policy review

Right Care, Right Place

Empowering people with Learning Disabilities

LD Integration

Harrow is Home

Targeting Reviews Effectively

MPS and Commissioning plans

MyCEP and CarePlace review

Extra Care

Housing with support

Empowering people with Mental health needs

Market Management & Commissioning

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## Appendix 2 – Project summaries

Project title and description	Outcomes/Benefits	Current position
<p><b>Effective Reablement</b></p> <p>Provision of reablement support for up to 6 weeks targeted to those most likely to benefit</p>	<p>Reduce overall numbers requiring long-term care</p> <p>Enable people to live independently with reduced levels of care</p> <p>Increase numbers of people fully re-abled to live independently without long-term support</p>	<p>This project was closed and moved from the programme to ‘Business As Usual’ in September 2019.</p> <p>The project has supported the delivery of effective reablement support.</p> <p>Across all ages and referral routes, some 75% of people receiving reablement require no on-going care package following completion of the 6 weeks of support</p> <p>This support has been targeted towards people who are assessed as having a good chance of achieving significant reductions in their care needs following initial presentation either from a community setting or following hospital discharge.</p> <p>Revised and improved processes have been implemented, including a toolkit for staff to support the more targeted approach.</p> <p>On—going monitoring will continue through the project group. Oversight will be provided through regular Departmental Management Team (DMT) meetings.</p> <p>Longer term arrangements for the provision of reablement support will be picked up as part of the Programme’s Commissioning workstream.</p>

<b>Project title and description</b>	<b>Outcomes/Benefits</b>	<b>Current position</b>
<p><b>Effective Hospital Discharge</b></p> <p>Facilitate timely hospital discharge</p> <p>Link to reablement support to enable people to be discharged to their home with support</p> <p>Long-term care packages are not put in place at time of crisis/pressure</p> <p>Ensure availability of appropriate care services following discharge (eg short-term interim care beds)</p>	<p>Ensure timely discharge from hospital</p> <p>Increased effective targeting of referral to reablement to reduce need for long-term care</p> <p>Reduced levels of on-going need for long-term care</p>	<p>This project was closed and moved from the programme to 'Business As Usual' in September 2019.</p> <p>The project has ensured processes are in place to support timely discharge from hospital and ensure that people are provided with the most appropriate support to meet their needs.</p> <p>The 'Home First' principles underpin the work:</p> <ul style="list-style-type: none"> <li>➤ To ensure that wherever possible, placements are not made in residential or nursing care on discharge from hospital</li> <li>➤ Such placements are made only in exceptional cases where it may be necessary such as step-down bedded care at the point of initial discharge.</li> </ul> <p>Targeted reablement support for up to 6 weeks has been successfully implemented for citizens discharged from hospital and has been successful in increasing the number of people who require no long-term care following reablement to 77%</p> <p>In terms of delayed hospital transfers of care (DToC), performance has improved from 7.5 delayed days per 100,000 population to 5.5 which is within national guidelines and places Harrow 11<sup>th</sup> out of 33 London Boroughs. Of those delays, the number attributable to Social Care has fallen from 2.1 to 1.7 per 100,000</p>



<b>Project title and description</b>	<b>Outcomes/Benefits</b>	<b>Current position</b>
<p><b>Using Assistive Technology</b></p> <p>Increasing use and provision of adaptive/assistive technology to enable more people to remain living independently in community settings</p> <p>Widening the range of technology available</p>	<p>Increased numbers of people are enabled to continue to live independently with reduced levels of traditional care support</p> <p>Delaying the need for residential care</p>	<p>Trials of two new types of Assistive Technology equipment will begin in November 2019.</p> <p>There will be 50 people benefiting from one system, and 10 from the other. This will include people being discharged from hospital and others undergoing initial assessment or a review of existing care support.</p> <p>Initial reporting on outcomes will be available in early 2020.</p>
<p><b>Improving access to on-line information</b></p> <p>Review and update on-line information so it is easy to access, accurate and relevant</p> <p>The range of information available supports strength based approaches</p> <p>People are appropriately signposted to non-specialist community</p>	<p>Residents are better able to access on-line information and advice</p> <p>More people are able to 'help themselves'</p> <p>Increase in number of people accessing website</p> <p>Reduction in personal contacts to Access Harrow</p> <p>Increased user satisfaction ratings in terms of ease of access to information</p>	<p>The new Council website was launched on 3<sup>rd</sup> October.</p> <p>Adult Social Care information on the website has been updated and will be kept under review.</p> <p>Further work is being undertaken from October 2019 to analyse contacts to the Council relating to Adult Social Care. This will identify opportunities to improve access routes and responses and better manage levels of contact and demand.</p> <p>Web-site usage will be regularly monitored and satisfaction with access to information will be measured in the annual statutory Adult Social Care user survey in February 2020 and the Carer survey in November 2020</p>

