

## Notice of Meeting



### THE CABINET

**Tuesday, 22 November 2011 - 5:00 pm**  
**Council Chamber, Civic Centre, Dagenham**

**Members:** Councillor L A Smith (Chair); Councillor R Gill (Deputy Chair); Councillor J L Alexander, Councillor H J Collins, Councillor C Geddes, Councillor M A McCarthy, Councillor L A Reason, Councillor G M Vincent, Councillor P T Waker and Councillor J R White

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### AGENDA

1. **Apologies for Absence**
2. **Declaration of Members' Interests**  

In accordance with the Council's Constitution, Members are asked to declare any personal or prejudicial interest they may have in any matter which is to be considered at this meeting.
3. **Minutes - To confirm as correct the minutes of the meeting held on 18 October 2011 (Pages 1 - 8)**
4. **Budget Monitoring 2011/12 - April to September 2011 (Pages 9 - 38)**
5. **Budget Strategy 2012/13 - Proposed Change to the Council's Redundancy Scheme (Pages 39 - 46)**
6. **Funding Adult Social Care (Pages 47 - 73)**
7. **Shared Procurement of Oracle R12 Upgrade (Pages 75 - 97)**
8. **A Strategy for Disabled Adaptations (Pages 99 - 109)**
9. **Community Engagement and Empowerment Strategy 2011-2014 (Pages 111 - 145)**

- 10. Proposed Amalgamation of Cambell Infant and Junior Schools to form Cambell Primary School (Pages 147 - 152)**
- 11. Youth Offending Service Inspection, July 2011 (Pages 153 - 206)**
- 12. Any other public items which the Chair decides are urgent**
- 13. To consider whether it would be appropriate to pass a resolution to exclude the public and press from the remainder of the meeting due to the nature of the business to be transacted.**

#### **Private Business**

The public and press have a legal right to attend Council meetings such as the Cabinet, except where business is confidential or certain other sensitive information is to be discussed. The list below shows why items are in the private part of the agenda, with reference to the relevant legislation (the relevant paragraph of Part 1 of Schedule 12A of the Local Government Act 1972 as amended).

- 14. Six Monthly Performance Review of Elevate Joint Venture and Proposal for Authority to Open Negotiations for the Transfer of Further Services (Pages 207 - 272)**

Concerns commercially confidential and staffing issues (paragraphs 1 and 3)

- 15. Any other confidential or exempt items which the Chair decides are urgent**

## THE CABINET

Tuesday, 18 October 2011  
(5:00 - 5:42 pm)

**Present:** Councillor L A Smith (Chair), Councillor R Gill (Deputy Chair), Councillor J L Alexander, Councillor C Geddes, Councillor L A Reason, Councillor G M Vincent, Councillor P T Waker and Councillor J R White

**Also Present:** Councillor E Carpenter, Councillor N S S Gill, Councillor G Letchford and Councillor M M Worby

**Apologies:** Councillor H J Collins and Councillor M A McCarthy

### 47. Declaration of Members' Interests

With regard to the item "Strategy for Ensuring Sufficient School Places 2011/12 - 2016/17", in addressing the Cabinet on the proposals relating to the Adult College Councillor Carpenter declared a personal interest as a Council-appointed representative on the Adult College Governing Body.

### 48. Minutes (20 September 2011)

The minutes of the Cabinet meeting on 20 September 2011 were confirmed as correct.

### 49. Budget Monitoring 2011/12

The Cabinet Member for Finance, Revenues and Benefits presented a report on the Council's revenue and capital budget position for 2011/12 as at 31 August 2011.

The projected full-year pressures on the General Fund had reduced by £0.5m to £4.0m on the position to the end of July and the Housing Revenue Account (HRA) now projected an additional contribution to the HRA reserve of £80,000, an improvement of £127,000 on the previous month's position. The report also set out details of a number of proposed capital budget adjustments to reflect the current status of projects.

Cabinet **agreed**:-

- (i) To note the projected outturn position for 2011/12 of the Council's revenue budget as detailed in paragraphs 2.3 to 2.11 and Appendix A of the report;
- (ii) To note the progress against the 2011/12 savings targets as detailed in paragraph 2.12 and Appendix B of the report;
- (iii) To note the position for the HRA as detailed in paragraph 2.13 and Appendix C of the report;
- (iv) To note the projected outturn position for 2011/12 of the Council's capital

budget as detailed in paragraph 2.14 and Appendix D of the report; and

- (v) To approve the capital budget adjustments as set out in Appendix E of the report.

#### **50. Budget Proposals 2012/13**

The Leader of the Council reported on the budget pressures facing the Council in 2012/13 and the consultation arrangements in respect of the savings options that were being considered as part of that process.

The Leader advised that the Council was facing unprecedented cuts as a result of the Coalition Government's policies and had to make very difficult decisions to balance the Council's finances. He explained that the final decisions would be made after hearing the views of local people and the proposals had been openly scrutinised by the Council's select committees. The detailed savings papers would now be available from 25 October via the Council's website and the Chief Executive and Corporate Directors would start formal consultation with staff and the Unions immediately in order to ensure that the savings that were ultimately decided on would be achieved as soon as possible in 2012/13.

#### **51. Strategy for Ensuring Sufficient School Places 2011/12 - 2016/17**

The Cabinet Member for Children and Education presented a report on the proposed strategy to ensure that the Council was able to meet its statutory responsibilities to provide a school place for every child in the Borough for 2011/12 to 2016/17.

The Cabinet Member explained that the projected growth in demand for school places for the next five years would, as a minimum, require 23 additional forms of entry for children starting school, 34 additional forms of entry for children moving into secondary education and 400 additional sixth-form places. The strategy identified options to meet this need through a mix of new schools, expansion at existing school sites and the conversion of alternative sites.

The Cabinet Member advised that the plans for the 2011/12 and 2012/13 academic years were well developed but that the options for the 2013/14 academic year and beyond would be reviewed every six months in the light of the latest demographic information. In the event that an option within the strategy was considered appropriate to progress, a detailed report on the project would be submitted to the Cabinet for full analysis of the implications.

In respect of the inclusion of the Adult College site, Fanshawe Avenue, Dagenham, as a possible location for a three / four form of entry primary school from September 2013, Councillor Carpenter spoke on the importance of retaining the Adult College and asked that it be removed from the list of potential future school sites. Councillor Carpenter suggested that the report should have spelt out for the Cabinet the full implications for students and courses at the Adult College and that alternative options for the area, such as the provision of a new primary school on the site of Sydney Russell Comprehensive School or the use of the former primary school site at Halbutt Street, were more appropriate. The Cabinet Member responded to the points and reiterated his earlier comments while the Leader confirmed that should the Adult College site proposal be assessed as

worthy of progression it would not mean the cessation of the Adult College service but rather its relocation to a suitable alternative location following full consultation with the Governing Body, management and service users.

The Cabinet Member also referred to the financial constraints faced by the Council which influenced the development of the strategy and he gave an update on the projects that had been identified for Private Finance Initiative (PFI) funding.

Cabinet **agreed**:-

- (i) To adopt the Programme for Developing School Places as set out at Appendix 3, subject to review every six months in the light of changed demand for places and available resources, as well as alternative sites and premises being reviewed and alternative school providers (e.g. Free Schools) being sought on a case by case basis;
- (ii) The procurement proposals for projects as set out in the report and authorised the Corporate Director of Children's Services, in consultation with the Corporate Director of Finance and Resources and the Cabinet Member for Children and Education, to approve the appointment of the final contractor(s) and the placing of order(s) as projects are funded and secured;
- (iii) To the establishment of the Barking Riverside School (operated by the Barking and Dagenham Co-operative Learning Partnership in line with the outcome of the School Competition) to admit children from September 2012, the initial intake to be accommodated at George Carey Church of England Primary School and thereafter in temporary accommodation pending further capital funding becoming available;
- (iv) To the Council securing the prospective new site allocated on Barking Riverside to house the Barking Riverside School;
- (v) To note that the priorities for submitting bids for PFI funding would be the Barking Riverside Secondary and Barking Riverside Special Needs provision and the Eastbrook and Eastbury Comprehensive School projects; and
- (vi) That the current strategy be continued for investing the budget for remediation of condition problems, namely to spend on Priority 1 (averting the threat of school closure) cases to make provision to deal with unforeseeable issues e.g. boiler breakdowns, and to deal with Priority 2 (Urgent) cases in consultation with schools especially where this assists in meeting Basic Need.

## **52. Debt Management Policy**

The Cabinet Member for Finance, Revenues and Benefits presented a report on a new Debt Management Policy for the Council which had been developed in conjunction with the Council's partner, Elevate East London, and considered by the Public Accounts and Audit Select Committee at its meeting on 28 September 2011.

The Cabinet Member advised that the policy maintained the principles of providing support to those who were unable to pay and rigorously pursuing those who chose not to pay. The policy also established revised arrangements for the write-off of debts owed to the Council.

Cabinet **agreed** to adopt the new Debt Management Policy as set out at Appendix A to the report.

### **53. European Social Fund (ESF) - Access to Sustainable Employment**

The Divisional Director of Regeneration introduced a report on an opportunity to obtain match funding via the European Social Fund (ESF) to support the Council's drive to help local residents into work through an Access to Sustainable Employment project.

The Divisional Director explained that an indicative allocation of approximately £1.02m had been sought from the ESF for the period to March 2014 and that this would be matched from existing resources within the Regeneration and Economic Development Division budget. The programme would be overseen by London Councils, who have managed previous ESF programmes in the Borough, and the Divisional Director advised that this should overcome any issues regarding the receipt of funds from the ESF.

Cabinet **agreed**:-

- (i) To approve the Access to Sustainable Employment project as detailed in the report; and
- (ii) To authorise the Corporate Director of Finance and Resources, in consultation with the Divisional Director of Legal and Democratic Services, to enter into an agreement with London Councils in the sum of £1,028,518 in respect of the ESF match funding.

### **54. East London Solutions**

The Cabinet Member for Finance, Revenues and Benefits presented a report on the progress of East London Solutions (ELS), an initiative involving Tower Hamlets, Newham, Redbridge, Waltham Forest, Havering and Barking and Dagenham Councils aimed at increasing sub regional activities in a structured approach.

On the creation of ELS in 2009, a Memorandum of Understanding was signed by each of the partner boroughs. Recent discussions between the respective Council Leaders and Chief Executives resulted in an agreement to raise the ambitions of the sub region and take forward some bigger collaborative projects which would enable greater outcomes and savings.

Cabinet **agreed** that the Council participates in and signs up to the revised ELS Memorandum of Understanding as set out at Appendix A to the report, subject to consultation with and the approval by the Divisional Director of Legal and Democratic Services of the final terms.

## **55. Polling Districts and Polling Places Review**

The Leader reported on the outcome of the second statutory review of Borough polling districts (areas within ward boundaries) and associated polling places (stations) in accordance with the requirement under the Electoral Administration Act 2006 to conduct a review every four years.

As a result of the review, which involved consultation with local councillors, residents and relevant groups including those that represented the elderly and disabled, it was proposed to vary arrangements in four of the 17 wards, namely Chadwell Heath, River, Thames and Whalebone, to provide safer and more accessible venues for the electorate.

Cabinet **agreed**:-

- (i) To approve for publication the final proposals arising from the review of polling districts and associated polling places as detailed in Appendix A to the report; and
- (ii) To authorise the Chief Executive to agree any permanent or temporary arrangements within the next four year period that are deemed appropriate in respect of alternative polling stations and/or reconfiguration of polling districts, subject to consultation with relevant ward councillors.

## **56. Framework Contract for Taxi Provision**

The Cabinet Member for Children and Education presented a report on proposals for the Council to participate in an East London Solutions procurement, led by the London Borough of Newham, of a Framework Contract for the provision of passenger transport taxi services for children and adults with special needs.

Cabinet **agreed**:-

- (i) That the Council be named as a participating authority in a tendering exercise, led by the London Borough of Newham and involving a number of other participating authorities, for a four-year Framework Contract for Taxi Provision to include the provision of SEN, safeguarding transport for adults and children, as described in the report;
- (ii) That the Cabinet Member for Children and Education be kept informed on the progress of the procurement and the use of the Framework Agreement; and
- (iii) To authorise the Corporate Director of Children's Services to award contracts for the provision of taxi transport, as and when required by the Council, via the Framework Agreement.

## **57. Mental Health Section 75 Agreement**

The Cabinet Member for Health and Adult Services reported on the proposal to formalise joint working arrangements between the North East London NHS Foundation Trust (NELFT) and the Council for the provision of integrated Mental Health Services in the Borough through a Section 75 Agreement under the

National Health Service Act 2006.

The Cabinet Member advised that, given the current financial climate and the proposed reforms for the NHS generally, it was important that frontline services were not destabilised in any way. Therefore, representatives from the two authorities had been working to ensure that the current joint working arrangements continued on a more formal footing under a Section 75 Agreement until March 2013. It was noted that the agreement would provide the flexibility to negotiate and adjust the arrangements to meet the needs of residents within the scope of the pooled budget arrangements and that relevant Council employees would be seconded on a full-time basis to NELFT whilst still working to the Council's terms and conditions of service.

Cabinet **agreed** to authorise the Corporate Director of Adult and Community Services, in consultation with and subject to the final approval of the Divisional Director of Legal and Democratic Services, to enter into an agreement with North East London Foundation Trust for the continued joint delivery of Mental Health Services as outlined in the report via the draft Section 75 Agreement attached at Appendix 1 to the report.

The Cabinet Member also reported that earlier in the day she had delivered the Council-led petition 'Save Our Local Health Services' to the Secretary of State for Health. The Cabinet Member advised that the Council's lobbying campaign that had been launched alongside the petition had already secured the immediate future of Broad Street Health Centre, progress continued to be made for a new health centre for East Dagenham and a new Primary Care Strategy would also determine the future of Extended Hours for residents to see their family doctor.

The Cabinet Member referred to the challenges that still remained, such as the need for improvements at Queen's Hospital and the use of facilities, particularly the new maternity suite, at Barking Community Hospital which continued to stand empty, and undertook to keep Councillors and local residents informed of developments, including the Secretary of State's formal response to the petition.

#### **58. Joint Strategic Needs Assessment 2011**

The Chair of the shadow Health and Wellbeing Board, Councillor Worby, reported on the Joint Strategic Needs Assessment (JSNA) for 2011 which had been produced jointly by the NHS Outer North East London Primary Care Trust (PCT) and the Council.

Councillor Worby explained that the JSNA provided a strategic assessment of the health and wellbeing needs of the area and included a range of recommendations for service commissioners when planning to meet those needs. In view of the austerity measures placed on the Council and the PCT by the Coalition Government it had been acknowledged by the shadow Health and Wellbeing Board that the JSNA recommendations would need to be prioritised to ensure that those most important to the local community were delivered in the first phases of commissioning and business plan implementation.

Councillor Worby confirmed that the shadow Health and Wellbeing Board had endorsed the JSNA at its meeting on 27 September 2011 and would oversee its progress and the development of a revised Health and Wellbeing Strategy for the



Borough.

Cabinet **agreed**:-

- (i) The Joint Strategic Needs Assessment 2011 on behalf of the Council on recommendation of the shadow Health and Wellbeing Board;
- (ii) That the shadow Health and Wellbeing Board be responsible for prioritising the JSNA recommendations to be taken forward through the commissioning and business planning processes; and
- (iii) That all service areas of the Council be encouraged to have regard to the findings in the planning and review of services.

(Note: The full JSNA document is available at [www.barkingdagenhampartnership.org.uk/jsna2011consultation](http://www.barkingdagenhampartnership.org.uk/jsna2011consultation))

#### **59. Older People's Strategy - Progress Update and Improvement Action Plan 2011-13**

The Cabinet Member for Health and Adult Services presented a report on the Older People's Strategy Improvement Plan for 2011-13 and the achievements to date against the ten priority areas within the overall Strategy.

The Cabinet Member referred to the key achievements over the last 12 months, such as the success of the free leisure offer for the over 60s, and advised that the new Improvement Plan would be monitored by the Older People's Strategy Group and Silvernet, the new Older People's Forum, to ensure progress continued to be made to the benefit of the Borough's ageing population.

Cabinet **agreed** the new Older People's Strategy Improvement Plan 2011-13 as set out at Appendix 1 to the report.

#### **60. Free Cavity Wall and Loft Insulation for Council Homes through CERT Funding**

The Cabinet Member for Housing presented a report on a proposal to enter into an agreement which would enable up to 4,000 Council households to benefit from free cavity wall and loft insulation.

The Cabinet Member advised that the scheme would be carried out in partnership with British Gas, who would finance the works via Carbon Emissions Reduction Target (CERT) funding, and the not-for-profit agency Greater London Energy Efficiency Network (GLEEN) and that estimates suggested that Council tenants who received the works could benefit by up to £350 a year on lower fuel bills.

The Leader referred to past independent studies that had highlighted potential problems that could be caused by cavity wall filling. The Corporate Director of Housing and Environment confirmed that the agreement with the parties would contain appropriate warranties and indemnities to protect the interests of both the Council and its tenants and that he would ensure that the information to be provided to tenants fully explained the potential side-effects of cavity wall filling. The Corporate Director also referred to the types of households that would be

prioritised under the scheme.

Cabinet **agreed** that the Council enter into the necessary agreements with the Greater London Energy Efficiency Network (GLEEN) and British Gas to enable up to 4,000 Council homes to benefit from free cavity wall and loft insulation works through the Carbon Emissions Reduction Target (CERT) scheme.

(The Chair agreed that the report could be considered at the meeting as a matter of urgency under the provisions of Section 100B(4)(b) of the Local Government Act 1972.)

## **61. Private Business**

Cabinet **agreed** to exclude the public and press for the remainder of the meeting by reason of the nature of the business to be discussed which included information exempt from publication by virtue of paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972 (as amended).

## **62. The Future Provision of External Extra Care**

The Cabinet Member for Health and Adult Services reported on proposals to re-tender the contracts relating to Extra Care provision at Harp House, Fred Tibble Court, Darcy Gardens and Colin Pond Court.

The Cabinet Member explained that Extra Care provision had some distinctive features which separated the schemes from sheltered housing and residential care and was predominantly used by people aged over 60 who had a care need. The re-tendering proposals would see support delivered in a more co-ordinated way to ensure that there was choice and control for residents, the key features being:

- Care and support available 24 hours a day from one provider
- Service delivered flexibly in response to the wishes of the residents and in line with their assessed needs
- Continued engagement in the design and delivery of services
- Promotion of independence through care provision, housing support and increased social and leisure activities
- A revised allocation scheme

Cabinet **agreed**:-

- (i) To the re-tendering of the services provided in the four Extra Care schemes at Harp House, Fred Tibble Court, Darcy Gardens and Colin Pond Court; and
- (ii) To authorise the Corporate Director of Adult and Community Services, in consultation with the Corporate Director of Finance and Resources and the Cabinet Member for Health and Adult Services, to award the contract upon conclusion of the procurement process.

## CABINET

22 NOVEMBER 2011

<b>Title:</b> Budget Monitoring 2011/12 - April to September 2011	
<b>REPORT OF THE CABINET MEMBER FOR FINANCE, REVENUES AND BENEFITS</b>	
<b>Open report</b>	<b>For Decision</b>
<b>Wards Affected:</b> None	<b>Key Decision:</b> Yes
<b>Report Author:</b> Kathy Freeman, Group Manager. Corporate Finance	<b>Contact Details:</b> Tel: 020 8227 3497 E-mail: <a href="mailto:kathy.freeman@lbbd.gov.uk">kathy.freeman@lbbd.gov.uk</a>
<b>Accountable Divisional Director:</b> Jonathan Bunt, Divisional Director of Finance	
<b>Accountable Director:</b> Tracie Evans, Corporate Director of Finance and Resources	
<p><b>Summary:</b></p> <p>This report provides Cabinet with an update of the Council's revenue and capital position for the six months to the end of September 2011.</p> <p>The Council began the current financial year in a better financial position than the previous year with a General Fund (GF) balance of £10.8m.</p> <p>At the end of September 2011, total Service expenditure for the full year is projected to be £185.6m against the approved budget of £183.4m; a projected over spend of £2.2m. The over spends arise in Children's Services (Complex Needs and Social Care), Customer Services (reduced income and cost pressures in Environmental divisions) and Resources and Finance (due to an over stated recharge budget in Revenues and Benefits). Further explanatory summaries are contained in section 2 of this report.</p> <p>The 2011/12 budget includes a planned contribution of £1.5m to further improve GF balances. The current projected service pressures of £2.2m, less the planned contribution to balances of £1.5m, could result in the General Fund balance reducing by £0.7m to £10.1m without action plans being developed to mitigate the forecast over spend.</p> <p>The Housing Revenue Account (HRA) is projected to contribute £71k more than budgeted to the HRA reserve. The projected contribution to the HRA reserve currently stands at £1.5m. The HRA is a ring fenced account and cannot make contributions to the General Fund.</p> <p>The Capital Programme has been updated to reflect project roll-overs and changes approved at Cabinet on 14 June and the budget stands at £149.0m; this represents the position on all the schemes in the capital programme. Capital budgets cannot contribute to the General Fund revenue position although officers ensure that all appropriate capitalisations occur. The report includes a request to make budget adjustments to the existing capital programme as detailed in appendix E.</p>	

## **Recommendation(s)**

The Cabinet is recommended to:

- (i) Note the projected outturn position for 2011/12 of the Council's revenue budget as detailed in paragraphs 2.3 to 2.12 of the report;
- (ii) Note the progress against the 2011/12 savings targets in paragraph 2.13 of the report;
- (iii) Note the position for the HRA as detailed in paragraph 2.14 of the report;
- (iv) Note the projected outturn position for 2011/12 of the Council's capital budget as detailed in paragraph 2.15 of the report;
- (v) Approve the transfer from contingency as set out in paragraph 2.16 of the report;
- (vi) Approve the revenue budget adjustment as set out in paragraph 2.17 of the report;
- (vii) Approve the capital budget adjustments as set out in appendix E of the report.

## **Reason(s)**

As a matter of good financial practice, the Cabinet should be regularly updated with the position on the Council's budget. In particular, this paper alerts Members to particular efforts to reduce in year expenditure in order to manage the financial position effectively.

## **1 Introduction and Background**

- 1.1** The Outturn report to Cabinet on 14 June 2011 reported that, as at 31 March 2011, general fund balances stood at £10.8m, an increase of £2.8m on the position twelve months earlier. This position has been confirmed following completion of the audit of the Council's Statement of Accounts.
- 1.2** This report provides a summary of the Council's General Fund (GF) revenue and capital positions and the HRA. It also provides an update on progress made to date in the delivery of the agreed savings targets built into the 2011/12 budget setting out risks to anticipated savings and action plans to mitigate the risk.
- 1.3** It is important that the Council regularly monitors its revenue and capital budgets to ensure good financial management. This is achieved within the Council by monitoring the financial results on a monthly basis through briefings to the Cabinet Member for Finance, Revenues and Benefits and reports to Cabinet. This ensures Members are regularly updated on the Council's overall financial position and enables the Cabinet to make relevant financial and operational decisions to meet its budgets.
- 1.4** The report is based upon the core information contained in the Oracle general ledger system supplemented by examination of budgets between the budget holders and the relevant Finance teams. In addition, for capital monitoring there is the work carried out by the Capital Programme Management Office (CPMO).

## 2 Current Overall Position

2.1 The current Directorate revenue projections (before the planned contribution to balances of £1.5m) indicate an over spend of £2.2m for the end of the financial year of which:

- £0.9m arises from pressures in Children's Services. An overspend of £2.7m within the Complex Needs and Social Care budget is forecast, offset by a projected £1.8m under spend in Management Costs and Targeted Support;
- £0.8m arises from cost pressures in Environmental Services;
- £1.0m in Finance and Resources due to an error in setting the recharge budgets in Revenues and Benefits;
- (£0.2m) under spend in the Chief Executive Office due to vacancies;
- (£0.3m) under spend in Central Expenses due to lower interest payments and a VAT claim.

The initial net forecast of a £0.7m overspend (£2.2m less £1.5m) would result in the Council's General Fund balance remaining above the budgeted target of £10.0m. The Chief Finance Officer has a responsibility under statute to ensure that the Council maintains appropriate balances. Actions have already been put in place to reduce the Council's net out-goings.

2.2 In the report to Members regarding the setting of the 2011/12 annual budget and Council Tax, the Corporate Director of Finance and Resources, after consideration of the factors outlined in the CIPFA guidance on Local Authority Reserves and Balances 2003, set a target GF reserves level of £10.0m. The General Fund balance at 31 March 2011 was £10.8m and the current projected balance for the end of the financial year (including the planned contribution to balances of £1.5m) is £10.1m.

The HRA budget for 2011/12 includes a contribution to the HRA reserve of £1.5m. At the end of September, the HRA is forecasting an under spend of £71k.

	<b>Balance at 1 April 2011</b>	<b>Projected Balance at 31 March 2012</b>	<b>Target Balance at 31 March 2012</b>
	£'000	£'000	£'000
General Fund	10,841	10,130	10,000
Housing Revenue Account (including Rent Reserve)	4,448	5,988	4,448

**2.3** The current full year projection to 31 March 2012 across the Council for the General Fund is shown in the table below.

<b>Council Summary</b>	<b>Net Budget</b>	<b>Full year projection at September 2011</b>	<b>Over/(under) Budget Projection</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<u>Directorate Expenditure</u>			
Adult and Community Services	65,016	65,016	-
Children's Services	65,427	66,293	<b>866</b>
Customer Services	26,807	27,615	<b>808</b>
Finance & Resources	13,390	14,384	<b>994</b>
Chief Executive Office	591	424	<b>(167)</b>
Central Expenses	12,151	11,861	<b>(290)</b>
<b>Total Service Expenditure</b>	<b>183,382</b>	<b>185,593</b>	<b>2,211</b>
Planned Contribution to Balances			(1,500)
<b>Total Projection at end of September 2011</b>			<b>711</b>

Adjustments have been made to the budgets during September as part of the procurement gain-share between Elevate and the Council.

Additionally, £655k has been added to Children's Services budgets from Reserves to release the 2010/11 roll forward in respect of the Adult College. This funding from the Young People's Learning Agency is conditional on its use on the Adult College and year end balances must be carried forward in reserves.

**2.4** The projection set out in the table above excludes the potential impact of cost pressures identified within the service directorates, which are more fully explained in paragraphs 2.6 to 2.12 below. Directorate management teams are actively developing action plans to control these pressures which will be monitored closely.

### **2.5 Directorate Performance Summaries**

The key areas of potential over spend and risks are outlined in the paragraphs below.

### **2.6 Adult and Community Services**

<b>Directorate Summary</b>	<b>2010/11 Outturn</b>	<b>2011/12 Budget</b>	<b>2011/12 Projection</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Net Expenditure	69,951	<b>65,016</b>	<b>65,016</b>
Projected overspend			-

The Adult and Community Service (ACS) budget position at month 6 of the 2011/12 financial year is projecting a break-even position for the year end.

The Directorate is experiencing severe pressures at the interface with local hospitals and the PCT at this time, which may have led to budget overspends if the Directorate had not been successful in securing through negotiation the funding 'to

support social care where it benefits health' of £2.4 million. Discussions continue with the ONEL PCT cluster about the impact of their budgetary policy on jointly commissioned services and on Council services and ultimately these may have an impact on the Directorates outturn.

Pressure is also being experienced in the Transitions from Children's area due to the increasing number of Children with care packages/arrangements turning 18. The current budgets reflect savings decisions made last year as part of the Council Tax setting process, which amounted to reductions of £4.6m from the ACS Budget this will represent a challenge to deliver without service detriment.