<b>Project title and description</b>	<b>Outcomes/Benefits</b>	<b>Current position</b>
support		
<p><b>Strengths based approaches – 3 conversations</b></p> <p>Implement the 3 conversations model across all relevant teams – to deliver strengths based approaches making better use of personalised community networks</p>	<p>Reduce levels of demand for on-going traditional Adult Social Care support through use of alternative community based services</p> <p>Citizens benefit from appropriate support within their communities</p>	<p>First innovation site launched June 2019 involving Access harrow and Early Intervention Team.</p> <p>Initial analysis shows:</p> <ul style="list-style-type: none"> <li>- Increased numbers of people’s needs resolved at the first stage of the process to 88% in October 2019</li> <li>- Reduced numbers of new long-term cases starting each week to 6.0 from 7.2 before the innovation site was launched</li> </ul> <p>The second innovation sites will be launched in October/November 2019 with further roll-out planned during 2020</p>
<p><b>Adults Resources restructure</b></p> <p>Second stage of staff restructure to align Adults Resources services to deliver the vision</p> <p>Covers brokerage, client finance, complaints, commissioning and contract management functions</p>	<p>Appropriate staffing resources and structures are in place</p> <p>Brokerage functions are more efficient with stronger links to quality and price issues</p> <p>Market management, commissioning and contract management functions are better developed</p>	<p>Following staff consultation earlier in the year, new structures are being implemented during October and November.</p> <p>These include:</p> <ul style="list-style-type: none"> <li>- A single brokerage service</li> <li>- New contract management posts</li> <li>- New commissioning posts</li> </ul> <p>There were no reductions in staffing numbers as a result of the restructure.</p> <p>The effectiveness of the new arrangements will be kept under review</p>
<b>Charging policy review</b>	Charging policies align with most	Consultation on proposed changes to the Charging Policy will

<b>Project title and description</b>	<b>Outcomes/Benefits</b>	<b>Current position</b>
Consultation on charging policy to remove disregards and allowances currently applied and introduce administration fees for self-funders	<p>other Boroughs</p> <p>Introduce changes over 3 year period</p> <p>Increased income</p>	<p>be undertaken during October and November 2019 with a decision on the proposals to be taken by Cabinet in January 2020.</p> <p>If approved the new policy will be introduced from April 2020.</p>
<p><b>Empowering People with Learning Disabilities - Harrow is Home</b></p> <p>Support people with Learning Disabilities to live independently and have clear move-on pathways.</p>	<p>More people with LD are supported to live in the local community</p> <p>The number of people with LD in residential/nursing care is reduced</p> <p>People with LD are effectively supported to access employment, education and volunteering activities</p>	<p>During 2019/20 51 people with learning disabilities will have their care support reviewed to ensure appropriate provision which promotes independence.</p> <p>As at the end of September:  37 cases have been reviewed  7 of those have moved to more independent settings  12 have had care plans revised to promote well being through more cost effective provision  13 have had no changes to support</p> <p>Changes to care packages have achieved savings of £280,000 per year</p>
<p><b>Empowering People with Learning Disabilities – LD Integration</b></p> <p>Establish integrated and co-located Learning Disabilities service in partnership with NHS</p>	<p>Achieve better outcomes for people with LD through more integrated working across LBH &amp; NHS</p> <p>Integrated working should improve efficiencies from future models of care commissioning</p>	<p>The integrated Learning Disabilities service will move into the refurbished Civic 5 and 6 during November and December 2019.</p> <p>The new arrangements will be kept under review during 2020</p>