The Directorate and its Management Team have a track record of dealing with issues and pressures throughout the year to deliver a balanced budget.

Savings targets are currently showing a potential shortfall of £200k due to pressures in the following areas:

- Community Halls – there has been a delay on the transfer of the buildings to community associations and this is a potential savings risk;
- Community Equipment – this budget has had significant pressures due to a high demand and is now showing an overspend of £100k which is being off-set by other savings within the directorate;
- Mental Health – placement budgets are experiencing pressure which they are managing through the social care funding in establishments.

The Directorate will ensure these savings are met through managing other budgets robustly.

## 2.7 Children's Services

<b>Directorate Summary</b>	2010/11 Outturn	2011/12 Budget	2011/12 Projection
	£'000	£'000	£'000
Net Expenditure	61,913	<b>65,427</b>	<b>66,293</b>
Projected overspend			<b>866</b>

Children's Services are reporting a potential end of overspend risk of £866k, which they intend to reduce during the course of the year.

Children's Complex Needs and the Children's placements budget are still experiencing pressures, which if not managed, would lead to an end of year overspend of £2.7m. As part of the placements recovery plan, there is a high cost placements meeting occurring once a month to discuss how to reduce the cost of these placements, however due to the higher than average 0-17 population, the Borough is also trying to manage down the demand.

The projected overspend takes into account full achievement of the £4.5m savings to be delivered through the Placements Recovery Action Plan, as well as bringing forward several 2012/13 saving proposals into 2011/12. Projections do not take into account corporately held savings for changes to terms and conditions and procurement.

Of the £4.5m savings put forward for 2011/12, risks have been identified but it is expected that each divisional director manage these risks and deliver their savings.

## 2.8 Dedicated School Grant (DSG)

The Council retains £17.9m of the DSG in 2011/12 (2010/11; £16.3m).

## 2.9 Customer Services

<b>Directorate Summary</b>	2010/11 Outturn	2011/12 Budget	2011/12 Projection
	£'000	£'000	£'000
Net Expenditure	28,202	<b>26,807</b>	<b>27,615</b>
Projected overspend			<b>808</b>

At the end of September 2011 Customer Services is forecasting to overspend by £808k which is £212k more than the previous month's over spend position of £596k. This movement is attributable to the parking service where it is unlikely that pressures can be fully contained.

The Directorate currently has cost pressures totalling £3.4m within the Environment and Enforcement service which have partly arisen from various delays in implementing the 2011/12 savings.

The overall savings target for Customer Services was £4.3m of which the latest forecast is that £3.3m will be delivered this year leaving a shortfall of £1.0m

However, the total pressures of £3.4m are being offset by the use of the Departmental contingency (£750k) and proposed action plans to mitigate the pressures (currently forecast as £1.9m). Therefore, there is a risk that the reported overspend above may increase if the action plans proposed are not delivered.

The main pressures are:

- Refuse income related to trade waste;
- Staff costs in refuse;
- Vehicle Fleet – continued spot hire pending supply of new vehicles under the Translinc contract;
- Rising fuel & energy prices above budgeted inflation;
- Supplies and services in relation to car parks and parking administration;
- Reduction in school buy-backs – mainly impacting on refuse and grounds maintenance;
- Temporary accommodation costs due to changes in Housing Benefit Subsidy rules. The service is addressing this through a combination of converting more expensive Private Sector Landlords on to a lower cost portfolio, as well as using the council's own properties where feasible;
- Delivery of 11/12 savings.

The Departments are currently considering further action plans to mitigate the above pressures and reduce the current predicted overspend of £808k.



## 2.10 Finance and Resources

<b>Directorate Summary</b>	2010/11 Outturn	2011/12 Budget	2011/12 Projection
	£'000	£'000	£'000
Net Expenditure	10,388	<b>13,390</b>	<b>14,384</b>
Projected overspend			<b>994</b>

The Finance & Resources department is projecting an overspend which is mainly due to the Directorate inheriting the £1.4m budget pressure existing within the Revenues & Benefits service at the point of transfer.

This overspend is being largely reduced by vacant posts within the Directorate.

The Directorate is expecting to achieve its 2011/12 saving targets.

## 2.11 Chief Executive Office

<b>Directorate Summary</b>	2010/11 Outturn	2011/12 Budget	2011/12 Projection
	£'000	£'000	£'000
Net Expenditure	1,023	<b>591</b>	<b>424</b>
Projected over/(under)spend			<b>(167)</b>

The Chief Executive services are projecting a £167k under spend due to part year vacancies held within the Service. Some services have experienced early budget pressures, due to a delay in implementing their new structures. Work has already commenced to ensure that the overall spend is kept within the approved budgets.

The Directorate is expecting to achieve its 2011/12 saving targets.

## 2.12 Central Expenses

<b>Directorate Summary</b>	2010/11 Outturn	2011/12 Budget	2011/12 Projection
	£'000	£'000	£'000
Net Expenditure	(19,482)	12,151	<b>11,861</b>
Projected overspend			<b>(290)</b>

As part of the Central Expenses savings target for this year, £1.0m was planned to be generated through the implementation of revised Terms and Conditions of Employment across the Council. This has now been implemented but estimates indicate that it will not generate the full year saving included in the budget. In 2011/12, as implementation occurred part way through the financial year, only part of the saving will be achieved. An impact assessment arising from the delay in implementing this project has been undertaken and shows a £630k shortfall. A request to cover the shortfall from contingency is included in this report at paragraph 2.16.

Following a change to the Value Added Tax (VAT) liability of various Council services the Council successfully submitted a VAT claim for £420k. The claim related to VAT payments made over a number of years.

Due to the low level of interest rates a net under spend of £500k is projected against the budgets for interest payable and interest receivable.

### 2.13 In Year Savings Targets

The delivery of the 2011/12 budget is dependent on meeting a savings target of £20.3m. Directorate management teams are monitoring their targets and providing a monthly update of progress which is summarised in the table below. The savings shortfalls have been included in the Directorate projections set out in section 2.6 to 2.12 above. A detailed breakdown of savings is provided in appendix B.

<b>Directorate Summary of Savings Targets</b>	<b>Target £'000</b>	<b>Projection £'000</b>	<b>Shortfall £'000</b>
Adult and Community Services	4,620	4,420	<b>200</b>
Children's Services	4,500	4,500	-
Customer Services	4,264	3,265	<b>999</b>
Finance & Resources and CEO	2,960	2,960	-
Central Expenses	4,000	3,370	<b>630</b>
<b>Total</b>	<b>20,344</b>	<b>18,515</b>	<b>1,829</b>

### 2.14 Housing Revenue Account

There is a budget surplus on the HRA as at period 6 of £71k. The HRA budget includes a contribution to the HRA reserve and this surplus would result in a net contribution to reserves of £1.5m. The current budget pressures are:

- Severance costs of £161k have been offset by reduced staffing costs where there are some vacant posts. The Council was unable to capitalise the severance costs as the criteria set by government was not met;
- The projected outturn includes allowances to cover the part year costs of additional Metropolitan Police Officers as well as potential costs associated towards tendering of a new Repairs and Maintenance contract;
- Rising energy and insurance costs which may not all be recoverable until the next financial year when the costs can be passed on;
- The pressures are being offset by additional rental income from properties which are earmarked for decants. This is because the rate of decants is slower than originally budgeted for.

A detailed HRA is provided in appendix C.

## 2.15 Capital Programme

The Capital Programme budget has been updated to reflect the capital roll forwards approved by Cabinet on 14 June 2011 and all subsequent approvals.

<b>Directorate Summary of Capital Expenditure</b>	<b>Original Budget £'000</b>	<b>Revised Budget £'000</b>	<b>Projected Outturn £'000</b>	<b>Projected Variance £'000</b>
Adult and Community Services	10,963	14,246	14,214	(32)
Children's Services	56,993	66,342	66,619	277
Customer Services	38,017	49,939	48,051	(1,888)
Finance & Resources	15,682	18,455	18,298	(157)
<b>Total</b>	<b>121,655</b>	<b>148,982</b>	<b>147,182</b>	<b>(1,800)</b>

In addition to the above projected capital expenditure, the Council has also entered into a Private Finance Initiative (PFI) with Laing O'Rourke for the construction of a new building for Dagenham Park School. The projected capital expenditure on the project for 2011/12 is £13.8m.

However, as part of the PFI contract the construction costs and associated risks are met by Laing O'Rourke and in return the Council pays an agreed annual charge. The PFI is due for completion in April 2012 with a total projected spend of £23.8m.

At the end of September 2011 the overall status of LBBDD's Capital Programme is 'Green'. All departments attained a status of 'Green' apart from Customer Services that obtained 'Amber' due to the size of the under spend.

The detailed capital Programme is available at appendix D with explanations for variances provided.

Budget adjustment requests are contained within appendix E.

## 2.16 Transfers From Contingency Requesting Approval

Cabinet are requested to approve a 'one-off' transfer of £630k from Contingency to offset the savings shortfall in Central Expenses. The shortfall has been caused by a delay in implementing revised staff terms and conditions as detailed in paragraph 2.12 of this report.

An 'on-going' transfer will be requested for future years at a later date. However, this will be for a lower amount.

## 2.17 Revenue Budget Adjustment Requesting Approval

Cabinet are requested to approve the transfer of £235k from Housing General Fund, within the Housing & Environment Division to Revenues & Benefits in the Finance & Resources Division.

The transfer relates to amounts that should have transferred to Revenues and Benefits to offset the budget gap which arose due to changes in Housing Benefit Subsidy.

## 2.18 Financial Control

At the end of September all key reconciliations have been prepared and reviewed and no major reconciling items unexplained.

## 3 Options Appraisal

The report provides a summary of the financial position at the relevant year end and as such no other option is applicable for appraisal or review.

## 4 Consultation

The report has been circulated to appropriate Divisional Directors for review and comment. Specific implications are noted in section 7.

Individual Directorate elements have been subject to scrutiny and discussion at their respective Directorate Management Team meetings.

## 5 Financial Implications

This report details the financial position of the Council.

## 6 Legal Issues

There are no legal implications for a budget monitoring report.

## 7 Other Implications

- **Risk Management** (Sharon Roots)  
The risk to the Council is that if spending is not managed effectively the level of balances will fall below the recommended value of £10.0m as set by the Corporate Director of Finance and Resources.
- **Customer Impact** (Paul Hodson)  
As far as possible all restraints have been placed on non-essential services spend. Some cuts may directly or indirectly affect customers but every effort will be made to mitigate any impact on front line services. All departments are required to consider the equalities impacts of their savings plans, and to put in place mitigating actions where necessary. A global equalities impact assessment was reported to Assembly as part of agreeing the 2011/12 annual budget and Council Tax.
- **Safeguarding Children**  
All actions taken to mitigate the overspend of the placements budget in Safeguarding and Rights will need to be undertaken within a risk management framework to ensure that the safeguarding needs of individual children are not compromised.
- **Property/ Asset management Issues** (Sue Lees)  
Property and asset management issues are covered in the Capital section of the report, paragraph 2.15.
- **Human Resources** (Martin Rayson)  
Budget plans for 2011/12 included a number of savings proposals which impacted on staff numbers employed by the Council. These were managed

according to the Council's change management policies and procedures. As referred to in section 2.12, negotiation of the collective agreement with the Trade Unions in respect of changes to terms and conditions took longer than expected and the savings levels achievable in this year are lower than planned.

## **8 Background Papers Used in the Preparation of the Report**

- Provisional Revenue and Capital Outturn 2010/11; Cabinet 14 June 2011;
- Budget and Medium Term Plan 2011/14; Cabinet 26 February 2011.

## **9 Appendices**

A – General Fund expenditure by Directorate

B – Savings Targets by Directorate

C – Housing Revenue Account Expenditure

D – Capital Programme

E – Requested Capital Budget Adjustments

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## GENERAL FUND REVENUE MONITORING STATEMENT SEPTEMBER 2011/12

SERVICES	Outturn 2010/11	Original Budget	Working Budget	Projected Outturn	Projected Variance
	£'000	£'000	£'000	£'000	£'000
<b><u>Adult &amp; Community Services</u></b>					
Adult Care & Commissioning	48,705	45,896	45,872	45,872	-
Mental Health	4,172	3,837	3,799	3,799	-
Community Safety & Neighbourhood Services	3,736	4,360	4,630	4,630	-
Culture & Sport	12,671	10,449	10,433	10,433	-
Management	667	247	282	282	-
	<b>69,951</b>	<b>64,789</b>	<b>65,016</b>	<b>65,016</b>	<b>-</b>
<b><u>Children's Services</u></b>					
Education	12,455	6,111	7,638	7,638	-
Targeted Support	1,359	14,406	13,459	13,173	(286)
Complex Needs and Social Care	34,773	31,646	31,943	34,616	2,673
Commissioning and Safeguarding	6,031	4,877	4,920	4,920	-
Other Management Costs	7,295	8,104	7,467	5,946	(1,521)
	<b>61,913</b>	<b>65,144</b>	<b>65,427</b>	<b>66,293</b>	<b>866</b>
<b><u>Children's Services - DSG</u></b>					
Schools	(15,175)	(21,148)	(21,154)	(21,154)	-
Quality & Schools Improvement	9,040	5,343	5,349	5,349	-
Integrated Family Services	2,544	3,510	3,592	3,592	-
Safeguarding & Rights Services	214	4,763	4,763	4,763	-
Children's Policy & Trust Commissioning	1,163	1,442	1,360	1,360	-
Skills and Learning	770	-	-	-	-
Other Services	1,444	6,090	6,090	6,090	-
	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b><u>Customer Services</u></b>					
Environment & Enforcement	20,601	16,948	17,239	18,047	808
Housing General Fund	3,360	3,378	3,378	3,378	-
Barking & Dagenham Direct	4,242	6,532	6,190	6,190	-
	<b>28,203</b>	<b>26,858</b>	<b>26,807</b>	<b>27,615</b>	<b>808</b>
<b><u>Finance &amp; Resources</u></b>					
Directorate of F&R	(109)	414	334	334	-
Human Resources	(32)	250	340	190	(150)
Commercial Services (including JV contract)	4,482	2,598	2,676	3,870	1,194
Financial Services	(5)	-	130	130	-
Audit & Risk	(20)	-	-	-	-
Regeneration	4,571	5,229	5,229	5,179	(50)
Corporate Management	4,694	4,681	4,681	4,681	-
ICT (now within JV contract)	(3,193)	-	-	-	-
	<b>10,388</b>	<b>13,172</b>	<b>13,390</b>	<b>14,384</b>	<b>994</b>

## Appendix A

SERVICES	Outturn 2010/11	Original Budget	Working Budget	Projected Outturn	Projected Variance
	£'000	£'000	£'000	£'000	£'000
<b><u>Chief Executive Services</u></b>					
Chief Executive Unit	1,185	-	(90)	(110)	(20)
Legal & Democratic Services	795	441	381	301	(80)
Corporate Policy & Public Affairs	(957)	300	300	233	(67)
	<b>1,023</b>	<b>741</b>	<b>591</b>	<b>424</b>	<b>(167)</b>
<b><u>Other</u></b>					
Central Expenses	(27,608)	1,257	860	570	(290)
Contingency	-	2,834	2,704	2,704	-
Levies	8,126	8,587	8,587	8,587	-
	<b>(19,482)</b>	<b>12,678</b>	<b>12,151</b>	<b>11,861</b>	<b>(290)</b>
<b>TOTAL</b>	<b>151,996</b>	<b>183,382</b>	<b>183,382</b>	<b>185,593</b>	<b>2,211</b>



## GENERAL FUND REVENUE MONITORING STATEMENT SEPTEMBER 2011/12

SERVICES	Detail	Target	Projected Outturn	Projected Shorfall
		£'000	£'000	£'000
<b><u>Adult &amp; Community Services</u></b>				
ACS/SAV/8	Adult care restructure	250	250	-
ACS/SAV/9	Cross directorate staffing reductions	320	320	-
ACS/SAV/12	YOS/DAAT family focused skills	75	75	-
ACS/SAV/13	Crime prevention	250	250	-
ACS/SAV/14	Youth Offending & Substance Misuse	50	50	-
ACS/SAV/15	Parks police	100	100	-
ACS/SAV/16	Adult care commissioning	1,177	1,177	-
ACS/SAV/17	Charging policy review	125	125	-
ACS/SAV/18	Community Grants	250	250	-
ACS/SAV/19	Joint working/closer integration	300	300	-
ACS/SAV/20	Meals on wheels income	125	125	-
ACS/SAV/21	Broadway theatre	100	100	-
ACS/SAV/22	Parks & Events	150	150	-
ACS/SAV/25	Community halls	125	125	-
ACS/SAV/26	Community equipment	100	-	100
ACS/SAV/27	Mental health budget reduction	100	-	100
ACS/SAV/28	PPP review	300	300	-
ACS/SAV/29	Support services	300	300	-
ACS/SAV/30	Security costs	200	200	-
ACS/SAV/32	Reduce Family Learning	23	23	-
ACS/SAV/33	Reduce Security provision in Buildings	150	150	-
ACS/SAV/34	Increase Volunteers in Libraries	50	50	-
		<b>4,620</b>	<b>4,420</b>	<b>200</b>
<b><u>Children's Services</u></b>				
CHS/SAV/1	Directorate re-organisational efficiencies	1,599	1,599	-
CHS/SAV/2	Children's Policy and Trust Commissioning Management	(15)	(15)	-
CHS/SAV/3	Youth Provision Reconfiguration	300	300	-
CHS/SAV/4	Childminding	35	35	-
CHS/SAV/5	Management Children's Centres	114	114	-
CHS/SAV/6	Teenage Pregnancy	127	127	-
CHS/SAV/7	Supplies & Services Budget	12	12	-
CHS/SAV/8	Advisory Teachers/National Strategy	(70)	(70)	-
CHS/SAV/9	Attendance Service Reduction	150	150	-
CHS/SAV/10	City Learning Centre	150	150	-
CHS/SAV/11	Community Music Service	140	140	-
CHS/SAV/12	Director's representatives at Governors Meetings	5	5	-
CHS/SAV/13	Inspection Service	150	150	-
CHS/SAV/14	Language Support Service Grant	(38)	(38)	-
CHS/SAV/15	Modern Foreign Language Support	(10)	(10)	-
CHS/SAV/16	Transport Savings From Adjustments for Affordability	500	500	-
CHS/SAV/17	Transport to DSG	200	200	-
CHS/SAV/18	Trewern	66	66	-

## Appendix B

SERVICES	Detail	Target	Projected Outturn	Projected Shorfall
		£'000	£'000	£'000
CHS/SAV/19	Westbury Centre	41	41	-
CHS/SAV/21	Court Assessment Team	35	35	-
CHS/SAV/24	Service Development Support Officer	50	50	-
CHS/SAV/25	14-19 ABG Funded Staff	53	53	-
CHS/SAV/26	Aim Higher	(35)	(35)	-
CHS/SAV/27	Apprenticeships Savings	502	502	-
CHS/SAV/28	Job Brokerage Services	125	125	-
CHS/SAV/30	School Gates	(25)	(25)	-
CHS/SAV/31	Children's IT service	60	60	-
CHS/SAV/32	Woodlands Premises Cost	39	39	-
CHS/SAV/34	Crisis Intervention	32	32	-
CHS/SAV/35	Family Group Conference	53	53	-
CHS/SAV/36	Safeguarding & Quality Assurance	55	55	-
CHS/SAV/37	Charging for CiC	100	100	-
		<b>4,500</b>	<b>4,500</b>	<b>-</b>
<b><u>Customer Services</u></b>				
CUS/SAV/1	Customer services management re-structure	424	424	-
CUS/SAV/2	Redesigning street cleansing operations	200	75	125
CUS/SAV/3	Passenger Transport - remodelling of services	1,119	1,119	-
CUS/SAV/4	Environmental & Trading Standards	150	150	-
CUS/SAV/5	Parks & open spaces	370	340	30
CUS/SAV/6	Street Scene - Parking CPZ	686	90	596
-	Street Scene - Parking Staff Permit	354	180	174
CUS/SAV/7	Street Scene - Call Outs	75	40	35
CUS/SAV/8	Street Scene - Depot	48	48	-
CUS/SAV/9	Street Scene - Road Safety	54	15	39
CUS/SAV/10	Housing Advice Proforma Restructure	75	75	-
CUS/SAV/11	Housing Advice Re-align Recharges to HRA	150	150	-
CUS/SAV/13	Environment reduction in staff post	30	30	-
CUS/SAV/14	Revenues and Benefits Head of Service post	85	85	-
CUS/SAV/15	Housing Advice Reduce subsidy gap	200	200	-
CUS/SAV/21	Supplies & services	(81)	(81)	-
CUS/SAV/22	B&D Direct - Service Efficiency in new One Stop Shop	(50)	(50)	-
CUS/SAV/23	B&D Direct - Staff Saving in new One Stop Shop	(25)	(25)	-
CUS/SAV/28	Temporary Accommodation Re-design	400	400	-
		<b>4,264</b>	<b>3,265</b>	<b>999</b>

## Appendix B

SERVICES	Detail	Target	Projected Outturn	Projected Shortfall
		£'000	£'000	£'000
<b><u>Finance &amp; Resources and Chief Executive Services</u></b>				
FIN&RES/SAV/1	Human Resources - Staffing Review	306	306	-
FIN&RES/SAV/2	Asset & Capital Delivery Staffing Reductions inc Capital	825	825	-
FIN&RES/SAV/3	Marketing and comms review	554	554	-
FIN&RES/SAV/4	Rationalisation of complaints & FOI's	71	71	-
FIN&RES/SAV/5	Rationalisation of Legal practice	470	470	-
FIN&RES/SAV/6	Rationalisation of Democratic Services	197	197	-
FIN&RES/SAV/7	PPP review	387	387	-
FIN&RES/SAV/8	Regeneration & Economic development re-structure	300	300	-
FIN&RES/SAV/9	Corporate Finance review	497	497	-
FIN&RES/SAV/10	Audit & Risk	23	23	-
FIN&RES/SAV/11	Corporate Director of Resources Post	80	80	-
FIN&RES/SAV/12	Reduction in corporate projects	150	150	-
FIN&RES/SAV/13	Deletion of total commissioning service	200	200	-
FIN&RES/SAV/14	Reduction in Building Schools for Future budgets	650	650	-
FIN&RES/SAV/15	Misc MWOW & One B&D Savings	186	186	-
FIN&RES/SAV/16	Misc Support Services non-recurring savings	(1,936)	(1,936)	-
		<b>2,960</b>	<b>2,960</b>	<b>-</b>
<b><u>Corporate Savings</u></b>				
JV/SAV/1	Initial Savings from the Joint Venture	3,000	3,000	-
CORP/SAV/01	Terms & Conditions Review	1,000	370	630
		<b>4,000</b>	<b>3,370</b>	<b>630</b>
<b>TOTAL</b>		<b>20,344</b>	<b>18,515</b>	<b>1,829</b>

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## HOUSING REVENUE ACCOUNT MONITORING STATEMENT SEPTEMBER 2011/12

HOUSING REVENUE ACCOUNT	Outturn 2010/11	Original Budget	Working Budget	Projected Outturn	Projected Variance
	£'000	£'000	£'000	£'000	£'000
Rents	(73,118)	(76,625)	(76,625)	(77,164)	(539)
Non Dwelling Rent	(2,367)	(2,565)	(2,565)	(2,569)	(4)
Other Income	(12,128)	(11,603)	(12,029)	(12,074)	(45)
Capitalisation of Repairs	(2,518)	(2,500)	(1,000)	(1,000)	-
Repairs and Maintenance	22,874	23,153	21,579	21,514	(65)
Supervision and Management	31,533	28,926	29,426	29,815	389
Rent Rates and Other	990	920	920	920	-
Subsidy	18,048	18,931	18,931	18,931	-
Depreciation	13,481	14,697	14,697	14,697	-
Bad Debt Provision	658	953	953	1,113	160
Interest Charges	1,173	3,431	3,431	3,431	-
Corporate & Democratic Core	811	811	811	811	-
Pensions	-	80	80	113	33
Interest	(484)	(78)	(78)	(78)	-
<b>Contribution to HRA Reserve</b>	<b>(1,047)</b>	<b>(1,469)</b>	<b>(1,469)</b>	<b>(1,540)</b>	<b>(71)</b>

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**CAPITAL PROGRAMME MONITORING STATEMENT  
SEPTEMBER 2011/12**

PROJECTS	Original Budget £000's	Revised Budget £000's	Projected Spend £000's	Projected Variance £000's	Explanation for Variance
<b><u>Adult &amp; Community Services</u></b>					
<b>Community Services, Heritage &amp; Libraries</b>					
Ripple Hall (St Georges/Vol Group Relocation)	100	375	375	-	
Valence Site Redevelopment	300	465	465	-	
Disabled Adaptations (HRA)	500	502	502	-	
	<b>900</b>	<b>1,342</b>	<b>1,342</b>	-	
<b>Leisure &amp; Olympics</b>					
Contingency	18	116	116	-	
Barking Park Restoration & Improvement	4,303	4,698	4,698	-	
Pondfield Park	-	22	22	-	
Staff Costs	98	-	-	-	
Abbey Green Park Development	33	48	48	-	
Valence Park Improvements	24	31	31	-	
BTC Public Art Project	-	11	11	-	
Abbey Sports Centre (Wet Side Changing Areas)	-	9	9	-	
Barking Park Artwork	84	84	84	-	
Becontree Heath Leisure Centre	4,617	5,120	5,120	-	
Goresbrook Leisure Centre - Olympic Training Venue	139	207	207	-	
Maysbrook Park Improvements (Phase 1)	747	898	866	(32)	A reprofile into 2012/13 will be requested at a future date
Play Builder	-	10	10	-	
Maysbrook Park Athletics Arena	-	1,650	1,650	-	
	<b>10,063</b>	<b>12,904</b>	<b>12,872</b>	<b>(32)</b>	
<b>Total For Adult &amp; Community Services</b>	<b>10,963</b>	<b>14,246</b>	<b>14,214</b>	<b>(32)</b>	

PROJECTS	Original Budget	Revised Budget	Projected Spend	Projected Variance	Explanation for Variance
	£000's	£000's	£000's	£000's	
<b><u>Children's Services</u></b>					
<b>Primary Schools</b>					
Eastbury	150	280	462	182	The overspend is being investigated
Cambell Infant & Juniors	25	267	267	-	
Barking Riverside first Primary School	3,015	5,181	5,181	-	
Roding Primary School - Cannington Road Annex	250	323	323	-	
Beam Primary Expansion	100	304	345	41	Costs were greater than expected and resources will be found to meet this over spend
St Joseph's Primary - expansion	1,850	2,012	2,012	-	
St Peter's Primary - expansion	75	137	137	-	
Thames View Infants - London TG Agreement	420	537	537	-	
Cambell Junior - Expansion & Refurb	25	167	167	-	
Thames View Juniors - Expansion & Refurb	2,230	2,310	2,310	-	
Former UJEL Site - New Primary School	8,500	9,460	9,460	-	
Westbury - New Primary School	1,750	1,924	1,924	-	
St Georges - New Primary School	2,260	2,745	2,745	-	
	<b>20,650</b>	<b>25,647</b>	<b>25,870</b>	<b>223</b>	
<b>Other Schemes</b>					
Renewal School Kitchens 2009/10	25	32	51	19	Costs were greater than expected and resources will be found to meet this over spend
SMF - School Modernisation Fund (Inc 2009-10 SMF Element)	997	1,902	1,902	-	
Youth Access Card	15	285	285	-	
Extended Schools Phase 4	-	(21)	-	21	This relates to an overspend in 2010/11 that the Directorate needs to fund in 2011/12
Extended Schools	-	1	1	-	
School's Kitchen Extension/Refurbishment 10/11	490	554	554	-	
Cross-Government Co-Location Fund	50	1	42	41	A reprofile request is included in this report



PROJECTS	Original Budget	Revised Budget	Projected Spend	Projected Variance	Explanation for Variance
	£000's	£000's	£000's	£000's	
Basic Needs Projects ( Formerly Additional School Places)	1,501	1,535	1,535	-	
Schools Legionella Works	-	88	88	-	
Schools L8 Water Quality Remedial Works 2010/11	15	143	146	3	Minor over spend
Schools Reboiler & Repipe Fund	250	329	329	-	
Schools Asbestos Management & Removals 2010-11	-	8	8	-	
William Bellamy Childrens Centre	-	3	3	-	
John Perry Childrens	-	10	10	-	
Alibon Childrens Centre	-	98	18	(80)	
Youth Bus	-	(11)	-	11	A reprofile request will be submitted at a later date This relates to an over spend in 2010/11 that the Directorate needs to fund in 2011/12
512a Heathway - Conversion to a Family Resource	-	-	50	50	Due to profession fees and minor changes to the project. Resources will be reallocated.
Devolved Capital Formula	-	805	805	-	
Sydney Russell - Schools For The Future	24,000	12,078	12,078	-	
Provision of New School Places (Basic Need Funding - 11/12)	-	14,000	14,000	-	
	<b>27,343</b>	<b>31,840</b>	<b>31,905</b>	<b>65</b>	
<b>Skills, Learning &amp; Enterprise</b>					
Dagenham Job Shop	-	11	-	(11)	This budget is not required and a request to reprofile to another project will be submitted
Advanced Skills Centre	9,000	8,844	8,844	-	
	<b>9,000</b>	<b>8,855</b>	<b>8,844</b>	<b>(11)</b>	
<b>Total For Children's Services</b>	<b>56,993</b>	<b>66,342</b>	<b>66,619</b>	<b>277</b>	

PROJECTS	Original Budget	Revised Budget	Projected Spend	Projected Variance	Explanation for Variance
	£000's	£000's	£000's	£000's	
<b>Customer Services</b>					
<b>HRA</b>					
Housing Futures	3,363	3,801	3,801	-	
Millard Terrace	34	35	35	-	
Lifts replacement	1,810	1,020	1,020	-	
SAMS formerly remote concierge	-	65	65	-	
DH works Framework contracts	-	626	626	-	
Major maintenance renewals	2,500	1,000	1,000	-	
Heating works (Thaxted, Maxey & Humphries Houses)	-	283	283	-	
In House Costs/Contract Preparation	1,000	800	800	-	
CHP Programme	1,000	63	63	-	
Electrical Switchgear Project	520	744	744	-	
Extensions and deconve	-	20	73	53	Resources will be found from within the Directorate to met this overspend
Communal Lighting and Electrical Switchgear	1,500	1,050	1,050	-	
External Enveloping Work	3,000	373	373	-	
Sheltered Alarms Upgrade	-	38	38	-	
Colne & Mersea Blocks	4,269	5,674	5,674	-	
Capitalised Improvement Works	-	224	224	-	
Estate Improvement Project	-	800	800	-	
Oldmead & Bartlett Remedial Works	-	100	100	-	
Door Entry Project 11/12	-	1,575	945	(630)	A reprofile requested into 2012/13 will be submitted at a later date
External Enveloping & Fire Proofing Project	-	2,528	1,517	(1,011)	A reprofile requested into 2012/13 will be submitted at a later date
Defective Overflow Works	-	45	45	-	
Central Heating Installation	-	2,150	2,150	-	
Kitchen & Bathroom Replacement Project	-	2,075	2,075	-	
High Rise Surveys	-	1,000	1,000	-	
Capitalised Improvement Works (Estates)	-	500	500	-	
Estate Improvements	-	350	350	-	
Adaptations - Housing	-	200	200	-	
King William St Qtr	1,816	429	429	-	
Council Housing & Thames	12,621	-	-	-	
Council Housing - New Builds	463	596	596	-	
New Council Housing Phase 3	-	12,332	12,332	-	
	<b>33,896</b>	<b>40,496</b>	<b>38,908</b>	<b>(1,588)</b>	

PROJECTS	Original Budget £000's	Revised Budget £000's	Projected Spend £000's	Projected Variance £000's	Explanation for Variance
<b>Non-HRA Housing</b>					
Private Sector Households	800	1,118	1,118	-	
Private Sector Households (105)	-	687	687	-	
Housing Modernisation Programme	-	57	57	-	
	<b>800</b>	<b>1,862</b>	<b>1,862</b>	-	
<b>Environment &amp; Enforcement</b>					
Highways Maintenance(TFL)	380	-	-	-	
Land Quality Inspection Programme	80	80	80	-	
Street Light Replacing	1,000	1,216	1,216	-	
Flats recycling banks scheme	-	307	307	-	
Principal Rd Resurfacing - Longbridge Rd (TFL)	-	446	341	(105)	A reprofile request will be submitted to move the under spend to another project
Road Safety Improvement Schemes (TFL)	-	100	100	-	
SNAPS	-	174	18	(156)	The project has finished and a decision will be taken on how to utilise the under spend
Becontree Neighbourhood Improvements	-	63	24	(39)	The under spend needs to be reprofile into 2012/13 to cover retention costs
Environmental Improvements - On Street Waste Receptacles	630	630	630	-	
Christmas Lighting	45	45	45	-	
	<b>2,135</b>	<b>3,061</b>	<b>2,761</b>	<b>(300)</b>	
<b>Customer Services B&amp;D Direct</b>					
Excellent Customer Services	-	10	10	-	
Office Accommodation	-	80	80	-	
	-	<b>90</b>	<b>90</b>	-	
<b>ICT</b>					
Microsoft Enterprise Agreement	36	126	126	-	
Modernisation and Improvement Capital Fund (formerly One B & D IC	1,150	3,368	3,368	-	
Service Management Tool	-	75	75	-	
Information & Workplace Strategy (Formerly STRATEGIC	-	207	207	-	
E-Services - On-line Portals	-	654	654	-	
	<b>1,186</b>	<b>4,430</b>	<b>4,430</b>	-	
<b>Total For Customer Services</b>	<b>38,017</b>	<b>49,939</b>	<b>48,051</b>	<b>(1,888)</b>	

PROJECTS	Original Budget £000's	Revised Budget £000's	Projected Spend £000's	Projected Variance £000's	Explanation for Variance
<b>Resources</b>					
<b>Asset Strategy</b>					
L8 Surveys and Risk Assessment Updates	35	-	-	-	
L8 Control of Legionella Remedial Works	-	277	277	-	
Asbestos (Public Buildings)	128	112	112	-	
Automatic Meter Reading Equipment	119	111	111	-	
Backlog Capital Improvements	375	667	667	-	
CMRP DDA for Buildings	-	27	27	-	
Implement Corporate Accommodation Strategy	2,073	1,902	1,750	(152)	A reprofile request will be submitted to move the under spend into 2012/13
New Dagenham Library & One Stop Shop	-	160	160	-	
Energy Efficiency Programme	-	57	57	-	
	<b>2,730</b>	<b>3,313</b>	<b>3,161</b>	<b>(152)</b>	
<b>Regeneration</b>					
Creekmouth	-	(15)	-	15	This relates to an over spend in 2010/11 that the Directorate needs to fund in 2011/12
Dagenham Heathway	-	83	83	-	
Legi Business Centres	3,647	3,915	3,915	-	
Industrial Area Improvement	-	84	84	-	
Barking Town Square (Phase 2)	494	536	536	-	
Retail Premise Improvement Grant	21	21	21	-	
Barking Town Centre - Low Carbon Emission (TFL & GLA)	85	133	117	(16)	This is grant funded and the under spend will be moved to revenue to fund related expenditure
BTC Public Realm - Tsq & Abbey	103	134	134	-	
Area Based Schemes (Shopping Parades)	-	183	183	-	
Robin Hood Shopping Parade Enhancement (TFL & S106)	-	324	324	-	
East End Thames View Demolition	57	54	54	-	
Axe Street Housing	263	28	28	-	
Demolition of Kingsbridge Site	-	25	25	-	
Rainham Road Corridor (TFL)	-	96	96	-	
Green Lane Corridor (TFL)	-	119	119	-	
London Road/North Street Site Acquisitions	1,100	1,003	1,003	-	
Boroughwide Estate Renewal - Decants and Leaseholder	6,382	393	393	-	
Boroughwide Estate Renewal - Decants and Leaseholder	-	225	225	-	
Boroughwide Estate Renewal - Decants and Leaseholder	-	762	762	-	
Boroughwide Estate Renewal - Leaseholders	-	4,766	4,766	-	

PROJECTS	Original Budget £000's	Revised Budget £000's	Projected Spend £000's	Projected Variance £000's	Explanation for Variance
Boroughwide Estate Renewal - Resources & Master planning	-	170	170	-	
Boroughwide Estate Renewal - Demolition	-	100	100	-	
Barking Station Forecourt - Phase 1 Implementation (TFL & S106)	800	1,028	1,028	-	
Maysbrook Park Access Improvements (TFL)	-	366	366	-	
Merry Fiddlers Junction Improvements (TFL)	-	144	144	-	
Cycling on Greenways and Local Cycle Links (TFL)	-	144	144	-	
Station Access Improvements (TFL)	-	48	48	-	
Future Scheme Development - various locations (TFL)	-	29	25	(4)	Minor under spend
Car Club Expansion (TFL)	-	14	14	-	
Biking Borough Initiative (TFL)	-	123	123	-	
Minor Works - Various Locations - Local Transport Fund (TFL)	-	67	67	-	
Improvements to the rear of the Mall, Dagenham Heathway	-	40	40	-	
	<b>12,952</b>	<b>15,142</b>	<b>15,137</b>	<b>(5)</b>	
<b>Total For Resources</b>	<b>15,682</b>	<b>18,455</b>	<b>18,298</b>	<b>(157)</b>	
<b>GRAND TOTAL</b>	<b>121,655</b>	<b>148,982</b>	<b>147,182</b>	<b>(1,800)</b>	

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## REQUESTED CAPITAL BUDGET ADJUSTMENTS

DETAIL	Budget 2011/12 £000's	Budget 2012/13 £000's	Budget 2013/14 £000's	Total Budget £000's	External Funding £000's	Corporate Borrowing £000's	Total Funding £000's
<b><u>Adult &amp; Community Services - Current Programme</u></b>							
Barking Park Restoration & Improvement	4,698	-	-	4,698	1,937	2,760	4,698
<b>Sub Total</b>	<b>4,698</b>	<b>-</b>	<b>-</b>	<b>4,698</b>	<b>1,937</b>	<b>-</b>	<b>4,698</b>
<b><u>Adult &amp; Community Services- Proposed Programme</u></b>							
Barking Park Restoration & Improvement	4,047	651	-	4,698	1,937	2,760	4,698
<b>Sub Total</b>	<b>4,047</b>	<b>651</b>	<b>-</b>	<b>4,698</b>	<b>1,937</b>	<b>-</b>	<b>4,698</b>
<b><u>Children's Services - Current Programme</u></b>							
Thames View Juniors - Expansion & Refurb	2,310	100	-	2,410	2,410	-	2,410
Westbury - New Primary School	1,924	100	-	2,024	2,024	-	2,024
George Carey CE Primary School	5,181	179	-	5,360	5,360	-	5,360
St Georges - New Primary School	2,745	110	-	2,855	2,855	-	2,855
Basic Needs Contingency	1,637	-	-	1,637	1,637	-	1,637
SMF - School Modernisation Fund	1,902	1,377	-	3,278	3,278	-	3,278
Eastbury	280	-	-	280	280	-	280
Cross-Government Co-Location Fund	1	-	-	1	1	-	1
Advanced Skills Centre	8,844	3,403	23	12,269	3,369	8,900	12,269
<b>Sub Total</b>	<b>24,824</b>	<b>5,268</b>	<b>23</b>	<b>30,115</b>	<b>21,215</b>	<b>8,900</b>	<b>30,115</b>

## REQUESTED CAPITAL BUDGET ADJUSTMENTS

DETAIL	Budget 2011/12 £000's	Budget 2012/13 £000's	Budget 2013/14 £000's	Total Budget £000's	External Funding £000's	Corporate Borrowing £000's	Total Funding £000's
<b><u>Children's Services - Proposed Programme</u></b>							
Thames View Juniors - Expansion & Refurb	2,110	-	-	2,110	2,110	-	2,110
Westbury - New Primary School	2,584	-	-	2,584	2,584	-	2,584
George Carey CE Primary School	8,582	-	-	8,582	8,582	-	8,582
St Georges - New Primary School	3,055	-	-	3,055	3,055	-	3,055
Basic Needs Contingency	1,427	-	-	1,427	1,427	-	1,427
SMF - School Modernisation Fund	3,278	-	-	3,278	3,278	-	3,278
Eastbury	238	-	-	238	238	-	238
Cross-Government Co-Location Fund	43	-	-	43	43	-	43
Advanced Skills Centre	8,844	3,482	23	12,348	3,369	8,979	12,348
<b>Sub Total</b>	<b>30,162</b>	<b>3,482</b>	<b>23</b>	<b>33,666</b>	<b>24,687</b>	<b>8,979</b>	<b>33,666</b>
<b>Current Total - Schemes with requested changes</b>	<b>29,522</b>	<b>5,268</b>	<b>23</b>	<b>34,812</b>	<b>23,152</b>	<b>8,900</b>	<b>34,812</b>
<b>Proposed Total - Schemes with requested changes</b>	<b>34,209</b>	<b>4,133</b>	<b>23</b>	<b>38,364</b>	<b>26,624</b>	<b>8,979</b>	<b>38,364</b>
<b>Total of proposed changes</b>	<b>4,687</b>	<b>(1,135)</b>	<b>-</b>	<b>3,551</b>	<b>3,472</b>	<b>79</b>	<b>3,551</b>



## CABINET

22 NOVEMBER 2011

<b>Title:</b> Budget Strategy 2012/13 - Proposed Change to the Council's Redundancy Scheme	
<b>REPORT OF THE CABINET MEMBER FOR CUSTOMER SERVICES AND HUMAN RESOURCES</b>	
Open Report	<b>For Decision</b>
<b>Wards Affected:</b> None	<b>Key Decision:</b> Yes
<b>Report Author:</b> Martin Rayson Divisional Director Human Resources	<b>Contact Details:</b> Tel: 020 82273113 E-mail: martin.rayson@lbbd.gov.uk
<b>Accountable Divisional Director:</b> Martin Rayson, Divisional Director Human Resources	
<b>Accountable Director:</b> Stella Manzie, Chief Executive	
<p><b>Summary:</b></p> <p>This report proposes changes to the Council's current redundancy scheme, within its policy. Under the terms of the current scheme the Council can pay up to 2.2 times the statutory minimum, that is, up to 66 weeks. The Council will continue to work hard to seek to avoid redundancies where possible. However the challenge of making further savings for the 2012/13 financial year unfortunately makes redundancies inevitable. The current scheme and level of payments are unaffordable going forward and is out of step with most other London Boroughs.</p> <p>It is proposed therefore to amend the scheme and apply a multiplier of 1.5 from 1 December (paying a maximum of 45 weeks) and apply the statutory minimum (up to 30 weeks) from 1 April 2012.</p> <p>This scheme, if adopted, would also apply to those currently employed by Elevate as part of the terms of the Partnership Agreement which states that any changes to LBBB policies should be adopted by Elevate.</p>	
<p><b>Recommendation(s)</b></p> <p>The Cabinet is recommended to agree:</p> <ul style="list-style-type: none"> <li>(i) That the Council's policy on redundancy, as required by Regulation 7 of the 2006 Local Government Act (Early Termination of Employment) (Discretionary Compensation) (England and Wales), be amended as follows: <ul style="list-style-type: none"> <li>(a) For redundancy notices issued on or after 1 December 2011 and until 31 March 2012, the enhanced redundancy compensation payments to LBBB and schools non-teaching staff be reduced from x2.2 of the equivalent statutory redundancy weeks to x1.5 of the equivalent statutory redundancy weeks (i.e. up to a maximum of 45 weeks' pay depending on age and service).</li> <li>(b) For redundancy notices issued on or after 1 April 2012, the multiplier be further reduced from x1.5 of the equivalent statutory redundancy weeks to the statutory</li> </ul> </li> </ul>	

redundancy scheme (i.e up to a maximum of 30 weeks' pay depending on age and service).

- (c) That where further savings proposals are made for the 2012/13 financial year in advance of the setting of the budget by the Assembly on 22 February 2012, the arrangements in (a) and (b) above be extended for comparable periods of time to those staff affected to enable them to volunteer for redundancy at the enhanced rates;

- (ii) That the above revisions to the redundancy scheme be recommended for adoption by Governing Bodies of schools.

### **Reason(s)**

The Council must have a published scheme in place on redundancy payments. The Council's current scheme has focused on sufficient incentive to enable the Council to operate effective change management processes and minimise the number of compulsory redundancies. However, we are now in a tougher financial climate and, in line with councils across the country, we need to revise our scheme to ensure it remains affordable.

## **1. Introduction and Background**

### Current Scheme

- 1.1 Councils have powers to enhance compensation payments for staff that are made redundant or retire early. The amount of the award is based on the employee's age and length of continuous pensionable local government service. Regulations introduced in October 2006, allow Councils to pay a maximum lump sum redundancy payment to employees equivalent to 104 weeks' pay. The actual amount to be paid and the accrual rate above the statutory maximum of 30 weeks is at the discretion of each Council. Any scheme adopted must conform to age discrimination regulations, that is, be structured in a way to be non-discriminatory and be consistently applied.
- 1.2 Under the current scheme of the London Borough of Barking and Dagenham, the lump sum payment is calculated on the basis of actual weekly pay and a multiplier of 2.2 is applied to the statutory number of weeks payable. Therefore where the statutory policy offers a maximum of 30 weeks, this Council pays up to 66 weeks. The scheme was amended by Cabinet in November 2006 to incorporate two exceptions to our normal policy, namely where redundant staff receive immediate pension benefits and for those staff whose continuous service commenced on or after 1<sup>st</sup> January 2007, where we follow the statutory scheme and a maximum of 30 weeks applies.

### Voluntary Severance Schemes

- 1.3 Over this last two years the Council has invited staff to apply for voluntary severance under the terms of our scheme on three occasions. The objectives over the last two years have been to:
- 1) Minimise compulsory redundancy,
  - 2) Maximise redeployment and

3) Ensure the organisational reviews necessary to deliver budget savings are delivered quickly and with minimal industrial relations difficulty.

- 1.4 These objectives have been achieved and overall budget savings targets have been delivered, but the cost of redundancy (some of which we have been able to capitalise through a capitalisation protocol issued by the government) has been significant. Staff reductions have delivered approximately £12m of annual savings, with a one-off redundancy cost of around £8m.
- 1.5 There are no differences in the terms under which staff leave, having volunteered for redundancy, or where they have been made compulsorily redundant. Our change management policy, which reflects the legal position, requires us as an employer to seek volunteers for redundancy before making people compulsorily redundant and of course, we seek to redeploy people as a means to avoid redundancy.

#### Reason For Change

- 1.6 Savings targets for 2012/13 will require the council to make further redundancies to reduce costs. The cost of the current redundancy policy can no longer be sustained. Its retention would potentially mean making more staff redundant in order to cover the cost of redundancy payments. The Council needs therefore to adopt a scheme which is affordable, but also reflects its desire for be fair to its employees, those leaving the Council and those remaining.

#### Comparison With Other Councils

- 1.7 From a financial point of view this Council's redundancy scheme is at the higher end in what it offers as redundancy payments in comparison with the majority of London Boroughs. The table below shows the maximum number of weeks paid under the terms of Boroughs' schemes as at October 2010:

<b>Maximum Number of Weeks</b>	<b>Number of Authorities</b>
104	1
90	1
75	1
66	4 (inc LBBD)
60	4
51	1
50	1
45	5
42	1
40	1
30	12

Many councils have, since last year, amended their schemes, but at that time, twenty five London Boroughs offered smaller settlements than Barking and Dagenham. Newham, who were offering up to 104 weeks at that time, have amended their scheme and now pay the statutory rate.

### Application of the Scheme

- 1.8 Officers of the Council have, as you know, set out a number of proposals through which the savings necessary to set a balanced budget for 2012/13 could be achieved. Adoption of those proposals could result in between 120 and 160 posts being deleted from the structure. Select Committees are in the process of reviewing and commenting on those proposals and consultation with those staff affected has begun. Cabinet will begin to consider those proposals at its meeting on 14 December and if approved, redundancy notices will begin to be issued after that date.
- 1.9 We have invited staff who will be affected by these proposals to volunteer for redundancy by 11 November. Those who put themselves forward and are accepted will leave under the terms of the scheme that previously applied. We have indicated that any staff who are given notice of redundancy after 1 December 2011 (and who have not already volunteered), will leave under the terms of any new scheme agreed by Cabinet at this meeting.
- 1.10 We have given a commitment that any staff affected by any further savings proposals (other than those already proposed through the Select Committees) that come forward for the 2012/13 year (prior to setting the budget in February), will equally have the opportunity to volunteer for redundancy and will receive a redundancy payment based on the scheme which allows for up to 66 weeks to be paid.

## **2. Proposal and Issues**

- 2.1 We have taken account of the following in proposing revisions to the current redundancy scheme:
- The need to reduce the cost of redundancy to the Council
  - The desire to minimise the number of redundancies (and continuing the current level of redundancy payments might require that a greater number of posts are deleted going forward)
  - The impact on individuals of redundancy and our wish to be “fair” to people leaving the Council through no fault of their own
  - The need to make significant staffing reductions for the 2012/13 year in particular
  - The schemes in place in other London Boroughs.
- 2.2 The proposal is therefore to phase in reductions in the redundancy payments that this Council would make. We wish to give an opportunity to staff groups affected by savings proposals for 2012/13 to volunteer for redundancy under the terms of the existing scheme. Those staff who do not volunteer, but who are made compulsorily redundant before 31 March 2012 would do so under reduced terms (max 45 weeks), but will still be above the statutory minimum. Staff made redundant after 1<sup>st</sup>

April next year would under these proposals receive the statutory minimum payment only.

- 2.3 The exception to the above will be any staff who are affected by any further proposals (that have not currently been proposed through the Select Committees) that are made for savings for the 2012/13 year. They will be able to volunteer and receive the maximum payment of 66 weeks, or if they do not volunteer they will receive 45 weeks maximum as a redundancy payment, for a comparable period of time to those staff already identified as being at risk of redundancy.

### **3. Position of Schools' Staff**

- 3.1 Council employees working in Schools ("schools-based staff") such as Cleaners and Catering staff will be covered by the proposed change in the redundancy matrix. In respect of staff employed by the schools themselves, the regulations covering the terms of their employment indicate that School Governors can determine the amount paid as redundancy. Generally the policies of the Council are adopted by schools in respect of employment,
- 3.2 Cabinet are asked to agree policy in respect of Schools based staff and request that the Corporate Director of Children's Services commend the Council Redundancy Scheme to the Schools Governing Bodies to agree for each School. If a School determines not to adopt the Council scheme in this respect then they will need to agree their own. The deadline for Schools to determine their approach will be 15<sup>th</sup> March.

### **4. Options Appraisal**

- 4.1 The Council can set the multiplier within its redundancy scheme at a level it chooses between the statutory minimum and a rate that delivers a maximum of 104 weeks as a payment. The current multiplier of 2.2 is considered to be unaffordable going forward. The lower the multiplier, the lower the cost to the Council of the redundancy payments that it makes. The proposal being made reflects the position adopted by other Councils in London and achieves, we believe, the balance between affordability and fairness.

### **5. Consultation**

- 5.1 This proposal was shared with the Trade Unions at the CJCC meeting on 14 October. Written confirmation of our proposals was sent to them after that meeting. We have a further meeting planned for 8 November to consider their feedback. This report will also be considered at EJCC on 14 November. A verbal report giving feedback from those two meetings will be provided at the Cabinet meeting.
- 5.2 All staff have been advised in writing about the implications of the proposed changes to the scheme.

## 6. Financial Implications

Implications completed by: Jonathan Bunt, Divisional Director, Finance

- 6.1 In order to address the scale of Local Government funding cuts announced in the Comprehensive Spending Review Mid October 2010, the Authority must find significant savings in order to reduce the budget deficit.
- 6.2 Savings made in 2011/12 totalled £28m, including £8m of savings from the 2010/11 emergency budget. A further £19m of savings are planned in 2012/13 and £11.6m in 2013/14 respectively. This totals c£60m over the 4 year period. As employee expenditure is a significant amount of total expenditure across the Council, it is anticipated that a large element of the savings will come from staffing reductions.
- 6.3 Under the terms of the current scheme the Council can pay up to 2.2 times the statutory minimum, that is, up to 66 weeks. Staffing reductions of £12m to date has resulted in the Council incurring redundancy costs of £8m. For last year alone, the redundancy liability totalled c£6.2m.
- 6.4 The Department of Communities and Local Government allows Local Authorities to request authorisation so redundancy costs can be treated as capital. By doing so, the Authority is then able to finance the cost of redundancies over a period of 20 years. The effect of capitalising these costs reduces the impact on the in year revenue budgets.
- 6.5 The only caveat to the capitalisation process is that Authorities are only able to capitalise the statutory element of the redundancy payment. The non statutory element (currently 2.2 times the statutory minimum, capped at 66 weeks) must be funded through revenue budgets.
- 6.6 Of the £6.2m redundancy costs paid in 2010/11, the statutory element that was capitalised totalled £2.7m. The balance was funded through revenue budgets and other revenue provisions.
- 6.7 Due to the level of savings required for 2012/13 and 2013/14 alone, the Council is now under significant pressure to reduce the cost of redundancy payments, and bring this scheme more in line with other London Boroughs. The current scheme is no longer sustainable from a financial perspective.
- 6.8 To date it is estimated that a further 120 to 160 posts will be reduced from the staffing establishment for 2012/13. It is difficult to accurately calculate the impact of changes at this stage, however the examples provided in paragraphs 6.9 to 6.11 illustrate the impact of the policy change for two employees – one paid at PO2 and the other paid at Scale 5. The actual impact of the above proposals will depend on a number of factors such as age of employee, number of years of service and salary. These factors will only be known until the actual redundancy process begins.
- 6.9 The table below has been produced to illustrate the impact of the proposals on an employee, paid at PO2, aged 40 with 10 years' service. The table below shows that based on the current scheme, the employee would receive £14.1k. When the scheme changes and is capped at 45 weeks, this reduces the weeks paid for this individual from 22 weeks to 15 weeks, taking the payment to £9.6k. From April

2012, the redundancy payment for the individual is reduced to £6.4k. This amounts to a reduction of £7.7k on just one individual alone.

<b>Current Redundancy Policy</b> 2.2 times statutory, capped at 66 weeks	<ul style="list-style-type: none"> <li>• 22 weeks at £643 per week</li> <li>• Redundancy payment - £14,146</li> </ul>
<b>Policy from 11/11/11 to 31/3/12</b> 1.5 time statutory, capped at 45 weeks	<ul style="list-style-type: none"> <li>• 15 weeks at at £643 per week</li> <li>• Redundancy payment - £9,645</li> </ul>
<b>Statutory Minimum, capped at 30 weeks</b>	<ul style="list-style-type: none"> <li>• 10 weeks at £643 per week</li> <li>• Redundancy payment - £6,430</li> </ul>

6.10 A further example has been provided to illustrate the impact of the redundancy proposals on a scale 5 employee, aged 40 with 10 years' service. The age and length of service has been kept on the same basis as the example above to ensure a true comparison.