<b>Project title and description</b>	<b>Outcomes/Benefits</b>	<b>Current position</b>
colleagues		
<p><b>Targeting reviews effectively</b></p> <p>Reviews are targeted, and more consistent, higher quality and reflect strengths based practice</p>	<p>Care packages are adjusted where appropriate to ensure needs are met in the most appropriate and cost effective way</p>	<p>All care packages should be reviewed at least once a year.</p> <p>Approximately 355 care packages have been identified for targeted review where there is a potential to revise support to better meet needs.</p> <p>As at the end of September, 174 of the targeted reviews have been completed. As a consequence, some remain unchanged, some have support increased and others have support reduced or changed.</p> <p>These changes have delivered approximately £620,000 reductions in care package costs</p>
<b>Market Management and Commissioning</b>	<i>Details of projects in this workstream are set out below</i>	
<p><b>i – Market Position Statement and Commissioning Plans</b></p> <p>Develop high level plans and strategies to ensure appropriate services are available to meet needs</p>	<p>Strategies are agreed which identify provision needed to meet anticipated demand</p> <p>A commissioning programme is developed to ensure the provision of appropriate services</p>	<p>Market Position Statements detailing current service provision, anticipated future needs and a programme of future commissioning will be presented to Cabinet in December 2019.</p>
<p><b>ii – MyCEP and CarePlace review</b></p> <p>Review the arrangements for managed Personal Budgets provided</p>	<p>Decisions are made on whether to continue use of MyCEP</p> <p>Options for alternative Personal Budget models are explored</p>	<p>Phase 1 of the project has been completed.</p> <p>This identified that alternative arrangements for managed Personal Budgets are needed for the future.</p> <p>Phase 2 of the work will identify options for future</p>

<b>Project title and description</b>	<b>Outcomes/Benefits</b>	<b>Current position</b>
<p>through MyCommunity e-Purse (MyCEP)</p> <p>Review current and future use of CarePlace</p>	<p>Options for maximising use of CarePlace are identified</p>	<p>implementation.</p> <p>The initial phase also identified areas such as e-brokerage where CarePlace can be used to improve processes and deliver efficiencies.</p> <p>These issues will be picked up in future work.</p>
<p><b>iii – Extra care</b></p> <p>Increase the amount of Extra Care housing available in Harrow</p>	<p>Reduction in admissions of Older People to residential care</p> <p>Increased numbers of people enabled to live independently with support</p>	<p>A project group is in place to prepare for the introduction of planned new Extra Care services.</p> <p>Plans to further develop Extra Care provision will be included in the MPS and commissioning plans</p>
<p><b>iv – Housing with support</b></p> <p>Review the range and quality of housing with support to ensure it is appropriate to meet anticipated needs</p>	<p>An appropriate range of housing with varying levels and types of support is available to meet anticipated needs</p> <p>People are supported to live independently with appropriate, high quality support</p>	<p>Plans to ensure appropriate provision of housing with support will be included in the MPS and commissioning plans</p>
<p><b>v – Empowering people with Mental Health needs</b></p> <p>Review the current model of mental health care service delivery and provision and identify options for the future</p>	<p>Plans are developed to ensure the provision of mental health services which focus on prevention, recovery and promoting independence</p>	<p>A project is being launched in November 2019 which will review current service models and make recommendations for the future which promote prevention, recovery and independence</p> <p>Where appropriate these will be included in future commissioning plans</p>

<b>Project title and description</b>	<b>Outcomes/Benefits</b>	<b>Current position</b>



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**REPORT FOR: OVERVIEW AND  
SCRUTINY COMMITTEE**

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**Date of Meeting:** 12 November 2019

**Subject:** Regeneration Scrutiny Review –  
Progress Update

**Responsible Officer:** Paul Walker, Corporate Director of  
Community

**Scrutiny Lead** Community:  
**Member area:** Councillor Ghazanfar Ali  
Councillor Jean Lammiman

**Exempt:** No

**Wards affected:** All

**Enclosures:** None

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

This report provides an update on progress on the delivery of the recommendations arising from the Overview and Scrutiny report issued in February 2018, *Financing of the Regeneration Programme in Harrow by the Regeneration Scrutiny Review Panel*.

**Recommendations:**

Overview and Scrutiny is requested to:

1. To note the completed items undertaken in response to Regeneration Review recommendations.

2. To note that all future reports will focus on the finalising the remaining recommendations 2, 3, 4 and 11 which will cover the following areas:
- a. Overarching Infrastructure Plan
  - b. Council Lobbying Strategy
  - c. Cross Party Engagement.

## **Section 2 – Report**

### **Introductory paragraph**

2.1 The Regeneration Scrutiny Review Panel was established in to scrutinise the Council's Regeneration Programme and for its members to gain a greater understanding and clarity of the financing of the Regeneration Programme. Furthermore, its focus was to carry out a review on the projected benefits of the Regeneration Programme and appraise the projected financial benefits of the Programme. In February 2018, the Regeneration Scrutiny Review Panel published their report *Financing of the Regeneration Programme in Harrow*, the reports set out the findings and recommendations of the Panel.

2.2 The scrutiny review involved desk research, two Challenge Panels, and two field visits. The report finalised in 17 recommendations which were based on evidence gathered from local data, information garnered from hosting authorities and from senior council officers and members.

2.3 The initial response to these recommendations was provided in a report to Cabinet on 21 June 2018. *Financing of the Regeneration Programme in Harrow* which can be located on the following link:

<http://modern.gov:8080/documents/s150199/Regeneration%20Scrutiny%20Panel%20-%20Final%20Report%20-%20March%20Cabinet.pdf>

### **Harrow Strategic Development Partnership:**

2.4 Since the completion of the Regeneration Scrutiny Review Panel in May 2017, the Cabinet approved to the commencement of the procurement exercise to identify a Strategic Development Partner for Harrow Council.

<https://www2.harrow.gov.uk/documents/s156670/SDP%20-%20Final%20cover%20report.pdf>

2.5 The report considered a number of possible procurement routes and recommended Strategic Development Partnership route as this most appropriate as this option would offer the Council the greatest chance of achieving regeneration and development on a scale consistent with the Council's ambitions and objectives and enabling the wider economic and social benefits the Council requires.

2.6 The Harrow Strategic Development Partnership (HSDP) is intended to deliver housing and regeneration across the borough via a new private entity which



would be owned 50% by the Council and 50% by the private sector partner. The HSDP is anticipated to take the form of a Limited Liability Partnership and is anticipated to be over 30-35 years.

2.7 Ahead of the procurement process the Council needed to identify core sites that would be included in the new vehicle.

2.8 Following a detailed review of the Council owned sites that would have the greatest impact and contribution to regeneration within Harrow's Area of Opportunity. Three sites were identified: the Council's flagship regeneration site Poets Corner (which currently houses the Council's existing Civic Centre), Peel Road (which is the Council's preference for the New Civic Centre) and Byron Quarter (Phase 1).

2.9 The partnership will be responsible for the construction of the Council's New Civic Centre, maximising affordable housing across the 3 core sites and all at no cost to the Council's general fund.

2.10 In June 2019, the Council launched its procurement exercise for Harrow Strategic Partnership. The procurement process has successfully completed the Submission Questionnaire and Invitation for Outline Solutions which has included detailed dialogue sessions with the prospective bidders. The next stage Invitation for Detailed Solutions will commence in Nov 2019. The procurement exercise is programmed to complete in April 2020. The ultimate decision on the appointment of the Harrow Strategic Partner will be made by Cabinet this is currently anticipated to be in June 2020.

## **Section 3 – Report**

### **Overview and Scrutiny Report Recommendations**

#### **Update on Progress**

3.1 The information below details out an update on the response to recommendations arising from the *Financing of the Regeneration Programme in Harrow* report.

3.2 Recommendation 1: That the Regeneration Programme Risk Register includes the capitalisation of wages in the Regeneration Programme, and the revenue risk involved if this cannot happen in certain cases.

*Update on Progress:* As of 2018/19, all feasibility schemes are treated as revenue in the first instance and salaries are only capitalised where a decision is made to take a scheme forward. Costs are reviewed on a monthly basis to ensure they are in line with the capitalisation policy. Currently there are no risks to report in terms of the schemes going forward.

*Current Status:* Complete subject to this activity continuing, it is therefore recommended that recommendation 1 is closed.

3.3 *Recommendation 2:* That officers produce one report that includes all risks and mitigations in relation to the Regeneration Programme. This report will include the impact the expected increase in population will potentially have on the Council, its partners and the borough. The report will analyse and discuss, but not be limited to, the impact on (1) the NHS and care services, (2) education, (3) transport services (including both infrastructure and capacity improvements to rail and bus services, better London orbital routes, and other local transport issues that will be experienced throughout the developments, i.e. parking and road issues), (4) refuse collection, (5) increased demand for enforcement and regulation against the potential social and economic gains including increase in Council Tax receipts and business rates (including any business profiling that has been undertaken and a strategy to encourage businesses to move and stay in Harrow), (6) the New Homes Bonus, (7) increased employment (and whether this will be long or short term), and (9) apprenticeships that may be created in the area, and if so, in which sectors and in what numbers.

*Update on Progress:* A proposal for production of a *Building a Better Harrow Infrastructure Plan* has been drafted and is intended to be presented to Build a Better Harrow Board on 27<sup>th</sup> November 2019.