6.11 The table below shows that based on the current scheme, the individual would receive £9.8k. When the scheme changes and is capped at 45 weeks, this reduces the weeks paid for this individual from 22 weeks to 15 weeks, taking the payment to £6.7k. From April 2012, the redundancy payment for the individual is reduced to £4.5k. This amounts to a reduction of £5.35k for the scale 5 employee.

<b>Current Redundancy Policy</b> 2.2 times statutory, capped at 66 weeks	<ul style="list-style-type: none"> <li>• 22 weeks at £446 per week</li> <li>• Redundancy payment - £9,812</li> </ul>
<b>Policy from 11/11/11 to 31/3/12</b> 1.5 time statutory, capped at 45 weeks	<ul style="list-style-type: none"> <li>• 15 weeks at at £446 per week</li> <li>• Redundancy payment - £6,690</li> </ul>
<b>Statutory Minimum, capped at 30 weeks</b>	<ul style="list-style-type: none"> <li>• 10 weeks at £446 per week</li> <li>• Redundancy payment - £4,460</li> </ul>

6.11 At this stage, it is difficult to assess the actual reduction arising from the change in policy. This is due to a number of unknown factors such as age and length of continuous service of the employees affected. However, a simplistic analysis would be to assume that the average salary across the Council is at PO2, with an average length of service of 10 years. On the basis that, between 120 to 160 posts have been identified for redundancy for 2012/13, the difference of the redundancy payment could range between £2.3m to £770k depending on whether the employees opt to volunteer for redundancy prior to 11<sup>th</sup> November or if they fall under the new statutory minimum policy.

6.12 The simple analysis carried out with the assumptions above, illustrates the effect of the current scheme compared the statutory redundancy policy. The change in the scheme results in a significant reduction of the cost of redundancy payments made. As mentioned above, the scenario provided above is purely for illustrative purposes

as it assumes a number of factors, such as the average pay, average age and the average length of service. These details will only be available once the redundancy process begins and will also depend on the timing of people opt to leave.

- 6.12 As we move onto the statutory redundancy scheme, the Authority should be able to capitalise all future redundancy costs, with effect from April 2012. This will be on the condition of the Department of Communities and Local Government's capitalisation policy continues. This should also reduce the pressure of the revenue budget.

## **7. Legal Implications**

Implications completed by Tasnim Shawkat, Divisional Director of Legal and Democratic Services

- 7.1 This Borough and other London Boroughs have consistently taken the view that enhanced redundancy calculations are not contractual and therefore can be changed without full consultation with staff. Enhanced redundancy calculations are entirely discretionary and therefore subject to the kinds of financial considerations spelt out in this report.
- 7.2 This proposed change also brings all employees into line with one another, as (further to paragraph 1.2 of this report) more recent employees get no more than the statutory minimum currently.

## **8. Other Implications**

- 8.1 **Risk Management** – We are minimising the employment relations risks associated with this proposal by engaging in a dialogue with staff and Trade Unions around what is proposed.
- 8.2 **Contractual Issues** – Discussions are in hand with Elevate to fully explore the implications for staff who have transferred
- 8.3 **Staffing Issues** – The staffing issues are fully explored within the main body of the text

### **Background Papers Used in the Preparation of the Report:**

None

### **List of appendices:**

None



## CABINET

22 NOVEMBER 2011

<b>Title:</b> Funding Adult Social Care	
<b>REPORT OF THE CABINET MEMBER FOR HEALTH AND ADULT SERVICES</b>	
Open Report	<b>For Decision</b>
<b>Wards Affected:</b> All	<b>Key Decision:</b> Yes
<b>Report Author:</b> Karen Ahmed, Divisional Director, Adult Commissioning	<b>Contact Details:</b> Tel: 020 8227 2331 E-mail:karen.ahmed@lbbd.gov.uk
<b>Accountable Divisional Director:</b> Karen Ahmed, Divisional Director, Adult Commissioning	
<b>Accountable Director:</b> Anne Bristow, Corporate Director of Adult and Community Services	
<p><b>Summary:</b></p> <p>There is cross-party recognition of the significant pressures on funding for adult social care as our population ages and the demand for services increase. The need to secure a funding settlement which addresses these pressures and is sustainable led to the setting up of an independent commission (the Dilnot Commission) by the Government in July 2010.</p> <p>The commission chaired by Andrew Dilnot on the funding of care and support presented its findings to the Government in its report <i>Fairer Care Funding</i> in July 2011. The proposals represent a radical review of the way that people contribute towards the cost of their care.</p> <p>In particular the report recommends that:</p> <ul style="list-style-type: none"> <li>• Individual's lifetime contributions to their social care costs should be capped at a total proposed contribution of £35,000</li> <li>• The means-tested threshold above which people are liable for their full care costs should be increased from £23,5000 to £100,000</li> <li>• All those who become adults with a pre-existing care and support need should be eligible for free state support immediately. There would be a sliding scale of charging for people aged 40 plus.</li> <li>• There should be national eligibility criteria for access to adult social care services.</li> </ul> <p>The recommendations effectively reduce the contribution of the individuals towards the cost of their care, leaving an even wider funding gap, and enable people with assets to retain more of them. More people will receive some state support, and there is greater protection for homeowners than at present.</p>	

The Government launched an engagement exercise on 15 September on a wide range of adult social care issues, including the findings of the Dilnot Commission - this document is attached at Appendix 1. The closing date for responses is 12 December and the Council's draft response is attached at Appendix 4. The Government will incorporate key recommendations following on from this exercise into subsequent papers.

The Government have announced that they will issue a White Paper on the future arrangements in April 2012. It is not anticipated that the Government will introduce any changes based on these proposals until 2014. Until that time the existing charging and contributions policies will continue.

### **Recommendation(s)**

The Cabinet is asked to

1. Note the findings of the Dilnot Commission and the implications for Barking and Dagenham; and
2. Agree the Council's response to the Department of Health's engagement paper "Caring for our Future", as set out at Appendix 4

### **Reason(s)**

To assist the Council in achieving its Priorities of "Better Health and Well-Being".

## **1. Introduction and Background**

- 1.1 In 1997 the Labour Government stated that it would make reforming the funding of care a priority. However, although the Royal Commission that it established reported in 1999 it then took until 2009, despite cross party support, for the Government to set out options for fundamental reform. These proposals fell through when a General Election was called.
- 1.2 An independent commission on the funding of care and support was set up by the coalition Government in July 2010 and was asked to recommend a fair and sustainable funding system for adult social care in England. The commission chaired by Andrew Dilnot on the funding of care and support presented its findings to the Government in the report *Fairer Care Funding* in July 2011.
- 1.3 Older people make up the largest group of social care users, and although nationally the number of people over the age of 85 has risen by two-thirds since 2004, local authority budgets for social care have stood still and are now being cut. Demand far outstrips supply. Currently there are 400,000 elderly people in residential care in England and Wales. This number is predicted to increase to 750,000 in 2031 and more than triple in 2081 to 1.5million.
- 1.4 The system is coming under considerable financial strain as a result of the increasing demand for services and cuts in local authority budgets – the King's Fund estimate that a £2.1 billion gap could develop by 2014. There is concern from some independent organisations that some local authorities are managing services

through tightening eligibility criteria so that support is only offered to people with very high care needs.

- 1.5 This scenario is in stark contrast to that of the NHS where there is national consensus that health care should be free at the point of delivery, with some notable exceptions such as prescriptions etc. The increasing demands on the healthcare system are well recognised and this is the first year of many in which the health system has not received an increase to the overall budget. Yet in adult social care, although increasing demand has also been recognised, the funding scenario is different and has been subject to year on year cuts. No government has yet explained why if you are old and frail and need healthcare it is free at the point of delivery, but if you are old and frail and need social care, this service requires a contribution. This inequity is played out in discussions as to whether an individual requires a health or a social care bath and the resulting financial consequences of this.
- 1.6 Adult social care helps frail and disabled people remain independent, active and safe. Support services can be provided in someone's home, in a community centre or in a care home and include support with everyday activities such as bathing or preparing meals. The costs of such care are either paid for by individuals, or on a means-tested basis by local authorities in the form of specific services or cash payments that enable people to make their own care and support arrangements.
- 1.7 If a council assesses someone as needing residential care in England, and they have less than £14,250 in financial assets, he or she will qualify for local authority funded long-term care. Those with savings or assets (including their home if they live alone) of between £14,250 and £23,250 will get some help towards costs, but those with assets or savings of more than £23,250 will have to pay for the full cost of their care. The contribution towards the cost of a residential place is determined nationally through statutory guidance, the Charging for Residential Accommodation Guidance.
- 1.8 If someone is assessed as needing care at home, they are entitled to help from the local authority, but can be charged for it up to the full cost of the help required. The value of their savings is assessed, as is their income, but the value of their house is not taken into account. Charging for care at home is governed by the Fairer Contributions Guidance and there is some local flexibility in how these are applied.
- 1.9 Charges made by a council should only be as high as the actual cost of providing the care. The council is not able to make a profit through the charges – and people should only pay what they can reasonably afford. This means that any payment should not leave anyone below the current income support or pension minimum guarantee level plus a buffer of 25%. In Barking and Dagenham, we have just revised our Fairer Contributions Policy giving older people aged 85 and above an additional buffer of £10 on top of this.

## **2. Proposal and Issues**

- 2.1 The Dilnot recommendations aim to eliminate the huge care costs faced by some people by capping the maximum amount individuals contribute over their lifetime. There is considerable disquiet and a sense of injustice that was locally demonstrated in the Big Care Debate, and our response, that people who have

worked hard and scrimped and saved are penalised and have to contribute savings or even the value of their own home to the cost of care. Unlike other events that happen to people such as subsidence or even death, the cost of care is one event that insurance providers have felt unable to offer insurance protection on, because of all the unpredictability in type and cost of care and individual need.

2.2 Dilnot recognises that many people do not plan for their care and do not even know how care services work, or what the expectations are about paying for care. Indeed many people think that care services, like health services, are free. This is clearly not the case. Ministers, such as Paul Burstow, are now publically referring to charging for adult social care as social care's "nasty little secret".

2.3 By limiting the amount people might pay for their care, the Dilnot Commission expect people to be able to plan realistically for any care they might need when they are older and a market to develop for financial products so that people can insure themselves against the cost of their contribution. Because some groups of people, such as people who are born with a disability or those who acquire a disability early in their lifetime, are unable to plan for such an eventuality, there are separate proposals for younger adults. Everyone would be expected to continue to pay for general living costs.

2.4 The key recommendations are:

- The contribution any individual makes towards the costs of their care, excluding general living costs, should be capped at between £25,000 and £50,000, with the Commission recommending the cap should be set at £35,000.
- All those who enter adulthood with a care and support need should be eligible for free state support immediately rather than being subjected to a means test. There would be a sliding scale for adults who acquired a disability from 40 years plus.
- The asset threshold above which people in residential care are liable for the full cost of their care should be increased from the current level of £23,250 to £100,000.
- People in residential care should make a standard contribution to cover their general living costs of between £7,000 and £10,000 a year. (This needs to be compared to current state retirement pension levels which are £140 per week. This equates to £7,280, leaving next to nothing for any personal spend on such things as clothing, gifts for family relatives etc.)
- Eligibility criteria for services should be set nationally as part of a clear national offer, and needs assessments should be 'portable' between local authorities.
- A new information and advice strategy should be developed, a national awareness campaign should be launched to encourage people to plan ahead and the deferred payment scheme should be improved.
- Social care and welfare benefits should be better aligned, Attendance Allowance re-branded and carers' assessments improved.
- Integration between social care and other services, especially the NHS, should be improved, and a stronger emphasis placed on prevention.

2.5 If the Commission's recommendations are implemented in full, it forecasts that no-one would have to spend more than 30 per cent of their assets to fund their care. It estimates that its recommended changes to the funding system would require £1.7 billion in additional public expenditure (0.14 per cent of GDP) if the cap on individual contributions is set at £35,000, rising to £3.6 billion (0.22 per cent of GDP) by 2025/6.

2.6 A White Paper on social care reform (including the Government's response to the Law Commission's report on modernising social care law) and a 'progress report' on funding reform will be published in spring 2012. The Secretary of State has said that legislation will follow 'at the earliest opportunity'. However, it is not anticipated that there will be any changes to the current regime until 2014.

2.7 **Key facts which informed the Dilnot report are as follows:**

- One in ten people aged 65 or over, pay £100,000 towards their care
- One in four pay £50,000
- Every year 20,000 people sell homes to pay for their care
- In the UK, the typical 55 to 64-year-old has a total wealth of £200,000 (this would include the value of a house, savings, insurance payouts etc.)
- People in the South East pay between £30,000 and £45,000 a year towards their residential and nursing care fees
- The number of people aged over 85 is expected to double over the next two decades to 2.4million

2.8 **Capping the cost of contributions towards adult social care**

2.8.1 Under the current system, people with assets over £23,250 receive no help towards the cost of adult social care and are expected to self-fund until their assets fall below this amount. When assessments are carried out for financial contributions towards the cost of residential care, the value of homes are included where there is a single homeowner. This means test offers virtually no protection to homeowners who need residential care. The financial calculation for non-residential adult social care is different and does not include the value of someone's home.

2.8.2 The average housing wealth among single people aged over 65 who own property is around £160,000, so most homeowners would have to spend nearly all of their housing assets before qualifying for support under the existing rules.

2.8.3 This would equally apply to Barking and Dagenham residents. From October 2010 to December 2010 the average property price in Barking and Dagenham was £179,519 (Land Registry of England and Wales).

2.8.4 The Dilnot Report recommendation that the means tested threshold should be increased to £100,000 does mean that homeowners will receive greater protection. Of the 464 older people in residential care in Barking and Dagenham, 21% of people contribute towards the cost of their care on a sliding scale. 39 people own their own property and a further 57 people are self-funders (i.e. pay for their own placement). Many self-funders will also be homeowners.

2.8.5 It also means that more people will receive a higher proportion of state support towards the cost of their community based services as those people with savings up to £100,000 will become potentially eligible for subsidised services.

2.8.6 The Dilnot Report also recommends that adults who have an eligible need for social care and support when they become 18 should be eligible for free support. People who acquire an impairment which means that they are eligible for support after the age of 40 will be liable to pay a sliding contribution based on their age.

2.8.7 The rationale for this recommendation is that, unlike older people who have had time to acquire assets and/or plan for their care, this group of people have not had the opportunity to do so.

## 2.9 **What difference would the recommendations make to our residents?**

2.9.1 The following case studies were taken from the “Fairer Care Funding: Reforming the funding of adult social care” pamphlet produced by the Commission on Funding of Care and Support. The case studies illustrate the difference for people if the recommendations were to be agreed - see Appendix 2 for a table summarising the differences between the current system and the proposed system.

2.9.2 However, one of the key issues is the focus of the Dilnot Commission on reducing the call on peoples’ assets. The Commission does not consider the level of peoples’ income. This is of particular concern for us because many of our residents will not only be asset poor, but they will also be on low incomes. The impact of the wider changes to the benefit system and the specific changes to the real value of pensions will impact on the individual’s ability to contribute towards the housing costs which were detailed earlier. It is likely that Council tenants, on benefits, will not benefit from the increased asset protection and will have difficulty in covering housing costs and meeting personal requirements.

### 2.9.3 **Case Study - Henry**

Henry had a stroke when he was 85. He entered a care home for the last four years of his life. Prior to this, he was living alone in his own home, which was worth £140,000 and which he owned outright.

Under the current system, Henry needed to contribute all his pension income down to £22.60 a week and his daughter had to arrange for his house to be sold in order to be able to use the money to pay for his care. He paid for his care in full until he died, spending £110,000 in total.

Under the proposed reforms, Henry would initially have had to contribute in full to his care costs. After two years, he would have contributed £35,000 in care costs and would start to receive his care for free. He could still have used his housing assets to pay this £35,000, but would retain £105,000. He would have continued to pay general living costs until he died, but would have been able to meet most of this through his pension income.

### 2.9.4 **Case Study - Emma**

Emma was born with a learning disability. From age 18 until she died aged 52, she lived independently in supported housing. When she was 35 years old, she inherited her parents’ house worth £160,000.

Under the current means-tested system, Emma had to start paying for all of her care when she inherited the money from her parents. It ran out by the time she was in her mid-40s, leaving her to fall back on the state with no additional resources left.

Under the proposed system, as she turned 18 years of age with an eligible care need, she would be entitled to free care for the whole of her life. She would pay her living costs partly herself and partly through her disability benefits, still leaving her with half of her assets to use how she wanted to improve her overall well-being throughout the rest of her life.

## **2.10 Insurance for adult social care**

- 2.10.1 The expectation of the Dilnot commission is that once people know roughly how much the costs of their social care will be, they can plan and prepare for this by taking out insurance. Although there are currently specialist products available now to help people pay for long-term care, they are complicated and usually very expensive. Insurance policies are available to pay for immediate-needs care and pre-funded care. However, pre-funded policies are not popular, not least because people may not need to claim on them and so will effectively have lost money.
- 2.10.2 Immediate needs care annuities are more commonly used by families wanting some insurance against part or all of the cost of care fees, should their older relatives live longer than their capital.
- 2.10.3 Currently, two companies – Partnership and Axa – dominate this market, and the initial outlay can be enormous. If Dilnot's recommendations are accepted insurance products designed to meet the cost of care up to the cap are more likely to become mainstream and hopefully cheaper and simpler.
- 2.10.4 Experts suggest companies could cover costs up to £50,000 for a one off premium of around £17,000. Specialist insurance and investment vehicles will need to be available to pay for future care.

## **2.11 Implications for Local Authorities and Adult Social Care**

- 2.11.1 There is some concern nationally that the Dilnot Report failed to address the key issue which is the lack of funding for adult social care and the increasing cost pressures on this sector. Indeed the recommendations increase the funding gap rather than seek to address it.
- 2.11.2 There are also resource issues in implementing all the recommendations of Dilnot – the increased role of the Council in the provision of information and advice, increased assessment responsibilities and the setting up of financial monitoring systems to keep track of an individual's spend on social care to identify when they reach the agreed capped amount (currently £35,000 proposed).
- 2.11.3 The setting of national criteria and “portable” assessments (currently, if you live in one borough and receive social care, and move to another borough, you would need to have another assessment to determine your eligibility and your support plan may differ ) poses problems for local authorities as we set local eligibility criteria within the national framework and offer support plans making best use of available resources. In many boroughs, particularly boroughs with higher levels of deprivation, this could place financial strain on already limited resources, particularly when considered alongside the proposed changes to the business rates (NNDR).

2.11.4 Local authorities will lose out on funding generated through residential and community care charging policies.

2.11.5 The Government will need to consider the financial implications of all these issues and resource local authorities appropriately before implementing any of the recommendations.

### **3. Options Appraisal**

3.1 The Government have committed to a White Paper in April 2012, and then to implement legislation at the earliest opportunity. It is not expected that this will be until 2014 at the earliest.

3.2 A further report will be brought back at that time.

### **4. Consultation**

4.1 The Dilnot Commission has already consulted as part of the process of developing these recommendations and given the scale of the national call for evidence, responses were made through national and regional bodies, including London Councils and the Association of Directors of Social Services. The consultation responses are summarised in "Summary of Responses to the Call for Evidence" April 2011.

#### **4.2 Caring For Our Future**

4.2.1 On 15 September 2011, the Government launched a three month consultation on the Dilnot Commission Report and the Law Commission Report - see Appendix 1. The consultation also wishes to take views on the Vision for Adult Social Care, the National Strategy for Carers and the Palliative Care Funding Review. Put simply, the Government wishes to ascertain a range of views on the current state of play in adult social care.

4.2.2 The process does not specifically request views on the funding levels within adult social care, and there is a very strong view being currently articulated through recent ministerial speeches that there is enough money in the system to meet the needs of both health and social care. Their view is that the key to making this work is further integration between health and social care.

4.2.3 The consultation process is termed "engagement" which means that it is up to individuals and organisations to engage with the lead person for each strand of engagement. Comments are invited via the website, through discussions with the leaders by invitation or through a feedback form. The six issues on which we are being consulted are:

- Quality
- Personalisation of care
- Integration
- Prevention and early intervention
- Shaping local care services
- The role of financial services



- 4.2.4 Locally, the consultation documents have been put on the agenda for both the Disability Equality Forum and Silvernet, the Older Peoples' Forum. They have also been circulated to the Learning Disability Partnership Board. The Disability Equality Forum have decided that they will feedback independently. CVS is also encouraging people to respond directly to the Department of Health or through the National Association of Voluntary and Community Associations (NAVCA) on this consultation.

A proposed response from the Council is attached at Appendix 4 for the Cabinet's consideration.

## 5. Financial Implications

Implications completed by: Ruth Hodson, Finance Group Manager

- 5.1 Depending on the level of cap there will be new burdens on local authorities. There will also be a loss of income from existing charging policies. The cost to the London Borough of Barking and Dagenham of the reforms could be an estimated £7.6m gross. Mapping of existing people in residential care homes within the borough, self funders and likely costs estimate a minimum cost of £1 million in the first year rising year by year (see Appendix 3 for a detailed analysis). There will be a limited benefit for the London Borough of Barking and Dagenham residents, as only 21% in residential care are self funders.
- 5.2 It is difficult to map the impact on the costs of community care and the reduction in income from charging policy – however it is likely that this would also have a significant impact on the local authority's budget.
- 5.3 Those on a middle income with assets get hit hardest now, but by combining a cap with a new "extended" means test, the recommendations would spread out the costs and lower them for everyone.
- 5.4 However, Stephen Burke, chief executive of charity United for All Ages, said "the proposals were regressive because richer families would benefit disproportionately from the cap". He warned: "This could be seen as a care poll tax for the so-called 'squeezed middle'."
- 5.5 The additional costs nationally of £1.7 billion, rising to £3.6 billion by 2025/6, reflect the additional costs of implementing the new proposals only. The Commission acknowledges that the current system is underfunded and has not kept pace with demographic changes in relation to working age adults and older people. This has resulted in tighter rationing of services and rising levels of unmet need. The overall level of resources required by the current system was outside the Commission's terms of reference, but the report makes clear that in addition to funding for the new proposals, 'additional public funding for the means-tested system' will also be needed.
- 5.6 Payments made by people to meet the cost of home care would count towards their maximum lifetime contribution. However, charging arrangements for home care would continue to be determined by local authorities, potentially creating an uneven playing field between home and residential care, and the risk of perverse incentives

for people to go into residential care. The report suggests that the Government may wish to rationalise these arrangements, although it stops short of making a clear recommendation on this.

- 5.7 For Barking and Dagenham the changes would mean implementing new procedures to take into account the new thresholds for care costs.

## **6. Legal Implications**

Implications completed by: Shahnaz Patel, Senior Lawyer

- 6.1 The current legislation placing an obligation on local authorities to charge for adult social care for both residential and non accommodation services remains in force. Therefore there are no specific legal implications that arise from this report at this stage.

## **7. Other Implications**

### **7.1 Risk Management**

- 7.1.1 There are significant financial risks to local authorities if these recommendations are implemented without addressing the existing pressure on adult social care and the funding gap created by these proposals.
- 7.1.2 It is expected that these discussion will be conducted at a national level, most likely through ADASS (the Association of Directors of Social Services) and the LGA. We will seek to ensure that the best interests of our residents are represented through.

### **7.2 Customer Impact**

- 7.2.1 The report's recommendations lay the basis for a system where people will have a degree of certainty about their future care costs. This will not necessarily help people plan for the future as people do not usually have a clear understanding of adult social care, how to access it and any costs associated with it, until they need to use it.
- 7.2.2 As people in receipt of adult social care are by definition either older or disabled, then these people will financially benefit from the proposals in the main.
- 7.2.3 It is not expected that local older residents will benefit as much as others, because many of our older people do not own homes, nor do they have substantial savings. We are below the national average with only 21% of our residential care users self-funding. The national average is 23%. Some places, like West Sussex have 80% self funders.
- 7.2.4 The premise of the Dilnot report is that older people can plan for their future care through their paid working life by taking out insurance is based on an erroneous assumption that people are in paid employment. We have high levels of unemployment and many women stay at home because of their domestic responsibilities. This group of people are unlikely to be affected by the Dilnot report.

### **7.3 Safeguarding**

- 7.3.1 Adult social care supports the safeguarding of adults who are at risk. Adult care is accessed through eligibility criteria not through financial assessment. However, the proposals may help people to plan their care and access good independent financial advice so that they make the best decision at the time.
- 7.3.2 Some of the proposals from Dilnot such as universal eligibility criteria and the portability of assessments will enable adults to move home across boundaries and access social care in a more timely way thus preventing a gap in care.

### **7.4 Health Issues**

- 7.4.1 Adult social care supports people to remain healthy and independent and to live the life they want for as long as possible. The Dilnot report does not change this.

#### **Background Papers Used in the Preparation of the Report:**

- “Fairer Care Funding” report by the Dilnot Commission on Funding of Care and Support (available at <http://www.dilnotcommission.dh.gov.uk/files/2011/07/Fairer-Care-Funding-Report.pdf>)
- King’s Fund Briefing
- “Fairer Care Funding: Reforming the funding of adult social care” pamphlet produced by the Commission on Funding of Care and Support

#### **List of appendices:**

- Appendix 1 – Department of Health engagement paper “Caring for Our Future: Shared ambitions for care and support”
- Appendix 2 – Table of the current and proposed systems
- Appendix 3 – Financial Impact of the Dilnot Report
- Appendix 4 – Draft response to “Caring for Our Future”

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# Caring for our future

Shared ambitions  
for care and support

On 15 September, the Government launched *Caring for our future: shared ambitions for care and support* – an engagement with people who use care and support services, carers, local councils, care providers, and the voluntary sector about the priorities for improving care and support.

*Caring for our future* is an opportunity to bring together the recommendations from the Law Commission and the Commission on Funding of Care and Support with the Government's *Vision for Adult Social Care*, and to discuss with stakeholders what the priorities for reform should be.

We now have an opportunity to get reform right. However, the Government recognises that we cannot make all the improvements to the care and support system at once. In this challenging economic environment, we need to weigh up what the priorities for reform are and determine a realistic way forward. The discussions we will have over the next three months will help us to shape those priorities.

This leaflet explains what the engagement is about, and how people can get involved.

## What is care and support?

**We care deeply about how we look after people who need help to live their lives, including older people and people whose circumstances make them more vulnerable.**

We want everyone to have the help they need to live independent, active and healthy lives and to be part of the community. This could include help getting out of bed, cooking meals or getting out

of the house – the day-to-day activities many of us take for granted but that some people find more difficult. It might include emotional support at times of difficulty or stress. This help is what we call care and support.

Care and support is something that affects us all – we all know someone, a family member or friend, who needs additional care or support to lead full and active lives. It might be because they are getting older, have developed an illness or disability, or have lived with a disability from birth. In fact, most of us will need care and support at some point in our lives.

Care and support is provided by a wide range of people and organisations. People might have friends or family members that help them, they might get support from a personal assistant, or they may choose to live in a care home.

Today, some people can get help from the state to pay for their care and support costs. Disability benefits provide a basic level of support to everyone who has a care and support need, regardless of their income or wealth. The state provides additional support through the social care system for people on low incomes who cannot afford to pay for themselves if their local council decides that they need help.

## Why do we need to change the care and support system?

**We know that care and support in this country needs to change. People tell us that the current system is unfair, confusing and unpopular, and it lets down the people who need it most, often when they are most vulnerable or stressed.**

There are many reasons why things have to change.