Work on chapter briefs is ready to begin once BABHB agreement and financial approvals in place. Briefs will be drafted with relevant departments/'chapter owners' and shared for sign-off and costing.

Types of infrastructure to be considered:

- Education
- Housing
- Health services, social care, and older-person accommodation
- Waste collection and recycling
- Emergency services
- Culture and community facilities
- Environmental, open space, biodiversity, and air quality
- Recreation and leisure
- Cemeteries and burial space
- Transport
- Flood mitigation
- Utilities (gas, power and water)
- Digital connectivity and high speed broadband
- Economic (New Homes Bonus, taxes and rates, employment).

*Current Status:* Underway, Anticipated sign-off of proposal: November 2019, draft plan complete Autumn 2020.

3.4 Recommendation 3: That a comprehensive lobbying strategy be agreed to promote improved transport links to central London and out of London be developed and integrated within the Regeneration Programme.

*Update on Progress*: First draft of *Public Transport Lobbying Strategy* is complete and being considered by the wider officer group. Regular meetings are being held with TfL in relation to the Harrow town centre development and TfL car park sites. Specific meetings have been held with bus and rail operators, TfL and Network Rail as well as user groups to help shape the contents of the strategy and future aspirations. Public transport policies have been updated in the latest version of the TfL Local Implementation Plan.

General lobbying is also a matter of course by the Highways Team: this is currently focused on bidding for transport projects in the regeneration area that could be funded by TfL, e.g. Wealdstone Liveable Neighbourhood, Wealdstone bus priority scheme, MHCLG Future High Streets Fund.

Typical engagement with bus and rail stakeholders is undertaken via quarterly HPTUA user group meetings in the Commercial & Public transport team. Issues connected with step free access, rail and bus route improvements and interchange capacity are discussed at this forum.

*Current Status*: Underway, Draft *Public Transport Lobbying Strategy* to be shared with a wider group of Officers for comment November/December 2019 and be proposed to Build a Better Harrow Board in March/April 2020.

3.5 Recommendation 4: That, as part of the lobbying strategy, for a letter to be drafted from the Leader of the Council and the Leader of the Opposition to the Mayor and TfL (London Underground Lines and London Overground), relevant Government Ministers, the Department of Transport, Network Rail, and rail operating companies (London Northwestern Railways, Southern, and Chiltern Railways) calling for improvements in capacity and facilities at Harrow and Wealdstone Station and Harrow-on-the-Hill station along with greater frequency, more capacity and improved reliability of all services operated by London Underground Lines, London Overground, London Northwestern Railways, Chiltern Railways and Southern.

*Update on Progress*: The Deputy Mayor for Transport, Heidi Alexander, visited Harrow on 18 January 2019 with further discussions recently through the West London Economic Priorities Board to understand key transport issues, in particular relating to the Council's Regen aspirations. Themes included lobbying for increased frequency of rail services between Harrow and Central London, better reliability of services, more step free stations including Harrow, and Stanmore, improvements at Harrow & Wealdstone station. Data collection is also underway on rail capacity from various operators, DfT and TfL underway.

*Current Status*: Underway, data collection results expected late 2019. Letters to follow to support Lobbying Strategy to be complete in early 2020.

3.6 Recommendation 5: That the Council produce a Harrow specific, all-encompassing infrastructure plan/strategy, which will incorporate the Atkins study on Wealdstone and clearly set out how the impacts of the Regeneration Programme will be managed both short and long term.

*Update on Progress*: Included in “all-encompassing” Building a Better Harrow Infrastructure Plan – see recommendation 2 – that builds on the Atkins work to assess the broad magnitude of the boroughs infrastructure need – in light of the Regeneration Programme, its cost and how to pay for it, where it might be needed and how to deliver it better.

*Current Status*: Complete subject to this activity continuing, it is therefore recommended that recommendation 5 is closed.

3.7 Recommendation 6: That all relevant strategies produced by the Council reference the Regeneration Programme and how they contribute to or are impacted by it.

*Update on Progress*: A report to Council on 18 July 2019 proposed changes to the constitution further defining the role of Corporate Strategic Board (CSB) and Building a Better Harrow Board (BBHB) relating to “provision of strategic leadership”; “consideration and making of decisions on council issues which need cross council input and/or ownership to deliver”; and providing “a wider Strategic Direction on the interactions within Council services to meet the Councils Ambition plan”.

BABH monitors the performance and budget of all regeneration projects across the Council and provides CSB members with the opportunity to understand the wider remit of the current regeneration programme and interrelationships between different elements of the programme.

*Current Status*: Complete subject to this activity continuing, it is therefore recommended that recommendation 6 is closed.

3.8 Recommendation 7: That the Programme should investigate and learn from the 2008 financial crash and specifically what happened to rental prices in Harrow and further consider what a 20% - 30% downwards price correction would do to the For Sale strategy to make sure we better protect the financial viability of the programme.

*Update on Progress*: Sales value assumptions for directly delivery schemes (Haslam and Waxwell) have been updated and sensitivity analysis carried out to show what the impact adverse prices would have on sales value. This continues to be monitored through the budget monitoring process. Project models have a facility to enable a number of potential scenarios to be tested.

*Current Status*: Complete subject to this activity continuing, it is therefore recommended that recommendation 7 is closed.

3.9 Recommendation 8: The panel recommends that the break-even point for all planned regeneration projects is constantly reviewed, and that appropriate steps are taken to address any adverse change.

*Update on Progress*: As per above (Recommendation 7), the break-even point for the two direct delivery schemes (Haslam and Waxwell) going forward is reviewed regularly as part of the monitoring process. For the remainder of the programme, whose delivery is still under discussion, the issue of financial viability, which will include break-even, is critical to the Strategic Development Partner evaluation process.

*Current Status*: Complete subject to this activity continuing, it is therefore recommended that recommendation 8 is closed.

3.10 Recommendation 9: To understand the implications of the 2020 business rates recalculation on the Civic Centre and Kodak sites; to ensure a reduction in notional business rates for the borough; and to establish a proactive lobbying strategy (particularly with Ministry of Homes, Communities, and Local Government (MHCLG), and Treasury) to ensure an exemption in business rates for both sites.

*Update on Progress*: The Business Rates re-baseline by Government has been delayed by at least 1 year and additionally, there is another rate revaluation is due on 1<sup>st</sup> April 2021. As the existing Civic Centre will not be removed from the ratings list for a number of years and the Kodak site has already been removed from the ratings list (these being the two largest in Harrow). There is now no immediate impact on the business rates.

*Current Status*: Complete subject to this activity continuing, it is therefore recommended that recommendation 9 is closed.

3.11 Recommendation 10: The panel recommend that modelling of the new Civic Centre should reflect the efficiency of the new Civic Centre for staff and maintenance costs, so that we get the true opportunity costs of any delay, including a reduction in business rates.

*Update on Progress*: The Council is in the process of procuring a Strategic Development Partner for its Regeneration Programme covering three key council sites. This process includes provision of a new Civic Centre on one these sites. As part of the process, it is very clear that the imperative for the new Civic Centre is that it is cost neutral (build costs) and meets the specification provided. The revenue costs are being modelled alongside the procurement process and will be concluded once the outcomes of the process is known which will set the design and delivery method of the new civic centre.

*Current Status*: Complete, now part of the HSDP procurement process. The cabinet report for a decision is anticipated in June 2020 by which time the 2020/21 Budget will be approved. If any amendments are required to the 2020/21 Budget, these will be enacted and reported in line with Financial Regulations. It is therefore recommended that recommendation 10 is closed.

3.12 Recommendation 11: To formalise governance arrangements for cross-party engagement on the regeneration programme post-election, and establish a public forum, either through the Major Developments Panel as it currently exists, or by expanding the remit of this Panel, or establishing a new, specific Regeneration Panel.

*Update on Progress:* Formal cross-party arrangements include the Major Developments Panel, and the public Regeneration Residents' Panel which continues to meet on a quarterly basis – the last meeting was 17 September. Informal meetings with Officers, Portfolio Holders and Shadow Portfolio Holders held regularly. There will be further opportunities for cross party working following the procurement of the Harrow Strategic Development Partnership. Please also see response to recommendation 13.

*Current Status:* This is ongoing, requirement to progress further cross-party arrangements once HSDP established post June 2020.

3.13 Recommendation 12: For the Corporate Risk Register to reflect an overall risk and level of risk of the regeneration programme, and to include a risk on the Corporate Risk Register of each high value project (such as the Civic Centre) at the GARMS committee.

*Update on Progress:* Building a Better Harrow Board is currently informed about Regeneration Programme risks. The Corporate Risk Register item 4 relates to “Failure to deliver the council-led Regeneration Programme through the Harrow Strategic Development Partnership (HSDP)” and includes a detailed risk description, measures in places to manage the risk, and further actions to be undertaken. Risk is currently at a C2 level due to the potentially serious impact that not delivering the Programme would have on achievement of council Priorities. Local project risks and issues are discussed on a monthly basis in project review meetings. It's anticipated that Regeneration Programme project (and risk) management is soon to be migrated onto SharePoint and that formation of risk registers, and escalation through correct channels, will be automated. Action with Business Transformation Team.