### **Society is changing, and we need to ensure the system is sustainable for the long term.**

Within 20 years, the number of over 85s will double, and the number of people living with life-long disabilities is likely to grow too. At the same time, though, there will be relatively fewer people working and paying taxes to help pay for the support the Government provides. As a society, we should celebrate the fact that people are living longer. However, it means that if we don't spend more on care and support, fewer people will have financial help from the Government. More people, and their families, will struggle on their own to meet the costs of care.

### **People want greater choice and control over their care and support.**

We know everyone's circumstances and ambitions are different. But, too often, people have had to make do with one-size-fits-all care and support services. We need to put power into people's hands by giving them a budget to pay for their care, better information and advice, and ensuring there is a wide range of organisations providing care from which to choose.

**People's expectations are rising.** As a country we expect better standards of care, and more control over our own lives. People need to be protected

from poor care, to have the support to choose the care that best meets their needs and to be able to speak out if there are problems. And to deliver better care we need to make sure the care workforce has the right skills.

**Care is expensive, and people often face very high care costs without being able to protect themselves.** None of us know if we will need care in the future or how much it might cost. The state already provides some support through the social care system, which is targeted at people on low incomes. Academics have said that today's 65 year olds will, over the rest of their lifetimes, face an average cost of £32,000 – but one in five will need care costing less than £1,000, and one in five will need care costing more than £50,000. The current system for getting state support is confusing, making it difficult for people to plan financially for their future needs. And unlike other areas of life – your home, your car, your mobile phone – there is little opportunity for people to protect themselves from high costs if the worst happens. People have to use up their savings and, if they need to move into a care home, they do not get any financial support towards the cost of their care until they have also used all their housing wealth down to the last £23,250.

## What has the Government done already?

**We have already shown our commitment to change by taking major steps forward towards an improved care and support system.**

Last November the Government published its *Vision for Adult Social Care*. The vision set out the principles for a modern system of care and support. It said we want to see a care and support where care is personalised, people have choice

in how their needs and ambitions are met, and carers are supported. Active, strong communities should help people maintain their independence. We want high quality care to be delivered by a diverse range of providers and a skilled workforce that can provide care and support with compassion and imagination. People must be confident that they are protected against poor standards and abuse.

We have set out our priorities for helping carers in the next steps for the *Carers' Strategy*. We have announced extra funding for care and support, to help to protect the care and support system from the difficult spending decisions that the Government has needed to take to bring the country's finances under control and to reduce the deficit.

We also asked the Commission on the Funding of Care and Support to look at options for reforming how people should pay for care and support.

## What is the engagement process about?

**Over the next three months, we will be seeking the views of people who use care and support services, carers, local councils, care providers, and the voluntary sector about how we improve the care and support system, and what the priorities for change are.**

In recent months, two independent Commissions have sent reports to Government on two different aspects of care and support. In May, the Law Commission published recommendations for simplifying social care law, and in July the Commission on Funding of Care and Support published recommendations for reforming the way that people pay for care and support.

These recommendations will form the basis for our discussions.

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**Law Commission:** The Law Commission report said that adult social care law is outdated and confusing, making it difficult for people who need care and support, their carers and local authorities to know what they are entitled to. It recommended bringing together all the different elements of social care law into a single, modern, adult social care statute.

**Commission on Funding of Care and Support:** The Commission on the Funding of Care and Support recommended that the amount that people have to spend on care over their lifetimes should be capped, although people in care homes should continue to pay a contribution towards their living costs. The Commission also recommended that the current system of means-tested support should be extended, so that more people can get additional help in paying for care.

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We have also received a report from the Palliative Care Funding Review, which sets out how we could create a fair and transparent funding system that ensures integrated, responsive, high quality health and care services for those at the end of life.

All these reports contain some important and valuable proposals to help us decide our approach to changing the care and support system. The Government has a broad agenda for reform of care and support. These reports were never intended to look at all our priorities. For the White Paper on social care reform and the progress report on funding reform that we will publish next spring, we have an opportunity to get reform right so we want to have a wider discussion about every aspect of the system to help us decide what to do.



We have already said that we want to see a care and support system where care is personalised, where people have choice in how their needs and ambitions are met and where carers are supported. We want high quality care to be delivered by a diverse range of providers and a skilled workforce that can provide care and support with compassion and imagination. People must be confident that they are protected against poor standards and abuse.

Making changes to the care and support system is not simple. The challenges of an aging society are being faced by most developed countries. There are no easy answers, and we can't make all the changes at once. We know that, as a country, we will need to spend more on care and support as our society ages. In this challenging economic environment, we need to weigh up what the priorities for reform are and produce a realistic roadmap for change.

So, over the next three months, we will be engaging with a range of people and organisations involved with care and support. We will be talking about the future of a service that, while it is invisible to most people, can make a profound difference to the day-to-day lives of millions of people in this country.

## How will the engagement exercise work?

**We want to discuss what people's priorities for change are, and this will feed directly into our White Paper, and the progress report on funding reform, in the spring.**

We have identified six areas where we believe there is the biggest potential to make improvements to the care and support system.

These are:

**Quality:** how could we improve the quality of care and how could we develop the future workforce to do this?

**Personalisation:** how could we give people more choice and control over the care and support they use, and help them to make informed decisions?

**Shaping local care services:** how could we ensure there is a wide range of organisations that provide innovative and responsive care services and that respond to people's needs and choices?

**Prevention:** how could we support more effective prevention and early intervention to keep people independent and in good health for as long as possible?

**Integration (in partnership with the NHS Future Forum):** how could we build better connections locally between the NHS and other care services?

**The role of the financial services:** what role could the financial services sector play in supporting care users, carers and their families?

Making changes to the funding system for care and support, as discussed in the Commission on Funding of Care and Support's report, would impact on all aspects of the care and support system. So we also want to consider the implications of the Commission's recommendations as part of these discussions.

We have asked a key leader from the care and support community to help the Government to lead the discussions for each of these six areas. We want to work collaboratively, drawing upon the networks of expertise and experience that have developed over many years. So, together, we will be attending events, holding meetings, listening to the views of user organisations, carers' representatives, care providers, and local councils

on what the priorities for improving care and support should be.

As part of *Caring for our future*, we also want to hear people's views on the recommendations made by the Commission on Funding of Care and Support and how we should assess these proposals, including in relation to other potential priorities for improvement. The Commission's recommendations present a range of options, including on the level of a cap and the contribution that people make to living costs in residential care, which could help us to manage the system and its costs. We want to hear people's views on these different options, and the trade-offs involved. Later in the autumn, as part of the engagement, we will ask the six discussion leaders to bring together the views they have gathered on support for the Commission's proposals, and the wider priorities for change.

As we said in our response to the Commission on Funding of Care and Support, we face difficult economic times. Given this, the Government will have to weigh up different funding priorities and calls on its constrained resources carefully before deciding how to act.

These discussions over the next three months will help us decide how to move forward over the months and years ahead to improve the care and support system.

## How you can tell us what you think

- Organisations involved in care and support can take part in events and meetings attended by the discussion leaders.
- Send your views to your local or national representative group and ask them to take part in the engagement.

- Complete the feedback form (available at [www.caringforourfuture.dh.gov.uk](http://www.caringforourfuture.dh.gov.uk)) and return it by email to [caringforourfuture@dh.gsi.gov.uk](mailto:caringforourfuture@dh.gsi.gov.uk) or by post to: Caring for our future, Area 117, Wellington House, 133–155 Waterloo Road, London, SE1 8UG.
- Post your comments directly onto the *Caring for our future* website, or email or post them to the addresses above.

## What happens next?

**The engagement will run until early December, but we are asking for written comments as early as possible in order to inform discussions. The deadline for written comments is 2 December.**

At the end of the engagement, the discussion leaders will bring together views about the priorities for change. This will help the Government decide what to do.

The Government will publish a White Paper in spring 2012, alongside a progress report on funding reform. The White Paper will set out our approach to reform, to start the process of transforming our care and support system.

	Home Based Care		Residential Care	
	Current	Proposed	Current	Proposed
<b>Born disabled (under 18)</b>	Free	Free	Free (if assets less than £23,250)	Free
<b>Disability in working life (over 18)</b>	Means Tested	Free	Free (if assets less than £23,250)	Free up to the age of 40. It's expected that this could rise at £10,000 per decade: <ul style="list-style-type: none"> <li>• 40-year old £10,000</li> <li>• 50-year old £20,000</li> <li>• 60-year old £30,000</li> <li>• 65-year old £35,000 (max cap)</li> </ul>
<b>Old age</b>	Means Tested	Means Tested	Free (if assets less than £23,250)	Means Tested with cap £35,000

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## FINANCIAL IMPACT OF THE DILNOT REPORT

## LBBD

	Total no of clients	Of which, no of self funding clients	Average weekly cost	Average no of weeks included in £35,000	Average no of months included in £35,000	Cost per client per annum incl. hotel cost	Hotel cost pa £	Cost per client per annum excl. hotel cost	Dilnot Fin Impact assuming current client base unchanged, inflation of 2% pa and hotel costs of £7000pa (£)						
									Y1	Y2	Y3	Y4	Y5	Y6	Y7
Internal - Kallar Lodge	35	3	655	53	12	34,060	7,000	27,060	0	82,804	84,460	86,149	87,872	89,629	91,422
External - charge on property	429	39	475	74	17	24,700	7,000	17,700	0	410,729	718,188	732,552	747,203	762,147	777,390
Self referrals	0	54	475	74	17	24,700	7,000	17,700	0	568,701	994,414	1,014,303	1,034,589	1,055,280	1,076,386
Total	464	96							0	1,062,233	1,797,062	1,833,003	1,869,663	1,907,057	1,945,198

## ASSUMPTIONS:

\* Average house Price in LBBD £180k

\* Average life expectancy after admission in residential/nursing care is approx 2.5 years.

\* Self referrals - numbers provided by Commissioning after discussions with Care Homes located in LBBD.

\* Dilnot will have no financial impact for clients who contribute £114pw, as this will continue to cover the hotel cost.

\* On this basis, the financial impact is estimated to be approx. £1m in year 2 and £1.8m-£2m per annum thereafter.

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Draft Response to “Caring For our Future.”

### **1. What are the priorities for improved quality and developing the future workforce?**

Until the funding issues are resolved and adult social care is put on a firm financial footing with enough money to deliver good quality care, we will be left tinkering round the edges in a market that teeters on the verge of instability. Service users deserve good quality services and the current and the future workforce deserve to be paid a living wage and to have adequate training and career progression routes.

There do need to be clear outcome based quality standards which are evidence based, measurable, meaningful, established nationally and regulated locally. Examples of good outcome based quality indicators which have been co-designed with service users, family, staff and commissioners include the ***Making It Real*** and the ***REACH*** standards. Local inspection would have the added advantage of developing good relationships with local providers, working alongside local commissioners and jointly developing and where necessary enforcing a culture of quality.

The role of CQC has suffered from the movement of social care responsibilities into a shared location with health and from the outside looking in, it appears that the focus has almost entirely shifted from social care to health care, as there has been an increasing recognition of some of the poor performance of hospitals and other health services. Whilst this is to be commended, it should not be at the expense of social care.

The quality national standards should set the framework for expectations of the workforce, and services should demonstrate that performance is monitored against these standards.

We believe that personal assistants need to be regulated and that clear standards should be set which include minimum qualifications. There needs to be considerable attention given to ensure the quality assurance of non-regulated services and the development of clear national approaches with respect to this that are robust enough to weather legal challenge from providers.

Given the experience of the move of CSCI into CQC and the watering down of attention to social care, we do have some concerns about the move of the General Social Care Council into the Health Professions Council and would want some reassurance that social workers will be given the same status as clinicians and therapists and that there will be no watering down of a focus on adult social care.

We already have mechanisms in place for people to raise concerns about the quality of care – however people do need to be able to access support to do this and the role of independent advocacy and Healthwatch will be instrumental in ensuring this. Again this cannot be done

without adequate funding. Consideration should be given to fully funding and enacting the Disabled Persons, Consultation Representation and Services Act.

Safeguarding is an important issue for us and we welcome the harmonisation recommended by the Law Commission and putting the Adult Safeguarding Board on a statutory footing in keeping with the importance of the matter and equalising the status of both adults' and children's safeguarding issues.

## **2. What are the priorities for promoting increased personalisation and choice?**

Personalisation should be applied to all aspects of health and social care including residential care – this needs to include direct payments.

The issues of supporting a social care workforce to be creative, empowering service users and carers to make different choices and developing a flexible market that offers choice, must all be dealt with at the same time – realistically this will be an incremental process and therefore we need to develop a staged approach to supporting the three key groups of stakeholders in this. We know that we need to offer a menu of options from people who just want a safe traditional service, but within those parameters when they become more comfortable or a crisis has passed, can begin to demand flexibility in times and tasks; and people who want fully fledged direct payments and may just need signposting for support with accountancy and information on choices.

Social work training needs to be addressed – if newly qualified social workers are to think outside of services, then placements need to be with brokers, advocates and service users, as well as the more traditional placements.

There is endless evidence and much research that has been carried out into this area. The recent POET evaluation identified many barriers and facilitators for promotion of personal budgets and this gives a good overview of how increased personalisation and choice can be promoted through areas such as:

- Good relationships with between social workers and service users and their families
- Timely decision making
- Knowing the budget up front
- Knowing what you can and can't spend your personal budget on
- Help to plan

## **3. How can we take advantage of the Health and Social Care modernisation programme to ensure services are better integrated around people's needs.**

The biggest barrier to moving forward in developing integrated services is the lack of funding and the cost shunting from health to social care, the lack of trust and positive working relationships between the key agencies. The current policy of funding adult social care



through the PCT has led to the PCT redefining activity in rigidly defined clinical terms and reducing funding in all other areas including prevention. The pace of change within the sector has meant, that in very challenging times, people are striving to develop relationships with colleagues in the health service who are constantly changing in roles and responsibilities. The financial pressure put on health services, and the often short-sighted approach which many PCTs have taken, means that cost savings are usually focused on community services which effectively cost shunt to adult social care budgets. The fact that money is being trickled to Councils through the PCTs means that PCTs have a view that the social care money is not to prevent adult social care further tightening its belt but to prop up services which the PCT no longer wishes to fund.

There are already some good examples of health and social care integration on the ground – locally we have the model of Unique Care which now works with all people aged 18 and above, identifying those at risk of frequent admittance to hospital and through close practice based integrated working supports patients to remain healthy and well at home for longer. This was one of the services from which the local PCT withdrew funding.

There needs to a whole system approach to the provision of care from low level prevention to high end acute and specialist care and a recognition of how we can better work together. This will be a gap in GP knowledge and should form part of the authorisation process.

As the PCT clusters grow larger and transform into commissioning support bodies for local GPs, the conversations will be more difficult and it will only be through a fully functioning Health and Well-Being Board that we will have a chance of developing a properly thought through range of services which meet our local residents' health and social care needs. This will need to be backed by adequate funding, not shared poverty.

#### **4. What are the priorities for supporting greater prevention and early intervention?**

Innovation in prevention can best be nurtured by working with people who are already in the “system” and those on the cusp to identify what would best support them to remain healthy and active. Services should be commissioned using a clear outcomes framework and not tied to delivering in a set way.

Services such as reablement and telecare have the greatest benefit for health rather than social care, and yet are funded almost exclusively through social care. There is a considerable evidence base which supports this and which has yet to be taken on board by health colleagues who are busy firefighting the cost of acute services.

Local priorities will be determined through the JSNA, and within this, public health will have a key role to play, through identifying the key determinants for local health issues, health inequalities and in providing education, health promotion and supporting local health and social care services to move forward.

## **5. What are the priorities for creating a more diverse and responsive care market?**

The two key priorities for the market are clearly stabilising what is good and replacing what is not so good with more creative, innovative services. There are real challenges to the stability of service provision, both for larger companies as Southern Cross as demonstrated, and smaller companies or voluntary sector organisations who have either lost funding or who cannot manage the risks that a personalised market brings. Funding services so that quality is not compromised is key in this.

Local solutions are best for small companies and voluntary sector organisations – ways of risk sharing and supporting local small organisations to take part in tender processes need to be developed. Where possible, pump priming to market test new initiatives should be offered and it would be worthwhile looking at developing a national market stimulation exercise with pilots in the way that the DH supported the development of personal budgets through IBSEN.

In the main, tender processes and the like would assure local commissioners of the financial viability of most organisations, and locally, we have already developed the skills required to move cohorts of people from one provider to another in a way which provides reassurance and service continuity. However, the larger organisations which dominate the care sector do pose a threat should they become unstable in the way that Southern Cross has done.

## **6. What role could the financial services market play in supporting users, carers and their families?**

The recommendations of the Dilnot Commission provide some interesting challenges for the financial sector, which, it seems, is unlikely to actually rise to this challenge. Expert opinion is that there are still too many unknown variables, even withstanding the known figure of the recommended £35,000, for insurance companies to want to begin to insure this field. It is also highly unlikely that people will pay up to £17,000 up front just in case they need care. This is particularly true of people on low incomes and no or low assets, who are unlikely to benefit at all from the Dilnot proposals as they focus on people with assets.

Given the overall difficulty in predicting who will incur care costs, it is hard to imagine people paying for potential social care needs from depleted incomes, including lower wages, benefits and pensions as opposed to meeting health or house insurance needs.

However, other existing mechanisms could be used to help people plan for the future. Pension funds and retirement planning could all include information on adult social care as part of the process.

People often make decisions about adult social care in crisis and older people are always worried about being able to meet the costs of their care. There should be impartial financial

advice available for people as part of any admission process to residential care and organisations would need to think sensitively about where this best sits. Local authorities may not always be part of this process.

**7. Do you have any other comments on social care reform, including the recommendations of the Commission on Funding of Care and Support?**

The Commission and the Coalition Government have still failed to address the current gap between the available funding for adult social care and the current need. This requires urgent attention and it is simply not good enough to state that integration between health and social care will solve all funding problems.

The system proposed by the Dilnot Commission is the fairest and most equitable system that has been proposed to date, and on that basis we would support the recommendations being accepted with a £35,000 cap. However, this needs to be fully funded by the Government outwith the existing social care budget.

We have some concerns, that the very poor would still be disadvantaged, that is those who are asset poor and on low incomes, but we do recognise that the Dilnot Commission have attempted to mitigate the impact as much as they could from the perspective of assets. We would recommend that further attention and analysis be given to the housing costs outlined within the Dilnot report as it would leave those on low incomes such as the state pension with very little money to meet personal needs such as clothing and buying gifts for family members.

We support the portability of social care assessments as long as these remain separate from the decision around how this need will be met.

We also recognise that to fully implement the full range of recommendations, including information and advice, assessing and tracking self-funders etc. that there will be considerable call on the Council's resources and this must also be fully funded.

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## CABINET

22 NOVEMBER 2011

<b>Title:</b> Shared Procurement of Oracle R12 Upgrade	
<b>REPORT OF THE CABINET MEMBERS FOR FINANCE, REVENUES AND BENEFITS AND CUSTOMER SERVICES AND HUMAN RESOURCES</b>	
Open Report	<b>For Decision</b>
<b>Wards Affected:</b> None	<b>Key Decision:</b> Yes
<b>Report Author:</b> Katherine Maddock-Lyon, Divisional Director, Customer Strategy, ICT and Transformation	<b>Contact Details:</b> Tel: 020 8227 5730 E-mail: Katherine.maddock-lyon@lbbd.gov.uk
<b>Accountable Divisional Director:</b> Jonathan Bunt, Divisional Director, Finance	
<b>Accountable Director:</b> Tracie Evans, Corporate Director of Finance and Resources	
<p><b>Summary:</b></p> <p>The Council's current Enterprise Resource Planning (ERP) system – which includes human resources and financial information – is a system called 'Oracle R11'. This system is reaching the end of its operational life. From October 2013, Oracle R11 will be no longer be supported by the supplier (Oracle) and as a result, the Council's payroll system will not be compliant for taxation and National Insurance purposes. The Council must ensure it has provision for replacing or upgrading the current system in order to perform its core financial and human resources functions in advance of this date.</p> <p>The Council currently has a highly customised version of Oracle R11 that is based on the original implementation requirements for Barking &amp; Dagenham. The system was first implemented in 2001 and has had a number of changes since. These have included many local customisations specific to the Council which are expensive to implement and maintain.</p> <p>Other London Boroughs using Oracle R11 have been working with those that have already upgraded to the new version of the system – 'Oracle R12' (Havering &amp; Croydon). Through support from Capital Ambition (London Councils) and the Society of London Treasurers (SLT) a joint working group has been established to procure a single Oracle R12 system that can then be used as the basis for further shared service opportunities for Finance and Human Resources across the London Boroughs.</p> <p>This provides an opportunity for the Council to replace our current customised Oracle R11 system with a standard Oracle R12 system which would be shared with a number of other boroughs. The main difference between the current system (R11) and a newly implemented Oracle R12 system would be that there would be fewer customisations made. The new system would be designed to be run 'out of the box' and not tailored to any particular authority; making it cheaper for participating authorities to procure, implement and maintain. The system would be designed to allow the future option of a shared service.</p>	

The options appraisal has established that a shared procurement and shared service option will provide the greatest cashable benefits to the authority, and where savings have already been taken, it will provide stronger business continuity for finance and human resources through working in partnership with other boroughs. Finally, being on a common and shared system will enable future strategic planning of these services to take advantage of the shared service option with the boroughs using the same Oracle R12 system. This will provide more opportunity for future savings, as economies of scale will be possible across boroughs.

The costs of the replacement Oracle system, working as part of a shared procurement with the other London Boroughs, is estimated at £3 million (comprising a £2 million capital cost, and £1 million funded through the Council's invest-to-save fund and existing capital provisions for critical system upgrades). This is considerably less than the estimated costs of the Council doing this as alone. Boroughs who have already upgraded to Oracle R12 have spent between £4-5 million on reimplementation. The cost of simply upgrading our existing system is estimated at £1 million but this is not recommended as the best strategic option for the Council as it prevents future savings from being delivered.

The financial benefits of implementing the new Oracle R12 system through a shared service are estimated at £580,000 - £800,000 of cashable revenue savings per year.

Schools currently use Oracle, but the system does not meet all of their requirements. This proposed change to the Council's system provides an opportunity to review the best future options for schools, and this work will form part of the project. Schools have been asking the Council to review the current Oracle service provided and would be supportive of this approach.

The London Borough of Lambeth is leading on the Oracle R12 shared procurement exercise with the boroughs of Brent, Croydon, Havering and Lewisham. The aim is to secure the services of an Oracle implementation partner and a managed service provider(s) for the hosting, support and maintenance of the system.

**Recommendation(s)**

The Cabinet is asked to:

- 1) Approve the proposals set out in Section 2 of the report, namely to enter into an arrangement with the named London Boroughs for the joint procurement of a Framework Agreement for the provision of a shared and standardised Oracle system replacing the Council's existing customised system;
- 2) Confirm whether it wishes to be further informed or consulted on the progress of the procurement and the award of the contract, or is content for the commissioning Chief Officer, the Corporate Director of Finance and Resources, to award the contract; and
- 3) Approve the allocation of £3 million of funds (£2m from the Council's capital reserve and £1m from invest-to-save revenue fund) to replace the existing system with a re-implemented shared service made available through the joint procurement process.

**Reason(s)**

To assist the Council to achieve its policy objective of a "well run organisation".

## **1. Introduction and Background**

- 1.1 Members are asked to approve the recommended approach to re-implement the current Oracle system to a standard system in conjunction with 5 other London Boroughs.
- 1.2 This paper updates members on the upgrade of Oracle enterprise resource planning (ERP) system that provides the Council's HR and Finance systems.
- 1.3 The Council must plan to upgrade, re-implement or replace its current version of Oracle as it will become "out of support" with the supplier by Dec 2013.
- 1.4 A number of other borough's using the Oracle system are facing the same issues and an opportunity for a shared solution has been explored through "Programme Athena". This is London's ICT convergence programme which is supported through Capital Ambition and is aimed at converging borough's ICT systems to obtain standardised business processes, which in turn will support significant ICT savings across the capital.
- 1.5 A shared procurement process for a framework contract for Oracle services is now in progress and being lead by London Borough of Lambeth under the 'Programme Athena' banner. Barking and Dagenham have an opportunity to be included as a first phase (wave 1) partner. The other boroughs in the first phase are: Lambeth, Lewisham, Croydon, Havering and Brent. The majority of the other London boroughs and Kent County Council, that all use the Oracle R11 or R12 ERP system, have requested to be named in the procurement to take advantage of the framework contract for future phases of Oracle implementations.
- 1.6 The key advantages of this approach are sharing costs of procurement, costs of implementation, and reduced costs for running the system (as it will be a single instance of the Oracle R12 application, hosted in one place). The savings will accrue through economies of scale, through reducing operating costs and build capacity as the system will be hosted by an expert ICT provider organisation that meets government and industry best practice processes for administering business critical systems. The shared Oracle system will run at a lower cost as for example, it will only need to be patched and upgraded once for all boroughs in the contract, as opposed to each borough having to do it individually as at present. These patches and upgrades for each borough's system, would normally require specialist ICT staff to be deployed, trained and retained by each borough.
- 1.7 The approach has the advantage of enabling common approaches to business processes and the opportunity to share human resources and finance services with other boroughs in the future, and to further reduce the operational cost of running those services. These processes for example include: bank reconciliations, providing month-end financial reporting, managing payroll runs, calculating maternity pay etc. At present, each borough does these routine functions differently, preventing sharing of resources across boroughs and requiring each borough's Oracle R11 system to be configured slightly differently.
- 1.8 Therefore, the single system will prevent unnecessary and expensive local customised changes to the Oracle system. It will bring economies of scale to local authority requirements with the chosen system implementation partner.

- 1.9 The Oracle system that Barking and Dagenham has developed has been customised over the years. The key issue being that originally the Oracle system did not quite meet all of the accounting processes required for local government. Therefore Barking and Dagenham, like many other boroughs, customised the system to meet our requirements, including local government financial compliance and governance. Over the last 4-5 years, Oracle has recognised this and has adapted and developed its product so that many of our customisations are no longer necessary.
- 1.10 The Council's "Policy House" framework includes the priority of being "a well run organisation". This requires service managers and group managers to be able to manage budgets and resources directly. The current system is geared towards professional accountants managing the budgets and supporting managers via reports and spreadsheets, or through information provided by finance. Whilst this was best practice 15 to 20 years ago. The self-service model of operational managers taking responsibility for their budgets requires greater autonomy and controls being provided to staff.
- 1.11 Using the Oracle R12 system, this autonomy allows managers to directly see their budgets (both actuals and forecasts) directly within the system, without the need for spreadsheets to be produced outside of the system. System controls and automated accounting practices have enabled this shift, and finance professionals should in the future focus on: compliance with system controls, implementing financial policies and setting procedures and controls, and supporting managers in strategic financial planning. The system should seamlessly allow managers to see the staff charged to their budgets and to 'drill-down' from actual spend data to detailed staffing and supplies and services charges information. Thereby enabling a direct link between staff performance and services supplied, to costs and service objectives and to outcomes.
- 1.12 In addition, the Oracle system was originally implemented without adequately linking up human resources and finance records. This means that currently Oracle is effectively run as two independent systems in Barking & Dagenham. This was due to the HR system being introduced in a separate implementation from the financial application. One of the key differences was that Oracle for HR was set-up for manager's and staff to manage things themselves through employee self-service. That principle was not originally applied to finance and procurement. The Council is currently implementing self-service functionality to procurement, which enables manages to order supplies and services without specialist, complicated processes.
- 1.13 Staff have provided considerable feedback on the current Oracle system and issues include:
- a) Lack of autonomy – financial spreadsheets (sent via email) are used to provide management information and this is cumbersome, slow and often out of date. Services consider the current system to lack in a joined up approach between departments, with Oracle currently being finance-led. Budget owners need greater joint working with finance so that the Council and service budgets are aligned together.
  - b) Inability to access key data from the system directly. Managers cannot currently drill-down from the financial spreadsheets to actual spend data, and rely on finance to produce supplementary spreadsheets.