*Current Status:* Complete subject to this activity continuing, it is therefore recommended that recommendation 12 is closed.

3.14 Recommendation 13: To develop cross-party understanding of the critical pathways of the regeneration programme, and the timing of the “stop-go points”.

*Update on Progress:* Please refer to Recommendation 11. The last quarterly Regeneration Programme Update presented to Cabinet on 10 October 2019. Next update expected in January 2020.

*Current Status:* Complete subject to this activity continuing, it is therefore recommended that recommendation 13 is closed.

- 3.15 Recommendation 14: To ensure that other related bodies, such as the Health and Well-being Board, Harrow's Clinical Commissioning Group, Safer Harrow, Harrow Youth Parliament, and all relevant and significant partners have an integrated approach to the Council's regeneration strategy.

*Update on Progress*: Please refer to response to recommendation 6. Corporate Senior Board (CSB) and Building a Better Harrow Board (BABHB) continue to have a role in ensuring all relevant and significant partners are engaged in the development and implementation of the programme. Trial of a more proactive approach to engagement with local regeneration is ongoing in Wealdstone: Wealdstone Action Group is supported by the Council with the aim to better understand community sentiment and explore how it can make a positive difference to the local area; Wealdstone Traders' Association is being supported to develop its own action plan to help address some of the issues in the town centre; and work is underway to establish a high level working group to steer implementation of project and bids for further funding opportunities. The group has now met twice.

*Current Status*: Complete subject to this activity continuing, it is therefore recommended that recommendation 14 is closed.

- 3.16 Recommendation 15: To continue to monitor and assess risks in relation to the likelihood of further interest rate rises.

*Update on Progress*: The most appropriate debt management strategy for the Regeneration Programme is under constant review with the Council's Treasury Management Advisors to ensure that the most appropriate borrowing opportunities are pursued and the borrowing is timely to minimise the cost of carry.

The monitoring of interest rates continues and sensitivity analysis carried out as part of viability and finance monitoring.

*Current Status*: Complete subject to this activity continuing, it is therefore recommended that recommendation 15 is closed.

- 3.17 Recommendation 16: The panel recommends that borrowing is not delayed by pursuing unrealistic borrowing opportunities.

*Update on Progress*: Funding has been arranged for those smaller sites ready to proceed at Haslam House and Waxwell Lane. For the remainder of the Programme, the HSDP tender will inform the budget and hence borrowing requirement going forward.

*Current Status*: Complete subject to this activity continuing, it is therefore recommended that recommendation 16 is closed.

3.18 *Recommendation 17*: To ensure a proactive transport lobbying strategy is in place in order to ensure issues around reliability, capacity, and frequency are addressed in relation to Harrow and Wealdstone station.

*Update on Progress*: A follow up meeting to the Deputy Mayors meeting was held with Network rail at Harrow & Wealdstone station where a list of improvements were identified and future refurbishment programme was discussed. Harrow has successfully secured Metropolitan Line upgrade - more trains and new signalling; Bakerloo Line upgrade - new trains and signalling, greater capacity; £3.8m Network Rail improvements to Harrow and Wealdstone Station. A proactive lobbying strategy is incorporated in the *Public Transport Lobbying Strategy* (please see response to recommendation 3).

*Current Status*: Complete, See also response to recommendation 3. In light of that response it is therefore recommended that recommendation 17 is closed.

## 4. Implications of the Recommendations

4.1 This report provides an update on progress on the delivery of the recommendations arising from the Overview and Scrutiny report issued in February 2018, *Financing of the Regeneration Programme in Harrow by the Regeneration Scrutiny Review Panel*.

4.2 Following the detailed update on the Overview and Scrutiny recommendations outlined in Section 3. It is recommended that the following recommendations are considered closed these are: 1, 5, 6, 7, 8, 9, 10, 12, 13, 14, 15, 16 and 17.

4.3 To agree that recommendations 2, 3, 4, and 11 should remain open and agreed that a further update on progress at a future meeting. The specific areas they relate to are as follows:

- Infrastructure Plan,
- Lobbying Strategy
- Cross-party working arrangements

## 5. Financial Implications

5.1 The recommendations and responses contained in this report do not have any financial implications at this time.

## 6. Environmental Impact

6.1 Environmental issues for the Regeneration Programme as a whole are considered as part of the Building a Better Harrow quarterly update to Cabinet.