- c) Lack of join-up – HR and payroll data is not seamlessly linked to finance data, and so reports on staff are often inconsistent or not synchronised
- d) Lack of flexibility to record data real-time – the HR appraisal system can only be updated with objectives twice a year, meaning that managers use spreadsheets outside of the system for day-to-day objective setting; updating Oracle is then seen as an inflexible overhead.
- e) Lack of business focus – the current system does not meet the needs of some business units, and the system needs to be more flexible to different operating models (e.g. schools traded services; support services that are wholly re-charged; and customer-facing services that need to provide regular value for money and cost to service metrics).
- f) Lack of system use – many functions that are present in Oracle are unused either due to lack of system knowledge, use of traditional Barking and Dagenham own finance and HR practices, rather than industry best practice business processes and lack of user friendliness – all of which create barriers to compliance.
- g) Poor quality of data – in some cases the data held is not up to date, or held in an appropriate format to be useful
- h) Cost of change – adding new interfaces (e.g. linking Oracle to SWIFT financials (social care management system) is expensive due to the need to adapt the standard interfaces to the Barking and Dagenham customisations.

## **2. Proposals**

- 2.1 Proposal 1 - To re-implement Oracle R12 finance and HR on a common standardised local government platform. This would use a single Oracle system implementation expert provider, which is experienced in standard Oracle R12 implementations, and with good knowledge of local government CIPFA accounting practices. The Oracle partner would work with a Joint Services board to ensure a single interpretation of business processes, with each borough providing subject matter experts for HR, finance and IT services.
- 2.2 Proposal 2 - To share with named boroughs the running costs of the single Oracle R12 IT system, through it being 'hosted' by a single IT managed service supplier
- 2.3 Proposal 3 - To have a single IT managed service supplier maintaining and supporting the joint service system, to prevent individuals boroughs inadvertently re-customising the system through different interpretations of business requirements.
- 2.4 Proposal 4 - To procure these Oracle services through three separate "lots" a shared pan-London framework contract led by Lambeth Council, sponsored by Capital Ambition, through Programme Athena.
- 2.5 Proposal 5 - To promote the principle of shared services for Finance and HR, based on the Memorandum of Understanding between the named boroughs, and to work towards the principle of a single shared service finance and HR centre.

### 3. Options Appraisal

- 3.1 A working group comprising HR, Finance, Elevate and Modernisation & Improvement team officers has analysed a number of options (outlined below).
- 3.2 Departments have been consulted on the options and been given the opportunity to comment on the approach and assumptions, as well as to consider how the self-service model for leaner support services will be able to work in practice with the current system limitations.
- 3.3 Doing nothing is considered unviable as the Council would be unable to operate a payroll legally beyond December 2013, so action is required to either replace the system or upgrade it.
- 3.4 Four options were identified for consideration:
- a) **Option 1: Upgrade of current Barking and Dagenham processes – Council only:** an upgrade would be a like-for-like replacement of the current customised Oracle system with no change to current processes in HR and financial management. Whilst this option would provide technical compliance for taxation and National Insurance purposes, it would prevent the Council from being able to deliver the needed improvements to the Oracle system and restrict future savings opportunities.
  - b) **Option 2: Re-implement to standard Oracle processes – Council only procurement:** A re-implementation would move the Council to standard “out of the box” Oracle processes that will require significant change to our current processes but offers scope for savings. However, procuring and implementing Oracle R12 alone would be more expensive than the preferred option as the Council would be unable to share implementation costs with other boroughs and prevent the Council from receiving the required external expertise to implement the new system effectively and maximise future savings opportunities.
  - c) **Option 3: Re-implement to standard Oracle processes – shared procurement.** Reimplementation as part of Programme Athena “One Oracle” group would provide economies of scale in procurement costs, shared working on requirements and would support Barking and Dagenham’s involvement in future sharing of services across London through being an active partner from the beginning. The additional investment required for this option compared to Option 1 will provide the Council with the required external expertise to deliver maximum savings from the Council’s use of the Oracle system.
  - d) **Option 4: Implement a non-Oracle platform** - Implementing a new platform (e.g. SAP – another similar system used in local government) would present technical risks in terms of solving the payroll issues by 2013 and is estimated to cost significantly more.
- (Further details on the risks of each option are presented in the Risk Management section - Section 8 - of this report)
- 3.5 **Preferred Option:** Option 3 is recommended as the Council’s preferred approach as it offers the Council the greatest value for money in the opportunity to share costs of Oracle and delivering savings, resolution of current issues with the Oracle system and further opportunity for shared services. Implementation in a phased

approach reduces complexity and risk with re-implementation activities staged to put a more reasonable load on council resources and early successes to build buy-in and momentum with other boroughs.

- 3.6 All departments have expressed a clear desire for a system that is standardised, less open to customisation and provides the ability to manage their budgets directly, and in their own time. The current dependency of the Finance division producing and then sharing information via spreadsheets and email is not supported by departments. Drilling down to actual spend data and linking back to HR records in the system was a common requirement. All departments recognise that a standard approach will require the Council to adopt the best way of using Oracle, rather than adapting Oracle to traditional approaches.
- 3.7 The six boroughs that are in the first phase have been split into 2 groups known as 'waves':
- a) Wave 1 – these are boroughs actively shaping the requirements of the shared Oracle R12 system and its implementation by 2012/13. The boroughs are: Lambeth, Lewisham, Havering, Croydon, Brent and (should Members approve) Barking and Dagenham;
  - b) Wave 2 – these are boroughs that will upgrade to Oracle R12 independently and at a later date, move to the shared system. The later route will require additional re-design of business processes and change management for staff, and in the case of Barking & Dagenham will introduce additional risks and costs as two upgrades would then be required. Staying with the Council's customised business processes will limit the shared service opportunities and restrict future cashable savings in finance and human resources.
- 3.8 By joining the procurement in Wave 1 the Council maximises the benefits available and additionally, through being involved in the design of the shared service and system ensures the shared service will best meet Barking and Dagenham's needs. Therefore, this option is considered to provide the most operational savings, and reduce future ICT costs to the Council.
- 3.9 The re-implementation to a shared and standardised system is to be provided through a three stage approach. Each of these stages will involve procurement from three contract 'Lots':
- a) Lot 1 – the procurement of an Oracle R12 systems implementation partner. The partner will work with the standard Oracle configuration and re-implement the standard processes. Some data will be migrated, but the system will be based on standard Oracle settings. The partner will work with the borough to manage the change from our existing processes and system interfaces to the standard processes.
  - b) Lot 2 – system hosting and support - the system will be 'hosted' or run at a single location – and the services accessed from a secure and 'government trusted' data centre and accessed via 'cloud' or secure internet based connections. The computer servers and databases will be based at the provider's premises, and the resources to manage the servers and network systems will be managed by the provider.

c) Lot 3 – Oracle licensing & application support. The Oracle application system requires Oracle licences and also Oracle support of the application and standard interfaces. This will include providing support for complex Oracle issues.

3.10 Retained Council services - each Council will retain a smaller Oracle functional support service - providing super-user support, and first line support to business users. This support will evolve over time, as business users get used to managing work through the standardised processes, requiring fewer bespoke reports and interfaces become simpler and based on standard Oracle processes. In Barking and Dagenham, the Council’s functional Oracle support is split between finance and the Elevate Oracle team. Whilst the new system will require some changes to the functional support, these cannot be specified in detail at this stage.

**3.11 Costs / Benefits**

3.12 The full financial implications of the re-implementation will be determined through the procurement exercise. Estimated costs are expected to be circa £3 million for Barking and Dagenham. This is based on a worst case estimate of costs, using evidence from soft market testing conducted by London Borough’s of Lambeth and Lewisham and internal Council analysis.

Option	Processes	Estimated Costs (£000s)	Cashable Benefits	Payback period	Opportunities for Shared Services	Ranking
1. Upgrade Oracle on current processes	As is	1,000 <sup>1</sup>	✘	✘	✘	4
2. Re-implement ERP – single authority	Standard Oracle	3,500 <sup>2</sup>	✓✓	✓✓	✓✓	2
3. Re-implement ERP– Joint Procurement	Standard Oracle	2,600 – 3,000 <sup>3</sup>	✓✓✓	✓✓✓	✓✓✓	1
4. Implement new ERP solution	Standard Other Platform	Mid Tier platform: 5,000 – 8,000 SAP: 7,000 –8,000 <sup>4</sup>	✓	✓	✓✓	3

3.13 It is estimated that the shared Oracle option could save the Council between £580,000 and £800,000 per annum; this would payback costs within 5-7 years of implementation.

3.14 This estimate has taken into account a number of assumptions to ensure robustness: e.g. reduction in support services, policy and performance already taken as savings are not double counted. The Council has already made savings

<sup>1</sup> Based upon soft market testing by Elevate Partnership (2011); supplier estimates.

<sup>2</sup> Based upon assumption of increased cost of business change on option 3 due no sharing of costs

<sup>3</sup> Based on Lambeth and Lewisham soft market testing with different suppliers.

based on centralising the finance functions to a single location, and these are also not double counted. The savings are based on a service analysis of the roles performed within finance and HR that duplicate the core functionality within the Oracle application and therefore, can be automated and rationalised.

#### **4. Consultation**

- 4.1.1 There has been extensive consultation with the Cabinet Members for Finance, Revenues and Benefits and Customer Services and Human Resources.
- 4.1.2 Each department has been consulted through the Modernisation & Improvement working group, and through departmental management team representatives. Group Managers of Policy & Performance have all been briefed, and the approach addresses most of their concerns with the current system.
- 4.1.3 A joint team has been set-up to contribute to the pan-London specifications, the procurement approach; this has included key staff from finance, human resources and ICT. This team was required to ensure that LBBB did not fall behind in the specification setting for the procurement. The team will stand down if the project is not approved by Cabinet.

#### **5. Financial Implications**

Implications completed by Jonathan Bunt, Divisional Director, Finance

- 5.1 The project is a mix of capital and revenue costs and will be funded through a combination of capital and revenue funding. It may be also that Capital Ambition will provide further funding to help individual boroughs.
- 5.2 It is anticipated that approximately £2 million will meet the definition of capital expenditure. The £2 million capital will be funded internally using existing capital provisions.
- 5.3 At this stage, it is not expected that the £2m will be borrowed from external sources. If the £2 million was borrowed externally, this is likely to add an additional £180,000 to £200,000 per annum, with an estimated capital charge of 9 - 10%. The cost of any borrowing will be found from current budgets within Finance & Resources and would net off against the anticipated staff savings to be made which will form part of the 2013/14 budget proposals.
- 5.4 The balance of the costs, to be treated as revenue, estimated at £1million, will be used from the Council's Invest to Save reserve. The exact split between revenue and capital will be monitored to maximise the resources available to the Council and ensure the scheme is funded in the most cost effective way.
- 5.5 The payback period for the capital element this project is estimated to between 4 to 5 years. It is estimated that savings of at least £500,000 can be delivered following the implementation of Oracle R12, assuming Option 3 is implemented. These savings will principally be found within Finance, HR and ICT. They have been reviewed and are considered deliverable. There is a chance that more savings will accrue from a potential joint finance and HR service however this has not been factored into the costings and would be the subject of a further report to members. If option 1 is selected, the level of savings expected are much lower as there will not

be the same efficiencies from a standard implementation and operation which will require more staff within the Council.

- 5.6 The savings to be delivered following the implementation of Oracle R12 have been calculated on the basis that they will not be subject to the Elevate 'gain share' arrangement. This scheme is not subject to gain share with Elevate because any savings from within Council budgets (such as reductions in posts within Council departments, such as Finance) which arise as a result of this implementation accrue solely to the Council, and are not captured by any gain share mechanism within the contract with Elevate.

## **6. Legal Implications**

Implications completed by Antonia Asielue, Senior Lawyer - Procurement & Contracts

- 6.1. This report is seeking Cabinet's approval of a proposal to enter into a joint arrangement with other London boroughs for the procurement of a shared upgraded Oracle system – Oracle R12.
- 6.2. Under the proposed arrangement, the Council and other London boroughs which use the Oracle system will undertake a joint procurement (to be led by the London Borough of Lambeth) of a framework agreement for the provision of a shared Oracle system and ancillary services.
- 6.3. The report highlights the potential benefits of the proposed collaborative procurement as provision of stronger business continuity for Finance and HR through working across boroughs, uniformity of systems, economies of scale leading to opportunities for future savings.
- 6.4. Under the Public Contracts Regulations local authorities have the power to enter into framework agreements with service providers, following a competitive tendering process. Furthermore, the proposed collaborative procurement is in line with recent government efforts to promote collaborative working among public bodies.
- 6.5. It is proposed that the work to be let under the Framework Agreement will be split into three different categories (lots), thereby allowing suppliers to submit separate offers for the Systems Implementation category (Lot 1), the Systems Hosting and Support category (Lot 2) and the Oracle Licensing and Application Support lot (Lot 3), and that participating boroughs requiring the services to be provided under the respective lots will "call off" the services, as required.
- 6.6. Tendering as lots is permissible under the Public Contracts Regulations 2006 (as amended), and the Regulations allows local authorities to "call off" services from duly established framework agreements insofar as the original terms laid down in the framework agreement are sufficiently precise to allow this.
- 6.7. In accordance with the Council's contract Rules, the procurement strategy to be followed in relation to this procurement is set out in Paragraph 7 below.
- 6.8. This strategy complies with the EU public procurement rules as contained in the Public Contracts Regulations, 2006.
- 6.9. In compliance with the Contract Rules, the report is also requesting Cabinet to confirm whether it would wish to be involved in monitoring progress of the

procurement/ approval of the Council's use of the framework agreement following award of the contract, or whether Cabinet may be content to delegate this to the Corporate Director.

- 6.10. Under Contract Rule 13.3, the Corporate Director in consultation with the Council's Section 151 Officer has the power to monitor procurement of, and approve the use of framework agreement, in the absence of direction to the contrary from Cabinet. In this case, the Corporate Director is also the Section 151 officer.
- 6.11. Lastly, the report is seeking Cabinet's approval to allocate £3M from the capital reserve and the invest-to-save fund to replace the existing system with a re-implemented shared service made available through the joint procurement process. Professional financial advice on this is provided Paragraph 5 – Financial Implications (above).
- 6.12. The Legal Practice confirms that there are no legal reasons preventing Cabinet from approving the recommendations of this report. The Legal practice should however be involved in relation to the contractual aspects of the procurement.

## **7 Other Implications: Procurement**

- 7.1 The procurement is following OJEU rules for an open framework, and is being managed by Lambeth, with Lewisham providing lead legal advice. The Lambeth procurement team is being funded by Capital Ambition, reducing the costs to LBBDD
- 7.2 The procurement evaluation is based on an industry standard Kraljic matrix which will evaluate bids on a ratio of 50:50 for price and quality. For more specialised services, the ratio used is 40:60 price and quality. This is due to the services being procured are standard services and the complexity is around scale, not scope.
- 7.3 The evaluation is being managed as a cross-Council procurement exercise with all six Council acting in partnership. The specification has been led by Lewisham with extensive input from all boroughs including Barking and Dagenham. Learning on savings and cost assumptions has been included from the experience of Havering and Croydon who both upgraded to Oracle R12 last year.
- 7.4 Costings have also been tested against other similar implementations and cost estimates for solo upgrades.
- 7.5 Elevate have explored option 1 in some detail, obtaining market estimates for upgrading, without moving to standardised processes.

## **8 Risk Management**

- 8.1 In addition to an appraisal of the costs and benefits for each option, a risk appraisal has also been undertaken for each option considered.
- 8.2 Option 4 (Implement a non-Oracle platform) was identified as presenting the highest implementation risks to the Council as it would be very complex for business critical systems such as payroll and billing to change platforms. The benefits of this option for an organisation the size of Barking and Dagenham Council do not justify the high costs based on current market estimates.

- 8.3 This assessment is further supported by an independent analysis conducted on behalf of the London Borough of Waltham Forest, funded by Capital Ambition, that concluded that the functionality set of Oracle and SAP (an alternative system used in local government) were broadly similar – albeit that SAP has a very different approach to its system architecture and design.
- 8.4 Option 2 (Re-implement to standard Oracle processes – Council only procurement) was identified as the second highest risk to the Council. This option presents the risk that the original customisations of the R11 Oracle system are re-built, as staff will not be familiar with other ways of working and will try to reduce risk by keeping things unchanged where possible.
- 8.5 Both Option 2 and Option 1 (Upgrade of current LBBD Barking and Dagenham processes) will lock in most of the current problems identified with Oracle R11:
- a) It is likely to support continuation of existing poor practice (compared to HR and Finance best practice) due to the reduced external challenge by other boroughs during the Council’s self-implementation. This lack of external challenge may also lead the Council not taking advantage of the full functionality of the Oracle R12 system.
  - b) Whilst solving technical compliance issues, is likely to replicate the existing Oracle R11 system without the improvements needed in Barking and Dagenham. It should be noted that current Oracle R11 system could provide more functionality but cannot do so due to the original system set-up.
  - c) If Barking & Dagenham proceeds on its own with this reimplementation, it may restrict further opportunities to move to shared service platform at later date.
  - d) Limited opportunity for further cost savings as likely to re-create same mistakes of Oracle R11.
- 8.6 The preferred option, Option 3 (Re-implement to standard Oracle processes – shared procurement), was identified as presenting the most acceptable level of risk to the Council. There is risk in ensuring that a shared service approach across multiple boroughs focuses on delivering costs and benefits and not on individual Council’s customisation requirements. There are also project and planning risks due to the six boroughs needing to keep to a common timetable.
- 8.7 Compared to Option 2, the preferred option offers lower risk to the Council. Using standard Oracle R12 processes will simplify the interfaces between Oracle and other Council IT systems. Sharing the costs of implementation with other boroughs is more cost-effective than undertaking the reimplementation alone. It also offers greater benefits in terms of delivering future savings through a shared service; thereby achieving a greater return on investment for the Council.
- 8.8 To reduce the implementation risks identified, the proposal includes a dedicated Council project manager and business analyst to ensure that Council business requirements and timescales are met.
- 8.9 The project manager will have experience of large multi-million pound implementations across complex organisations. Influencing, conflict resolution and benefit realisation must be core skill sets, evidenced from recent projects. The business analyst will have experience of implementing Oracle standard processes



in a local government context, and have a proven track record of delivering cashable savings and a finance function that can run at reduced cost in line with the savings estimated in the business case.

- 8.10 The Council's finance team will also be trained appropriately in how to use Oracle R12 to address any identified skills and knowledge gaps. The current team has limited knowledge of the full functionality of a standard Oracle system, due to the Council operating a customised version over the past decade.
- 8.11 Schools currently use the Council's Oracle system and have a number of issues. The move to a standardised local government implementation may increase these issues and increase the risk that the system is not suited to schools. The project will ensure that schools requirements are taken into account and the Finance Division is committed to ensuring schools get the right solution. This may be different from what is right for the Council, and appropriate options will be considered.
- 8.12 The move to traded services for schools also means that the new system will need to take those requirements into account. This will be assessed early on in the project.
- 8.13 Finance, HR and corporate directors need to provide sponsorship and involvement in governance to ensure the core principles under-pinning the business case are adhered to. In some cases this will mean giving up Barking and Dagenham's current processes in favour of processes that are supported by the majority of the London boroughs in the shared procurement. In other cases, Barking and Dagenham will need to ensure leadership and commitment to ensure key processes are meeting business needs.
- 8.14 The procurement process is adopting a quality management approach, which will involve investment of key resources up front to ensure agreement on business design and implementation decisions.

## **9 Contractual Issues**

- 9.1 The memorandum of understanding (MOU) requires the six boroughs to commit in principle to a shared service being established. This will provide an option to each Council to join operationally, conditional on existing contractual arrangements.
- 9.2 The details of the shared service will be established during the procurement and implementation timetable, but the key principle will be to ensure a service that is aimed at delivery to local government. This needs to ensure the most cost effective management structure that gives the best value for money across the services as a whole for the duration of the shared service arrangement, and that manages risk consistently and fairly across all boroughs.
- 9.3 The shared service will be governed in line with each boroughs governance structures to ensure local accountability.
- 9.4 The MOU allows for phasing of joining the shared service arrangement. The MOU take into account where individual boroughs need to proceed with savings prior to the shared service being established that change the contractual nature of the service (e.g a potential HR transfer to Elevate). Therefore, it is understood that

each borough will take which route is appropriate to ensure efficiency savings are taken before joining the shared service to make further economy of scale savings.

## **10 Staffing Issues**

- 10.1 The main functional area affected is the finance service. Savings are not due to be delivered until 2013/14 because of the need for the system to be implemented and supported through go-live, embedding new business processes across the organisation. A significant proportion of the savings will be achieved through a reduction in staff posts.
- 10.2 The other key functional area that will be affected is the Oracle system support team. The new system will require two types of support: functional support for the application based on understanding of local business processes, and technical Oracle application support. The former is currently split between the Council and Elevate and there will need to be changes to this support. Until members take a decision to approve or not approve these recommendations, consultation with staff cannot begin however, both the Council and Elevate are keeping staff informed of progress.
- 10.3 Once the approach from the preferred bidder is known in April 2012, more detailed discussions can start with staff, to enable staff to prepare for the changes in 2013/14. Formal consultation will take place with staff and Trades Unions once the impact of the implementation of the new Oracle version is known.
- 10.4 In addition, some of the support will be potentially delivered through the hosted and support arrangements and the aim will be to maximise the value of the contracts, and keep specialist local staff to those areas that add most value to the Council.
- 10.5 All service and Group Managers will need training in the use of the new system to maximise use and ensure savings. The aim is to replace the current inefficient approach to financial management with a more cost effective streamlined approach, 5% efficiencies have been estimated in the business case for departments based on best practice elsewhere. The training will focus on ensuring managers understand the core principle of the system and know how to use the system supported training materials.

## **11 Customer Impact**

- 11.1 The proposed Oracle reimplementation will deliver significant savings to the Council which will in turn help create an efficient Council that costs less. The outcome will mean more money is available to be spent on services. There are no specific issues for equality groups.

## **12 Property / Asset Issues**

- 12.1 This proposal will reduce the need for some posts. This will reduce office accommodation requirements for affected services in the buildings currently occupied.

### **Background Papers Used in the Preparation of the Report:**

- Outline Business Case for Oracle R12
- Capital Ambition Programme Athena One Oracle business case

- Waltham Forest review of SAP
- QC procurement advice to Lambeth on Oracle licensing
- QC procurement advice to Havering on running a single hosted system, using a standard implementation

**List of appendices:**

- Memorandum of Understanding (MOU)

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## Memorandum of Understanding

THIS MEMORANDUM OF UNDERSTANDING made the 16<sup>th</sup> day of March 2011 between Lambeth, Lewisham and Havering and updated on the addition of Barking & Dagenham, Brent and Croydon on the 15<sup>th</sup> August 2011 referred to collectively in this Memorandum of Understanding as the Boroughs, is to record the understandings and intentions of the Boroughs in working together towards establishing a Joint Service as described below.

### BETWEEN

**The Mayor and Burgesses of the London Borough of Barking and Dagenham**, Barking Town Hall, 1 Town Square, Barking, IG11 7LU

AND

**The Mayor and Burgesses of the London Borough of Brent**, Town Hall, Forty Lane, Wembley, Middlesex, HA9 9HD

AND

**The Mayor and Burgesses of the London Borough of Croydon**, Taberner House, Park Lane, Croydon, CR9 3JS

AND

**The Mayor and Burgesses of the London Borough of Havering**, Town Hall, Main Road, Romford, London RM1 3BD

AND

**The Mayor and Burgesses of the London Borough of Lambeth**, Town Hall, Brixton Hill, London SW2 1RW

AND

**The Mayor and Burgesses of the London Borough of Lewisham**, Town Hall, Catford, London SE6 4RU

The Mayor and Burgesses of the London Borough of Barking and Dagenham ('Barking and Dagenham'), The Mayor and Burgesses of the London Borough of Brent ('Brent'), The Mayor and Burgesses of the London Borough of Croydon ('Croydon'), The Mayor and Burgesses of the London Borough of Havering ('Havering'), The Mayor and Burgesses of the London Borough of Lambeth ('Lambeth') and The Mayor and Burgesses of the London Borough of Lewisham ('Lewisham') agree to work together towards establishing a partnership joint



service for procurement and finance transactional processing and HR transactional processing services all delivered using Oracle Financials and explore further options for joint Enterprise Resource Planning systems development and management.

**OUR AIMS**

Through this Memorandum of Understanding we aim to work collaboratively to create a Joint Service that would:

- Create a common instance of an ERP system in Oracle Release 12 with a go live date (core Oracle Financials functionality) no later than November 2013
- Avoid duplication of costs in the re-implementation to Oracle Release 12
- Develop joint back office accounting, finance and procurement transactional processing services that are more efficient and generate savings with an overall reduction in operating costs through economies of scale and elimination of duplicate activities
- Establish combined hosting arrangements with the appropriate governance arrangements
- Standardise processes, practices, definitions and policies coordinated with best practice to improve the quality and consistency of service provided
- Create new ICT solutions including reporting, planning and forecasting functionality
- Be open to the inclusion of other London and South East Authorities as partners
- Work in coordination with Programme Athena
- Be cognisant of the different delivery models currently in place at the authorities and sensitive to issues this might create and with a direct relationship between participating local authorities
- Have contract arrangements based on a coterminous position

**By:**

**All parties:**

- In agreement with all boroughs, each participant leading on agreed areas of process redesign
- Nominating lead officers for this work and developing appropriate governance and management arrangements for the operation of a Joint Service including regular performance meetings
- Developing a business plan for the agreed partnership governance to use to performance manage the Joint Service; revising the joint business case on a periodic basis. Forecasting the budget costs for creation of joint service and systems reimplementation that is then agreed across the partnership
- Determining the future benefits of joint working arrangements and undertaking value for money assessment of services, systems and hosting options
- Nominating a key Member from each Authority with portfolio responsibility for the Joint Service
- Ensuring there is broad understanding of and support for the proposed Joint Service within their organisations encouraging member and staff engagement
- Leading activities that guide the way for the authorities to obtain common business solutions



- Providing project resource dedicated to the design and implementation of the Joint Service and developing project arrangements within each authority to deliver the project co-ordinated by a Joint Service officer lead Project Board
- Developing business cases for the project and co-ordinating the approval of these at each Authority
- Supporting and commenting on each others' relevant strategies that have direct involvement in delivery of relevant actions in a joint action plan;
- Ensuring there is active stakeholder management within partner authorities and on a joint basis externally.
- Redesigning to standardised vanilla processes and creation of common business policies as far as practicable
- Designing and implementing ongoing operational and management arrangements including interrelationships with business units and Joint Service
- Creating easy access by the organisations to the knowledge and information gathered about the Joint Service arrangements and procurement through the use of SharePoint
- Determining hosting arrangements for the joint instance of the ERP system

The level of participation in the joint service by authority is outlined in the appendix.