6.2A number of responses to recommendations will have specific environmental impact – in particular outputs from the *Building a Better Harrow Infrastructure Plan*. The implications of these will be discussed in detail in the plan itself.

The Infrastructure plan will address issues relating to:

- Energy
- Water and flooding
- Traffic and transport
- Air quality and pollution
- Waste
- Biodiversity, flora and fauna.

## **7. Risk Management Implications**

7.1 Risk included on Directorate risk register? Yes

7.2 Separate risk register in place? No

7.3 There is a risk register for the Regeneration Programme. The top three risks for each work stream are included in the Regeneration Programme Dashboard which is reviewed each month at the Councils Build a Better Harrow Board.

## **8. Equalities implications / Public Sector Equality Duty**

8.1 Was an Equality Impact Assessment carried out? No

8.2 It is considered that there are no specific implications arising from the recommendations in this report on equalities, or as a result of the Public Sector Equality Duty.

8.3 An Equality Impact Assessment has been carried out for the Regeneration Programme as a whole and has been recently updated (May 2019).

## **9. Council Priorities**

9.1 The content of this report relates to the Council's Priorities in the following ways:

### **Building a better Harrow**

The Council's Regeneration Programme for the delivery of new homes, creation of new jobs, commercial workspaces and high quality town centres will create the places and opportunities that residents deserve and make a difference to the borough and to residents' health and quality of life.

### **Supporting those most in need**

The Council's aim for the Regeneration Programme is to make sure that those least able to look after themselves are properly cared for, safeguarded from abuse and neglect and given access to opportunities to improve their quality of life, health and well-being.

### **Protecting vital public services**

The Regeneration Strategy aims to provide the homes, schools and other infrastructure needed to meet the demands of our growing population and business base, through enhancements to Harrow and Wealdstone and Harrow on the Hill stations, schools expansion, new libraries, new public spaces, further work on Harrow's green grid and the establishment of a town centre district energy network.

### **Delivering a strong local economy for all**

The Council aims to support local businesses and enable them to benefit from local economic growth, develop its own commercial ventures and help residents gain new skills to improve employment opportunities. The Regeneration Programme aims to reinforce our commercial centres, promote Harrow as an investment location, address skills shortages and support new business startups, and develop local supply chains through procurement.

### **Modernising Harrow Council**

Our regeneration strategy reflects a new approach to the management of the Council's property assets. The goal is to secure a long-term income from these assets, addressing long-term pressures on the Council's revenue funding, whilst securing positive regeneration outcomes which will benefit the local economy and address our acute housing needs as a Borough.

Delivery of a new civic centre will provide a more cost-effective, well-designed and efficient home for the Council, more suited to modern methods of working and civic activity.

## **Section 10 - Statutory Officer Clearance**

Name: Dawn Calvert	<input checked="" type="checkbox"/>	Chief Financial Officer
Date: 31.10.19		
Name: Hugh Peart	<input checked="" type="checkbox"/>	Monitoring Officer
Date: 31.10.19		

Name: Paul Walker



Corporate Director of  
Community

Date: 31.10.19

**Ward Councillors notified:**

**NO**, as it impacts on all wards.

## **Section 11 - Contact Details and Background Papers**

**Contact:** Adam Towle, Regeneration Manager, adam.towle@harrow.gov.uk

### **Background Papers:**

Report for Cabinet 30 May 19, Harrow Strategic Development Partnership

Available at:

<https://www2.harrow.gov.uk/documents/s156670/SDP%20-%20Final%20cover%20report.pdf>

*Financing of the Regeneration Programme in Harrow*, Regeneration Scrutiny Review Panel

Available at:

<http://moderngov:8080/documents/s150199/Regeneration%20Scrutiny%20Panel%20-%20Final%20Report%20-%20March%20Cabinet.pdf>

Overview and scrutiny committee, minutes, 27 February 2018

Available at:

<http://www.harrow.gov.uk/www2/documents/g64191/Printed%20minutes%20Tuesday%2027-Feb-2018%2020.30%20Overview%20and%20Scrutiny%20Committee.pdf?T=1>

Report for Cabinet, *Response to the Scrutiny Review Panel Report on Regeneration Finance*, 21 June 2018

Available at:

<https://www.harrow.gov.uk/www2/documents/s151200/Regeneration%20Finance%20Scrutiny%20Review.pdf>

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