**THE LONDON BOROUGH OF BARKING & DAGENHAM WILL;**

- Proactively support the move to vanilla processes and shared service principles within LBBDD and partner organisations
- Support the procurement by ensuring active participation of appropriately skilled personnel in the work streams throughout each stage.
- Provide a dedicated project manager and business analyst to support the procurement and implementation

**THE LONDON BOROUGH OF BRENT WILL;**

- Proactively support the move to vanilla processes and shared service principles within Brent and partner organisations.
- Ensure active participation of appropriately skilled personnel in the work streams throughout each stage.
- Continue to progress towards consolidation of HR and payroll systems onto the joint Oracle platform.
- Continue to use Oracle Financials and work towards the consolidation of Finance and Procurement functions onto the joint Oracle platform.

**THE LONDON BOROUGH OF CROYDON WILL:**

- Proactively support the move to vanilla processes and shared service principles within Croydon and partner organisations.
- Ensure active participation of appropriately skilled personnel in the work streams throughout each stage.
- Continue to progress towards consolidation of HR and payroll systems onto the joint Oracle platform.

**THE LONDON BOROUGH OF HAVERING WILL:**

- Lead process reengineering and standardisation of reporting, using Business Intelligence software.
- Lead the review of hosting arrangements for the delivery of the single instance of Oracle, enabling decommissioning of current arrangements, and securing best value.
- Lead the link to the wider Athena project and One Oracle groups, to ensure what is being designed is fit for purpose for London and work to encourage others to come on board.

**LONDON BOROUGH OF LAMBETH WILL:**

- Lead the procurement process to ensure the joining of the Councils is not only fit for their needs but enables others to come on board in the future.
- Manage a sub project to migrate payroll from Cyborg to Oracle and income management to Oracle
- Coordinate process reengineering and standardisation of processes and business policies to ensure best practice where practicable is consistent across all authorities
- Lead review of interface to business line systems and potential decommissioning
- Lead analysis of performance data for benchmarking
- Continue to use Oracle HR and continue to progress towards consolidation of HR and payroll systems onto the Oracle platform.

**THE LONDON BOROUGH OF LEWISHAM WILL:**

- Lead the development and mapping of the chart of accounts and financial reporting
- Lead systems analysis and implementation with systems integrator
- Continue to use Northgate HR and payroll systems that interface with Oracle
- Manage a sub project to investigate the feasibility of jointly implementing Oracle Fixed Assets

**THE JOINT SERVICE:**

The Joint Service would jointly implement Oracle Financials, Release 12.1 or later versions should they arise and delivery of back office transactional services for procurement and finance for Barking & Dagenham, Croydon, Lambeth, Havering and Lewisham with Brent joining at a later stage. This would maximise usage of shared services functionality on a single instance of the Oracle ERP System Including server hosting, functional development and support, including the provision of a helpdesk facility. The joint instance of the system would interface with a number of business line systems in respective authorities. There is potential for consolidation or decommissioning of systems that replicate functionality within Oracle. Lewisham would continue to use Northgate HR and payroll systems that interface with Oracle while Barking & Dagenham, Brent, Croydon, Havering and Lambeth, will develop back office transactional services for HR and payroll with Oracle HR to develop full ERP functionality.





Lewisham



CROYDON  
COUNCIL  
www.croydon.gov.uk



Havering  
LONDON BOROUGH



**IT IS AGREED THAT** all parties named in this agreement undertake to use their best endeavours to hold confidential any information provided by the other, subject to their obligations under law.

If any party does not wish any of the information supplied to the other during the duration of this Memorandum of Understanding to be disclosed, the party shall, when providing information, identify if any of it is confidential or commercially sensitive and should not be disclosed in response to a request for information under the Freedom of Information Act 2000. The party should state why they consider the information to be confidential or commercially sensitive

No named authority is under any obligation to refuse to release any information that is marked confidential, and it is up to either party to judge whether exemptions apply or whether information should be released. If a party does not identify information as confidential or commercially sensitive, then it is likely to be released in response to a request under the Act. The council will normally consult with relevant parties prior to making a decision under the Act, where possible. The council will in all instances be bound by the findings of the Information Commissioner with regard to any requests under the Act.

All parties named will use their reasonable endeavours to comply with the Data Protection Act and the communication & confidentiality protocol supporting the joint OJEU Tender to create a combined instance of the Oracle E-Business Suite.

The existence of this Memorandum implies no financial commitment on the part of any signatory unless agreed where related to a specific task or initiative. This Memorandum of Understanding is not legally binding and neither Party has or shall acquire any right of action against the other or if they do not proceed to enter into any further agreement, nor does it create evidence or imply any contract, obligation to enter into a contract or obligation to negotiate.

All parties will assess each activity in an agreed plan separately against their own strategies to ensure that it supports the principles of both organisations. Any final agreement to implemented formal Joint working shall be subject to the formal approvals of all parties through the processes set out in their respective Constitutions.

All parties can bring this Memorandum of Understanding to an end by giving one month's written notice to the other at the address set out at the head of this document.

## APPROVAL

 Signed on behalf of The London Borough of Lewisham, Janet Senior, Executive Director of Resources Date: 25 <sup>th</sup> August 2011	 Signed on behalf of The London Borough of Lambeth, Mike Suarez, Executive Director, Finance & Resources Date: 23 <sup>rd</sup> August 2011
 Signed on behalf of The London Borough of Havering, Andrew Blake-Herbert, Executive Director, Finance & Commerce Date: 24 <sup>th</sup> August 2011.	 Signed on behalf of The London Borough of Barking & Dagenham, Tracie Evans, Corporate Director, Finance & Resources Date: 30 August 2011.
 Signed on behalf of The London Borough of Croydon, Nathan Elvery, Deputy Chief Executive Officer Date: 30 <sup>th</sup> August 2011	 Signed on behalf of The London Borough of Brent, Clive Heaphy, Director of Finance and Corporate Services Date: 31/8/11.

**Appendix – Common Processes**

The table below represents the common processes that could be potentially included for each borough:

Potential Common Processes	Barking & Dagenham	Brent	Croydon	Havering	Lambeth	Lewisham
<b>Accounting, Finance and Procurement</b>						
Accounts Payable / Procurement / Purchase to Pay	✓		✓	✓	✓	✓
Accounts Receivable / Advanced Collections	✓		✓	✓	✓	✓
General Ledger	✓		✓	✓	✓	✓
Fixed Assets	✓		✓	✓	✓	✓
Cash Management and Treasury	✓		✓	✓	✓	✓
Credit and Collections	✓		✓	✓	✓	✓
Financial Analysis and Reporting	✓		✓	✓	✓	✓
<b>HR / Payroll</b>						
Workforce Development	✓	✓	✓	✓	✓	
Payroll, Pensions and Staff Support	✓	✓	✓	✓	✓	

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## CABINET

22 NOVEMBER 2011

<b>Title:</b> A Strategy for Disabled Adaptations	
<b>REPORT OF THE CABINET MEMBER FOR HEALTH AND ADULT SERVICES</b>	
<b>Open Report</b>	<b>For Decision</b>
<b>Wards Affected:</b> All	<b>Key Decision:</b> Yes
<b>Report Author:</b> Bill Brittain, Group Manager, Intensive Support	<b>Contact Details:</b> Tel: 020 8724 8373 E-mail: <a href="mailto:bill.brittain@lbbd.gov.uk">bill.brittain@lbbd.gov.uk</a>
<b>Accountable Divisional Director:</b> Bruce Morris, Divisional Director, Adult Social Care	
<b>Accountable Director:</b> Anne Bristow, Corporate Director, Adult & Community Services	
<p><b>Summary:</b></p> <p>Adapting properties for disabled and older people contributes greatly to helping them remain independent in their own homes. This is central to the Adult Social Care vision “Helping You Live the Life You Want”.</p> <p>There is also a considerable evidence base for the cost effectiveness of major adaptations. Relatively inexpensive one-off spend on alterations to homes can prevent hospitalisation due to falls and postpone the need for residential care.</p> <p>Demand for adaptations to Council properties currently outstrips available budget and, as a consequence, it is necessary to apply strict criteria. By utilising the new Housing Revenue Account (HRA) self financing scheme and managing the delivery of private sector adaptations more efficiently the Council could:</p> <ul style="list-style-type: none"> <li>• Make basic adaptations available to larger numbers of older and disabled people</li> <li>• Offer preventative direct payment grants towards the cost for a limited range of adaptations for people in all housing tenures</li> <li>• Deliver modest savings through efficiencies</li> </ul> <p>Adaptations to privately owned homes are funded by Disabled Facilities Grants utilising the annual grant from the Government.</p> <p>The new “Direct Grant” scheme would provide more flexibility in how residents adapt homes to meet their needs.</p>	

## **Recommendation(s)**

The Cabinet is recommended to agree:

- i. To fully fund all adaptations to Council properties from the HRA, utilising the HRA self financing scheme;
- ii. That all housing associations and private landlords be asked to fund adaptations for their tenants;
- iii. To develop a preventative direct payment grant scheme for people who are not eligible for help via other schemes, to enable them to arrange basic adaptations for themselves; and
- iv. To note the decision to delay re-tendering the administration of Disabled Facilities Grants, in order to ensure that ongoing arrangements fit with other schemes

## **Reason(s)**

This proposal will assist in meeting several of the objectives set out in the Council's Policy House including:

- Providing high quality social care services for those that need them
- Enabling people with care needs to live the life they want, with real choices about their lives and care
- Improving homes that people choose to live in, whether owned by the Council, other social landlords, privately rented or owned

## **1. Introduction and Background**

1.1 Major Adaptations are structural changes or built in equipment that enable older and disabled people to access essential facilities within their homes. Examples of major adaptations include stair lifts, level access showers, ramps and extensions.

1.2 The Council currently has two separate schemes for providing one-off funding for older and disabled people to adapt their homes depending on whether they live in privately owned accommodation or are Council tenants.

1.3 Adaptations for people living in privately owned and rented properties are funded via Disabled Facilities Grants. Until recently this scheme was administered by the external provided Hanover. Prior to the end of the contract on 1 September 2011 Hanover made it clear that they did not wish to retender for a new contract. Furthermore market testing indicated a lack of alternative providers with the necessary expertise. As bringing the service back in house would yield immediate savings to the Council, a decision was made to postpone retendering the contract pending decisions about other aspects of major adaptation delivery. Interim arrangements have been made to manage this work in house.

1.4 Council housing adaptations are funded and administered by Adult and Community Services. The process for both tenures is broadly similar in that Occupational Therapists make recommendations about adaptations that would meet assessed needs. Once authorised the works are undertaken.

- 1.5 The Council also provides equipment for disabled and older people above a £50 cost threshold. Simple items of equipment are provided through “prescriptions” redeemed through a range of accredited suppliers, generally chemists and specialist shops. More complex items of equipment, electrical hoists etc., are provided via a shared contract, the “London Consortium” with the specialist provider Medequip.

## Effectiveness of Adaptations

- 1.6 There is a considerable evidence base for the cost effectiveness of major adaptations.<sup>1</sup> Relatively inexpensive one-off spend on major adaptations can prevent hospitalisation due to falls and postpone the need for residential care. For children, appropriate accommodation can reduce family stress and diminish the likelihood of high-cost residential services.

## Need and Demand

### General Issues

- 1.7 The need for adaptations is determined both by the number of older and disabled people in the local population and the nature of the housing stock in the borough in terms of age, suitability for disabled people, and “adaptability”. Older traditional terraced houses, in Dagenham in particular, are difficult to adapt; having small living and bathroom areas and narrow doorways and stairs.
- 1.8 Demand has also been driven through changes in public expectations and the variable quality of housing stock. In addition it has been influenced by additional budget allocation in previous years, to clear waiting lists and to improve performance ratings, which has raised residents’ expectations.
- 1.9 To enable the Council to keep within available budgets tight eligibility criteria are applied to all referrals. Major adaptations such as showers and downstairs toilets for example, are only approved where there is a clear medical or hygiene need.

Referrals for assessment	1364
Recommendations for major adaptations	333
Approved	203
Lower level needs that could have benefited from an adaptation	130+

<sup>1</sup> Postponing entry into residential care by just one year through adapting someone’s home can save £28,080 per person. ‘Annual Cost of Care Home Report’, *Laing and Buisson* (2008).

The average cost of an adaptation is £6396 but, with an average life of at least five years they are good value for money. ‘Adapting for a Lifetime’ *The Foundations* (2010).

A fall at home that leads to a hip fracture costs the state £28,665 on average (£726 million a year) This is 4.5 times the average cost of a major housing adaptation and over 100 times the cost of fitting hand and grab rails to prevent falls ‘Better Outcomes, Lower Costs’, *Heywood and Turner* (2007).

Housing adaptations reduce the need for daily visits from paid carers and reduce or remove costs of home care (savings range from £1,200 to £29,000 a year) ‘Better Outcomes, Lower Costs’, *Heywood and Turner* (2007).

<sup>2</sup> Record of assessments and adaptations held Adult Social Care on the AIS and Oracle databases

- 1.10 The Council receives more complaints and members enquiries about major adaptations than it does about any other aspect of Adult Social Care, with over 25% being directly or indirectly related to decisions about non-provision of major adaptations.

## Population trends

Age	Year					
	2011	2012	2013	2014	2015	2016
<b>65-69</b>	5,741	6,234	6,550	6,791	6,937	6,995
<b>70-74</b>	4,659	4,619	4,701	4,740	4,875	5,166
<b>75-79</b>	4,070	4,065	4,804	4,130	4,108	4,009
<b>80-84</b>	3,503	3,449	3,391	3,323	3,259	3,257
<b>85+</b>	3,880	3,987	4,075	4,175	4,313	4,492

- 1.11 As shown in the table above, the numbers of older people in the age range 65-85 are projected to remain stable over the next 5 years, with an increase of 16% (over 600 people) in the number of people over 85.

## Disabled Children

	2001	2011	Increase
Number of children aged under 20		53,000	
Number of children aged under 5 in Barking and Dagenham	12,000	18,000	50%

- 1.12 30% of people in the Borough are below the age of 20 and the number under the age of 5 increased by 50% between 2001 and 2011.

Number of disabled children in the UK	777,000 (5% of children)
Estimated number of disabled children aged under 20 in Barking and Dagenham	2,650 <sup>6</sup>
Estimated number of disabled children aged under 5 in Barking and Dagenham	900 <sup>7</sup>

<sup>3</sup> GLA (Greater London Authority) SHLAA (Strategic Housing Land Availability Assessment) Projections 2010 Round

<sup>4</sup> 'Barking and Dagenham's Children and Young People's Plan, 2011-2016, A Call for Change, a Plan for Action', *London Borough of Barking and Dagenham*.

<sup>5</sup> 'Living in Britain, Results from the 2002 General Household Survey', *Office for National Statistics* (2004)

<sup>6</sup> This figure is an estimate based on 5% of children in the Borough, using figures presented in Table 3

<sup>7</sup> Ibid



- 1.13 There are approximately 777,000 disabled children in the UK, (5% of all children). Applying this 5% proportion to the figures presented in Table 3, it is estimated that there are about 2,650 people below the age of 20 in the borough, with some level of disability, and about 900 who are below the age of 5. As the population of children below the age of 5 has increased by 50% in the last 10 years, we could also expect a similar increase in disabled children within this age group.

<b>Table 5. Number of children in the 2011 School Year who have a Statement of Special Educational Need and “profound and multiple learning or physical disability”<sup>8</sup></b>	
Year (age)	Number in current year
Year 1 (5)	9
Year 2 (6)	10
Year 3 (7)	11
Year 4 (8)	6
Year 5 (9)	5
Year 6 (10)	13
Year 7 (11)	5
Year 8 (12)	5
Year 9 (13)	11
Year 10 (14)	11
Year 11 (15)	9
Year 12 (16)	7
Year 13 (17)	2

- 1.14 Given the expectation of a rapid overall increase in the child population in Barking & Dagenham it is possible that the growth in numbers of disabled children is better shown in the Early Years pre-school population. The Portage and Early Support Service is jointly funded by the local authority and Primary Care Trust and works with children with significant developmental delay aged under-3 and their families. The numbers of children with “profound and multiple learning or a physical disability” worked with by the team was 13 for the period October 2008-March 2009, 9 for October 2009-March 2010 but 22 for October 2010-March 2011. This supposition is also supported by the number of referrals to the local NHS Child Development Clinic, which for the past 2 years has been consistently over-target.
- 1.15 Other groups of families may be affected by their child’s disability leading to a request for a disabled adaptation. Some children with autistic spectrum disorders can pose highly challenging behaviour towards adults and siblings, as well as be a potential safety hazard to themselves. The condition is associated with a lack of awareness of danger and a need for vigilance on the part of the parents, which may

<sup>8</sup> Records held by Barking and Dagenham Children Services

be alleviated through equipment or home adaptations to enhance safety. A sole bedroom for an autistic child rather than a shared one can create a space which provides structure and reduces arousal, so reducing stress and minimising the impact of their condition on the household.

- 1.16 Children’s Services spends significantly on very high-cost services for disabled children including residential homes and schools. The reasons for this are often through safeguarding concerns or need for specialist education, but for some children severe family stress is a strong contributory factor. Appropriate housing is a potential factor in managing children with complex needs through local services, thereby lowering expenditure on high-cost services.

<b>Year</b>	<b>Number of major adaptations</b>	<b>Total Cost</b>
2007/8	15	£90,938.00
2008/9	26	£70,751.00
2009/10	24	£173,740.00
2010/11	22	£96,593.00

- 1.17 The number of adaptations for disabled children is relatively small as a proportion of overall adaptations. However sometimes these can be complex and involve significant alteration work and the cost from year to year is difficult to predict.

**1.18 Growth in Housing numbers**

The Draft Borough Investment Plan anticipates growth in Housing numbers in the borough over the next 5 years.

<b>Year</b>	<b>Additional new Homes</b>
2011/12	516
2012/13	875
2013/14	1,379
2014/15	1,123

- 1.19 The “London Plan” requires that all homes meet the Lifetime Homes Standard and that 10% of schemes of 10 dwellings or more meet the wheelchair housing design standard unless the site is deemed inappropriate. This could produce an additional 389 wheelchair accessible dwellings, however these are projections are at significant risk in the current economic climate.

**2. Proposal and Issues**

The proposals set out below are designed to continue to meet assessed individual need, whilst delivering an innovative direct grants programme for preventative adaptations.

<sup>9</sup> Record of assessments and adaptations held Adult Social Care on the AIS and Oracle databases

**2.1 Assume all landlords including the Council will install their own adaptations.**

It is reasonable to expect landlords should arrange adaptations for their own tenants. For the Council's own stock this will be funded through the new HRA self financing scheme.

2.2 Smaller private landlords may not have the resources to undertake adaptations and the Council will need to ensure that disabled people are not disadvantaged by tenure. The numbers of applications from tenants of privately rented property are currently around 6 per annum.

**2.3 Develop a Direct Payment Grant Scheme available to people living in all housing tenures**

"Direct payment" type grants towards the cost of adaptations would be made available to enable older and disabled people to make their own arrangements for installing their own adaptations. This would include people with lower level needs who do not currently meet our eligibility criteria. The resident would then be responsible for installing the adaptation either themselves or using a Council accredited installer. The scheme would operate in a similar way to Direct Payments for personal care and be offered to people who were eligible for services as part of an assessment, as well as being a standalone targeted prevention scheme.

2.4 This would build on the targeted prevention that the council already provides in the form of a reablement service and advice and information services for people with lower level needs and self funders.

2.5 It would offer more flexibility than the current arrangements where the type of adaptation to meet an assessed need is generally specified. For example a cheaper shower unit could be installed rather than the more expensive level access shower which requires more building work.

2.6 The scheme would have the advantage of meeting some of the lower level needs that we are currently unable to meet through the application of restrictive eligibility criteria.

**2.7 Solely rely on the Disabled Facilities Grant to fund home owner adaptations**

All applications for Disabled Facilities Grants would be funded from the grant from the Department of Communities and Local Government (currently £570K per year), without any top up from the Council. Administration will continue to be provided in-house and the scheme administered in line with statutory guidance.

2.8 For the past 2 years the budget for Disabled Facilities Grants has not been under pressure with under committed grant being rolled over into the following financial year. This has partly been due to the fact that Hanover who previously administered the scheme had not completed all committed works within the financial year. A budget reduction of 40% is likely to lead to some pressure but this can be contained.

### 3. Options Appraisal

#### 3.1 Implement no changes

If no changes are made the potential benefits of the proposals will not be realised. At present the degree of choice and control that older and disabled people have over the adaptations that they need is limited and this situation would continue. Due to budget pressures the tight eligibility criteria will continue with no alternative offer when an adaptation is refused.

#### 3.2 Implementing the Proposals

There is advantage in all adaptations to Council properties being managed by the Housing Department, utilising the self financing scheme.

3.3 The proposed direct payment grant scheme can be implemented without additional resource by utilising funding currently used to top up the Disabled Facilities Grant budget. The proposal will increase choice and control and is a cost effective innovation that will enable a greater number of people to benefit from basic, accessible facilities.

3.4 Administering Disabled Facilities Grant work in-house has released the current 12.5% commission costs yielding revenue saving to the Council of £71,250.

### 4. Consultation

4.1 This paper has been presented to Adult and Community Services DMT, CMT and Strategic Housing Board. In-depth discussions have also been conducted with Children Services and Finance Departments. The idea of a preventative scheme was mooted at a member briefing on 20 July 2011 and was positively received.

4.2 If agreed, the preventative scheme will be developed in consultation with groups who would be most likely to benefit in the future. This will include older and disabled people, and groups and organisations that represent their interests.

### 5. Financial Implications

Implications completed by Jo Moore and Ruth Hodson, Finance Group Managers

	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13<sup>11</sup></b>
	£	£	£
<b>Privately owned properties</b>			
Disabled Facilities Grant from government	570,000	570,000	570,000
Disabled Facilities Grant Council top-up	380,000	380,000	380,000
<b>Council Housing adaptations</b>	500,000	500,000	500,000

<sup>10</sup> Local Authority Disabled Facilities Grant allocations for 2010/11, 2011/12, Department for Communities and Local Government (DCLG)

<sup>11</sup> Disabled Facilities Grant funding from the DCLG for next year (2012-2013 financial year) will not be confirmed until March 2012. We, however, expect grant allocation to be the same as the previous years as no reduction in funding has been announced.

- 5.1 The table above shows the budget allocation for adaptations to Council and privately owned properties for 2010-2013 covered by the Disabled Facilities Grant.

### **Disabled Facilities Grants**

- 5.2 Local authorities are required to offer Disabled Facilities Grants under the Housing Grants, Construction and Regeneration Act 1996. If certain conditions are met (including a means test) a grant must be awarded to the applicant. The grant funded adaptation becomes the property of the applicant.
- 5.3 Up until 2010 local authority budgets for Disabled Facilities Grant were funded by a 60% contribution from the Department of Communities and Local Government, topped up by a compulsory contribution of 40% from the Council, however the compulsory top-up rules have now been relaxed. Statutory guidance about eligibility and contractual arrangements for the work remain restrictive.
- 5.4 Disabled Facilities Grants were previously administered via a contract with Hanover at an overall cost of c.£200,000 per year. This was made up of direct funding from the Council of £80,000 plus a 12.5% commission on all of the works undertaken. Bringing the service in-house has resulted in an immediate saving of £80,000. In addition, further efficiencies can be made by utilising existing in-house staff capacity and capitalising these staffing costs to the budget the Council receives from the Department of Communities and Local Government.

### **Council Funded Adaptations**

- 5.5 Adaptations to the Council housing stock are administered by Adult and Community Services but are to be funded by the Housing Revenue Account (HRA). From 1 April 2012 the current subsidy system for housing finance will be replaced by a self financing scheme. An HRA business model is currently being drafted which includes provision for capital works. Included within these works will be an annual allocation for disabled adaptations and it is anticipated that an amount at least equal to the 2011/12 budget of £500k will be accommodated for disabled adaptations.

## **6. Legal Implications**

Implications completed by: Shahnaz Patel, Senior Lawyer

- 6.1 Under the Housing Grants, Construction and Regeneration Act 1996, it is a mandatory requirement for all Local Authorities to pay Disabled Facilities Grants to applicants who meet the criteria. The Council is not allowed to decline a grant to an eligible applicant on the basis of there being insufficient budget and, if demand outstripped resources, would have to maintain a waiting list.
- 6.2 The Housing authority is responsible for the administration of the disabled facilities grant, through all stages from initial enquiry to post completion approval. They can consult social services over whether to approve the funding for the necessary works, nevertheless it is for the Housing authority to decide.
- 6.3 Furthermore, waiting times are restricted in that Housing authorities must approve or refuse a grant application as soon as reasonably practicable and, in any event,

must be paid within 12 months of the completed application. The Local Government Ombudsman has held that any delay from referral to execution of works will be considered as unjustified and constitute maladministration.

- 6.4 Private landlords and Registered Social Landlords are not legally obliged to provide adaptations to their tenants and can refuse to do so, on the grounds that they do not have sufficient resources. All residents in whatever tenure have a statutory right to apply for a Disabled Facilities Grant.

## **7. Other Implications**

### **7.1 Risk Management**

There is some risk associated with the proposal that the Council redirecting the funding previously used for the 40% top up towards the preventative scheme. However the new scheme will mitigate the impact of any longer waits for eligible applicants. The new scheme would need to be carefully specified and managed to ensure it was administered fairly.

### **7.2 Contractual Issues**

As the contract with Hanover for the administration of Disabled Facilities Grants has now ended there are no contractual issues.

### **7.3 Staffing Issues**

Implementation of these proposals has no direct impact on Council employees.

### **7.4 Customer Impact**

Older and disabled people will have increased access to adaptations that will enable them to continue to live independently within their own homes. It will also help to prevent hospitalisation due to falls and postpone the need for costly residential care.

The impact of the proposals will be neutral for other groups with protected characteristics.

### **7.5 Safeguarding Children and Vulnerable Adults**

Inadequate housing is an established environmental factor that can adversely affect parents' ability to cope. Whilst it does not directly lead to neglect or abuse, it can be a significant contributory factor to the stress on a parent of supporting a child with disabilities and contribute to a safeguarding risk. Any proposal that would increase the number of families of disabled children accessing adaptations would have a positive impact on family wellbeing.

Major adaptations can significantly reduce stress on carers of vulnerable people, and improve the quality of relationships. They can significantly impact on the contributing factors which can lead to potentially abusive situations.

## 7.6 Health Issues

The proposals described in this paper could have a positive impact on the health of the population. More people should have access to the resources needed to make necessary adaptations to their homes under these proposals. This reduces the risk of disabled people having accidents at home, and supports them to live independently for longer. The proposed changes also recognise the need for support by people who are owner-occupiers, as disabled people living in this borough in their own homes in need of home adaptations, may well be asset rich but cash poor.

### **Background Papers Used in the Preparation of the Report:**

None

### **List of appendices:**

None

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## CABINET

22 November 2011

<b>Title:</b> Community Engagement and Empowerment Strategy 2011-2014	
<b>REPORT OF THE CABINET MEMBER FOR CRIME, JUSTICE AND COMMUNITIES</b>	
Open report	<b>For Decision</b>
<b>Wards Affected:</b> All	<b>Key Decision:</b> No
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<b>Accountable Divisional Director:</b> Heather Wills, Divisional Director Corporate Policy & Public Affairs	
<b>Accountable Director:</b> Stella Manzie, Chief Executive	
<p><b>Summary:</b></p> <p>The Council has a strong track record of engaging effectively and imaginatively with local people to inform service delivery and design. Elected Members, in their roles as community leaders play a crucial role in engaging with local people and supporting them to play a part in addressing local issues.</p> <p>It is important that the Council is consistent in adopting best practice in engaging with and empowering local people, so that everyone who wants to can have their say. This strategy aims to ensure that the Council consistently follows some key principles when it engages with local people, and makes the most of new opportunities to involve people effectively.</p>	
<p><b>Recommendation(s)</b></p> <p>The Cabinet is recommended to:</p> <p>(i) Adopt the Community Engagement and Empowerment Strategy 2011-2014 attached as Appendix 1 to this report</p>	
<p><b>Reason(s)</b></p> <p>To support the Council to achieve its policy theme of 'Better Together, and its underpinning aim of being a well-run organisation.</p>	

## 1. Introduction and Background

- 1.1 The Council has a strong track record in engaging with residents and businesses to seek their views, to inform service planning, and in involving people in developing new services. Community Housing Partnerships, Friends of Parks, equalities

forums are all ways in which the Council regularly consults, engages with and involved local people (a fuller, but not comprehensive list appears at Appendix 2 of the strategy attached at Appendix 1 to this report).

- 1.2 In challenging financial times, it is more important than ever that the services provided by the Council meet the needs as closely as possible of those they are designed to serve – and that when difficult decisions are taken, local people have the chance to have their say. There is also increasingly more scope for local people to play a part in designing, managing and delivering local services.
- 1.3 It is also important that the Council can clearly state, to local residents, to Government and to its other stakeholders, including voluntary and community organisations, its commitment to effective engagement, and set out its plans for improvement.
- 1.4 In Spring 2010, the Council with a range of partners participated in an exercise led by the IDeA to conduct a self-assessment against a benchmark of good practice in engagement and empowerment work. The findings of that exercise have informed the development of this strategy.

## **2. Proposal and Issues**

- 2.1 A draft strategy for engagement and empowerment for the Council appears at Appendix 1. The strategy aims to clarify why effective engagement and involvement is important, the principles by which it will be conducted by the Council, the main priorities for improvement and how these will be addressed.
- 2.2 The strategy sets out the following vision:

*Barking and Dagenham Council recognises that we will help to build a better life for all by listening to local people to understand their priorities, and enabling people to get involved in achieving those priorities. We recognise that, in challenging financial times we have to find new ways of delivering public services. We will therefore empower local residents and businesses to get involved to the extent to which they wish to, and strive always to go beyond statutory requirements for consultation and involvement.*
- 2.3 The strategy has three main aims:
  - Deepening our relationship with the public
  - Developing new ways of engaging and building trust with local people
  - Working better together
- 2.4 The strategy is drafted as a strategy for the Council, with actions to be led by the Council. However, its principles apply just as much in partner organisations, and many of its aims can only be achieved by close working with partners in the borough. It is therefore proposed, if this strategy is agreed, to encourage partners working in the borough such as the police, College, voluntary organisations and NHS to adopt the same principles, and to work with the Council to achieve the same aims.

### **3. Options Appraisal**

- 3.1 The Council is not required to produce an engagement and empowerment strategy. However, the principles and aims contained within this strategy are good practice, can be delivered within existing resources and will help the Council to make good quality decisions, based on sound customer insight.

### **4. Consultation**

- 4.1 Consultation has taken place with the Engagement Officers' Group, which consists of representatives of bodies across the Local Strategic Partnership. The strategy was reviewed by the Safer and Stronger Select Committee on 25 October, where some clarifications were sought, and broad support was expressed.

### **5. Financial Implications**

Implications verified by: Jo Moore, Finance Group Manager

- 5.1 There are no specific financial implications associated with this proposal. The costs associated with the production of the document as well as the implications / requirements of it once adopted include staff time and general office expenditure (such as printing and software etc), all of which will be funded from within existing revenue budgets (and staff establishment).

### **6. Legal Implications**

Implications verified by: Eldred Taylor-Camara, Legal Group Manager

- 6.1 Numerous pieces of legislation require the Council as a local authority and public body to consult with the public before making or enforcing its decisions. In many such situations, the manner and level of consultation is prescribed by law. As a result, the application of the Strategy to which this report refers will need to be subject to any such legislative provisions or procedures to the contrary.

### **7. Other Implications**

- 7.1 **Risk Management.** Effective customer engagement is a key means of mitigating risks, since work and services which have been subject to effective consultation and engagement are more likely to be designed to meet customer needs.

#### **7.2 Customer Impact**

This strategy is designed to support the spread of good practice in engagement and empowerment activities, rather than to introduce new policies, or deliver specific services or activities.

The principles of good engagement practice contained within this strategy include specific reference to timely liaison with the equalities fora which exist to support engagement with key equalities groups. Representatives of the equalities fora will be invited to join the Engagement Officers' Group to ensure even better co-ordination across engagement activities, and to ensure that the needs of equalities groups are met.

It is proposed that the Engagement Officers Group will keep under review the extent to which engagement activities follow best practice, and make recommendations for training and support where this is not followed.

- 7.3 **Safeguarding Children.** The Council already has a range of highly effective engagement mechanisms to engage with children and their families. This strategy will support the dissemination of that best practice into other service areas and enable the sharing of learning between engagement activities.
- 7.4 **Health Issues.** By joining up engagement activities between services across the Partnership, there is scope for all services to make better use of limited resources. Officers working Public Health will be asked to join the Engagement Officers Group to ensure that the benefits of effective engagement across the Partnership are shared in public health work.
- 7.5 **Crime and Disorder Issues.** By joining up engagement activities between services across the Partnership, there is scope for all services to make better use of limited resources. A representative of the local police will be asked to join the Engagement Officers Group to ensure that the benefits of effective engagement across the Partnership are shared in crime and disorder work.

**Background Papers Used in the Preparation of the Report:**

None

**List of appendices:**

Appendix 1: 'Listening to the 'Word on the Street': a plan for community involvement 2011 - 2014



# Listening to the 'Word on the Street'

A PLAN FOR COMMUNITY INVOLVEMENT

2011-2014



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## Foreword

Listening to ‘the word on the street’ is vital to our work as a Council. As a ward councillor, I talk every day with residents and businesses about the things that concern them and I make sure that we learn from what people tell us, making changes in response to those concerns.

It’s not just listening – it’s by involving local people in making the decisions and shaping the services they care about, that we achieve the best results.

It’s true that we can’t always do everything that people want, but we are committed to being open and honest– when we can’t do something, we’ll say so, and explain why.

We can always learn and improve on what we’re doing – which is why I welcome this strategy. This is an opportunity both to re-state our commitment as a Council to involving local people, and to set out what we’re doing to keep getting better at it.

I look forward to continuing to work hard alongside local residents and businesses to achieve our priority of Building a better life for all.



Cllr Jeanne Alexander

Cabinet Member for Crime, Justice and Communities



# **Introduction**

## **Community Engagement and Empowerment in 2011**

We've worked hard in Barking and Dagenham to enable residents and businesses to have their say in making Barking and Dagenham a better place to live and shaping how public services are delivered.

This isn't a new approach – we've done it for years. The previous Government placed great emphasis on helping citizens to get involved when they want to, on their own terms, with the aim of generating vibrant local democracy in every part of the country, and giving real control over local decisions and services to a wider pool of active citizens.

As the council and its partners move into tight financial times along with the rest of the country, the need for the local community to have a voice in how services are delivered and run, which services are reduced or expanded, will be more important than ever before. There is also scope for residents to play a greater part in the management of some services and in decisions about their local communities.

We will support local councillors to build on their role as community leaders to work with service providers and residents to address local issues and make decisions about local priorities.

There are other good reasons to ensure that we work closely with our communities. The Council has for some time encouraged greater volunteering and community ownership of community assets, council ownership and service delivery. With more people being actively involved in contributing their own time, effort and expertise, and having greater control over local decisions and resources, there is the potential to achieve greater value for money decisions.

Whilst good work has started to make data more transparent and available to the local community, we recognise the importance of transparent decision making processes for residents and communities in order to build trust. We will do this by having honest conversations with local people from the outset and setting clear objectives for our work to consult, engage and empower local people.

Through the accountability of elected Members, and transparent, honest conversations with our community, residents and businesses will be able to see clearly what we do, how we do it, how much it costs, how effective it is, and how it relates to the views and priorities that local people have expressed.

## **The Local Context**

Barking and Dagenham is on the edge of one of the most prosperous regions in Europe, but contains some of the most deprived communities in the country. Improving opportunities for local residents and businesses to tap into the prosperity on their doorstep by developing the skills of our residents is a top priority.

Our vision for the borough is **building a better life for all** with the key aims of:

- Raising household incomes
- School and post-16 education
- Housing and estate renewal

Increasing household incomes is a key priority for the borough, and involves, among other things, working with schools to increase aspirations in those young people not in formal education, training or employment. To do this, we will build on Barking and Dagenham's excellent record of engaging with young people in innovative ways by opening up communication channels with young people to ensure that services have a sound understanding of young people's views. We will seek to build on this good practice to engage with adults to help them develop their skills and find work.

Affordable housing is a key concern for local residents. The borough has some of the largest undeveloped sites remaining in London and, therefore, the use of these sites to build new sustainable communities is central to the vision of expanding housing supply. It is also essential that an on-going and robust conversation with local residents ensures that measures to regenerate areas of the borough do not result in the feeling that regeneration is 'done to' people in those areas, but rather 'done with'.

Health inequalities are substantial in Barking & Dagenham, with higher levels of obesity, smoking, poor diet and low exercise, which lead to a range of linked health conditions. Changing behaviours relating to poor health can only be achieved through close engagement with local residents.

Residents tell us that crime and the fear of crime are significant concerns, which drive our focus on the most frequent types of crime, anti-social behaviour and their causes. In tackling anti-social behaviour, we use a range of engagement techniques, involving victims, perpetrators and the wider community.

Local residents rightly want a borough they can be proud of, and are vocal about environmental issues, such as littering, graffiti and untidy gardens. By involving people in the solutions to these issues, we can build community pride and ensure that results last for the long term. Neither public nor the Council can 'fix' these things working alone; a solution that is jointly produced is essential.

Barking and Dagenham has low levels of literacy, skills and confidence which makes the task of increasing engagement and empowerment in the borough a challenging one. To add to this, there is a weaker history of participation and community activism than in many other boroughs, which is why it is so important for us to listen to what local people tell us matters most to them and to make them part of the solution. By doing this, we hope develop long term answers and deepen our relationship with the community based on trust.

To achieve the vision of, 'building a better life for all' we will engage in the following ways:

**Listen** to what our communities are telling us, using the full range of sources at our disposal and not relying on formal engagement exercises only. For example, we will be

running a refresh of the Place Survey in 2011, which will ask residents specific questions about what feels and looks like to live in Barking and Dagenham. We will also use our Facebook page, complaints, and information from frontline staff to take the temperature of what the word on the street is and use this intelligence to inform communication campaigns and service development.

**Involve** our community in issues that we anticipate may be relevant, such as national policy changes that might affect them locally, or through involving them in local decision making. We will ensure there is an overview of all consultation that happens across the council to avoid duplication and present a coordinated approach where possible to the community. We will seek to achieve this across the Local Strategic Partnership also.

**Be responsive and honest.** It is important that as a council we show local people that we have heard them through feeding back to people when they tell us something (regardless of the channel they use to do so). We will do this even if we don't have the resources to fulfil specific aspirations, or the answers that people want to hear.

**Target** specific groups of people through the use of customer insight information where it is appropriate to discuss relevant issues and in doing so make the most effective use of our resources.

## **Where We Are Now**

In March 2010, the IDeA offered London boroughs the opportunity to take part in a self assessment workshop to help identify strengths and areas for improvement in their engagement approaches and partnership working.

The workshop, which involved participants from across the Local Strategic Partnership, identified that there is much engagement work going on in the borough, and there were some good opportunities to be seized, such as a new cohort of Members post-election, and joint working across the Partnership.

Below is a summary of the key areas identified for improvement in Barking and Dagenham:

1. Members need to be supported to take their role as community leaders.
2. The Local Strategic Partnership needs to be able to share information and analysis more openly between organisations than current processes allow in order to increase collaboration. They also need to explore opportunities for greater collaboration between sectors.
3. Current communication and engagement methods need revisiting and need to be more tailored to individual events / issues (e.g. the use of participatory budgeting and co-design approaches).
4. Ensure that the results of each consultation event are communicated across the Council and wider Partnership.
5. There needs to be a more transparent approach to local decision making to foster trust between the community, Council and Partners. The Partnership needs to work

with the voluntary sector better and increase the understanding of what each other's priorities and objectives are.

6. There is a need to increase the Partnership's understanding of what 'empowerment' and 'engagement' mean, so that a collaborative approach to achieving both can be taken forward.
7. There is a need to increase the focus of senior managers on the importance of engaging and empowering communities.
8. There is a need to seek out ways of better engaging harder to reach groups in Barking and Dagenham.
9. The Council and its Partners need to collaborate with the community to enhance the trust that residents have in them.
10. The Partnership needs to set clear objectives from the outset in relation to engagement and empowerment, so it can work together to achieve joint outcomes.

Through the actions set out later in this document, this strategy aims to put mechanisms in place to address the areas above. In addition, new opportunities and challenges have arisen since March 2010 which this strategy aims to address.

## **Customer Insight data**

Engaging with the public directly on questions about local services and issues is only one way in which we understand the types of services that are important to local people. In addition, we also have data based on interactions between customers and our services which come in a number of forms:

- Members Casework and Complaints data, when we haven't got something right and the customer has made a complaint which we have investigated;
- Access data, detailing the numbers of people who have walked through our door, contacted us online or called our Contact Centre;
- Experian MOSAIC, which provides a system of segmentation of our residents, detailing their preferences and the sorts of services that they do – or may be expected to – access.

Ensuring that information from community engagement and empowerment is linked to analysis of customer insight data is critical if we are to build a sophisticated picture of the services that people want, need and value. We can then use this information when we make commissioning decisions – for example, in the Joint Strategic Needs Assessment, and in the Crime and Disorder Assessment.

In 2008, the Council commissioned research to inform the Council's approach to communicating with its residents. This provided a wealth of information about the ways in which people 'hear' and understand messages about the Council and its services. In particular, it highlighted the extent to which people trusted messages from their established social networks, and that they valued face-to-face interaction over printed

media. This research continues to inform the Council's approach and will support the approaches described in this strategy.

## **What People Have Already Told Us: a Summary**

Our last Place Survey carried out in 2009/10 told us that the people of Barking and Dagenham see the following issues of greatest concern to them:

- The level of crime
- Clean streets
- Health services
- Affordable decent housing
- Public transport
- Activities for teenagers
- Road maintenance
- Job prospects
- Not feeling part of a community

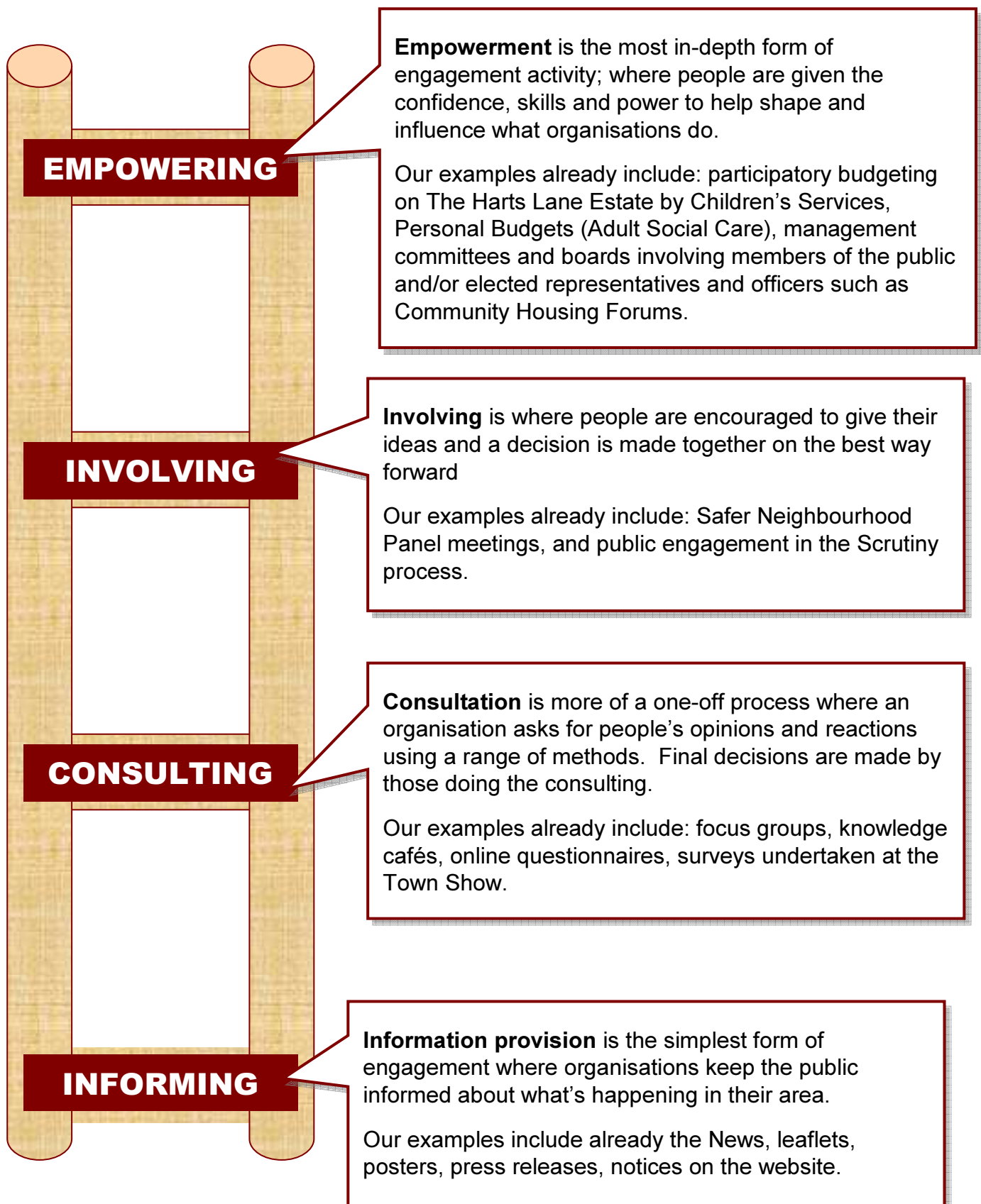
We are also able to measure engagement and empowerment from the Place Survey, which showed that in 2009/10 Barking and Dagenham was above the London and the national average for residents feeling involved in local decision making and services.

## **Degrees of Engagement**

We want to work with local people to create opportunities for deeper involvement: and encourage them to engage at the best level for them of the 'Ladder of Engagement' shown overleaf. There is a range of ways in which communities can become more empowered:

- By being more actively involved in democratic processes and working more collaboratively with elected Members;
- By more effective engagement as service users, and building their level of control over the decisions that affect them, or even setting up the services that they want, jointly with professionals;
- By taking a more active part in the controlling structures of organisations, or delivering services that public sector agencies currently operate;
- By taking direct control of resources – budgets, housing, community buildings, land and so on;
- By campaigning and direct action.

## The Ladder of Engagement



## **Principles for Listening and Engaging**

Some local people want to be regularly involved in engagement activity and other residents are less interested in ongoing or regular involvement but feel strongly that they should be given the opportunity to have a say on issues that are of particular importance to them. People are able to choose where on the 'ladder of engagement' they get involved.

Following clear principles for the way we listen to, and engage with our community will help bring about better coordination and consistency, and will let people who get involved know what to expect during and after the engagement activity or event.

The following principles set out what we will do and can also be found described in more detail in Appendix One:

1. Work in partnership with all relevant agencies to join up our engagement activities.
2. Engage to make a difference - by speaking to elected Members, citizens, customers and communities about issues that affect them
3. Be clear about what we're asking
4. Be inclusive and aim to engage with all communities – making sure that the opportunities we provide are accessible to people with different needs and developing trust through listening and doing what we say we are going to.
5. Communicate the results of engagement activities – feed back to communities to make sure people know they have been listened to
6. Build the capacity of communities to take part in engagement activities – by making the most of available communication channels to suit the type of consultation and customer group. Where possible support the community to use newer communication resources such as social media sites.
7. Ensure quality assurance and value for money in engagement

The principles set out above will be embedded within each engagement or empowerment exercise by making sure that all consultation exercises follow the steps set out in the Engagement and Empowerment toolkit.

## **What Do We Want to Achieve?**

### **Our Vision**

**Barking and Dagenham Council recognises that we will help to build a better life for all by listening to local people to understand their priorities, and enabling people to get involved in achieving those priorities. We recognise that in challenging financial times we have to find new ways of delivering public services. We will therefore empower local residents and businesses to get involved to the extent that they wish to, and strive always to go beyond statutory requirements for consultation and involvement.**

## **Our Aims**

This strategy has three main aims, which have been developed in order to address priorities identified following a self-assessment carried out between October 2009 and February 2010.

### **Aim 1: Deepening our Relationship with the Public**

In looking at the Ladder of Engagement on page 8, we recognise that more of our activity clusters at the lower rungs, and there is scope to increase the extent to which we empower and involve people to consistently high standards across our organisation. We will support elected members in their role as community leaders to lead this approach.

- We will refresh the Citizens' Panel and develop a forward plan for its use, so that it is more actively used and there is a stronger relationship between the Council and members of the Panel. We will then seek to develop this further with the Local Strategic Partnership;
- We have developed good relationships with a range of 'informed' and 'connected' people within our community using a community communicator approach. We will ensure a long-term future for these relationships by building the learning from this approach into other ways of engaging with our public.
- If we are to see a deepening of the relationship between the Council and the public, and greater empowerment of our local communities, then our officers need a sound understanding of the issues around empowerment and co-production and the skills to match. We will provide the competency framework and development opportunities for this.
- We will work with staff who are visible to the community in the work that they do to feedback messages, myths, and concerns that they pick up from local people 'on the street'. This will allow us to respond proactively via the most appropriate communication methods, target areas for further engagement and show local residents that they are listened to.
- We will always look for the best ways to engage with our community, using evidence based reasons and methods for communicating with them.
- We will build honest relationships with the community and partners based on trust by making sure we share information, feedback on engagement activity and be clear where we can make a difference to residents' needs and aspirations. Where we can't meet residents needs we will explain the reasons why.



## **Aim 2: Developing new ways of engaging and building trust with local people**

The world is changing. Whilst some in our community are not regular users of computers, many more are developing their online relationships with friends and organisations through social media. The use of social media is cost-effective, and provides an unparalleled opportunity for two-way engagement on issues that matter to residents. We will develop our use and confidence in interacting in these forums.

- We will develop a presence for the Council on the major social media networks like Facebook and Twitter.
- To ensure confidence amongst officers at all levels in the use of social media, we will develop and agree a simple protocol to govern its use, with guidance on how and when to respond to posts and the best ways to develop an online presence.
- We will review our current Consultation Portal, provided by Limehouse Software, with a view to ensuring that it is either more flexible in its application, or that it is replaced by a more user-friendly and dynamic system.
- We will widen the use of other technologies such as text messaging.
- We will increase the transparency of decision making processes for residents and communities by having honest conversations from the outset and setting clear objectives for engagement activities. We will also follow the Government's guidelines on publishing data online, starting with financial transaction data.
- We will ensure that consideration is given to the cost effectiveness of engagement exercises, with appropriate thought given to the need for it to happen and ways in which residents could be targeted to use the most appropriate channels available.

## **Aim 3: Working better together**

Engaging with the public is of limited value if what they tell us doesn't affect decision-making. We also need to ensure that we do not engage the same people repeatedly on a related set of issues because we have not shared information between directorates and partner organisations. We will get better at using the results of consultation, sharing them, and in planning future activity together.

- We will introduce mechanisms to better inform each other about the ways in which we are planning to consult and engage with people. These mechanisms will include the development of an overarching consultation plan which will be made available on the Partnership website and reported at the Engagement Officers Group.
- We will ensure that summaries and outcomes of consultation conducted by the Council are shared, with headline reports and short summaries for major exercises allowing everyone to access the findings more easily using the partnership website. We will seek to track and monitor how decisions are affected by consultation, and how the consultation we are doing relates to our overall policy framework.
- We will refresh the Community Engagement Officers' Group, with the intention of making it more of a 'living network', rather than being focused around formal meetings and sharing of information. In particular, we will develop the group's capacity to jointly deploy its limited resources in difficult economic times.

- We will continue to promote the basic principles set out in this strategy for sound engagement with the public
- We will ensure that our overarching plans and priorities are based on the views expressed by the community, so that our actions delivers the sort of borough that our residents want to see for now and the long term.

## **How Will this Strategy Be Monitored?**

Ultimate officer responsibility will rest with the Divisional Director of Corporate Policy and Public Affairs.

Practical day-to-day implementation will be reviewed by the Community Engagement Officers' Group which comprises key individuals with engagement responsibility across the Partnership. This group is also tasked with delivering the action plan outlined in the strategy, and to ensure that the partnership reduce duplication, cost and consultation overload.

The Strategy falls within the portfolio of the Cabinet Member for Crime, Justice and Communities. Of course, it has wide-ranging implications for all portfolios, but also has particular relevance for the portfolios of the Leader, Deputy Leader and Customer Services and Human Resources.

Whilst being of interest to all select committees, the Strategy will be of greatest relevance to the Safer & Stronger Communities Select Committee to whom reports on progress will be made periodically.

## Our Action Plan

### Aim 1: Deepening our relationship with the public

Priority	Action	Milestones	Lead
Develop the Citizens' Panel as a mechanism for listening to the community more effectively.	<p>We will do the following with the Citizens' Panel:</p> <ul style="list-style-type: none"> <li>• Clarify purpose</li> <li>• Refresh its membership</li> <li>• Raise awareness of the panel via Engagement Officers Group so they can use it to form focus groups</li> <li>• Develop a prioritised plan for the use of the Panel and use it to test what the key issues are for the borough on universal and specific levels.</li> </ul>	<ul style="list-style-type: none"> <li>• November 2011</li> <li>• January 2012</li> <li>• January 2012</li> <li>• March 2012</li> </ul>	Group Manager Policy & Performance
Make it easy for people to tell us what they think	<ul style="list-style-type: none"> <li>• Promote opportunities to discuss concerns with their Ward Members via the News</li> <li>• Mainstream the Community Communicator approach by supporting front line staff to feed back opinions / views they hear from the public when they are at work, and proactively responding to these issues.</li> <li>• Use customer insight information to understand the most effective channels of communication to use to reach and engage with residents</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing</li> <li>• October 2011 and ongoing</li> <li>• Ongoing</li> </ul>	Group Manager Marketing and Communications  Group Manager Policy & Performance

Priority	Action	Milestones	Lead
Be transparent to enable residents, organisations and businesses to review and challenge published information	<ul style="list-style-type: none"> <li>• Publish payments to suppliers over £500 on the website monthly</li> <li>• Communicate the Council's commitment to transparency and engagement: promote adoption of this strategy</li> <li>• Review other boroughs' activities to look for good and better practice in presentation and distribution</li> </ul>	<ul style="list-style-type: none"> <li>• December 2010 and ongoing</li> <li>• October 2011</li> <li>• January 2011</li> </ul>	<p>Director Finance &amp; Resources</p> <p>Group Manager Policy &amp; Performance</p>
Work with and involve residents and businesses to develop solutions to issues that are important to them	<ul style="list-style-type: none"> <li>• Share learning across the Council from the Locality Project approach to engagement using qualitative research methods like customer journey mapping and resident interviews</li> <li>• Identify pilots to test the use of co-production and empowerment</li> <li>• Undertake another Place Survey to identify what customers feel and think about living in the borough &amp; review outcomes</li> </ul>	<ul style="list-style-type: none"> <li>• December 2011</li> <li>• April 2012</li> <li>• November 2011</li> </ul>	<p>Group Manager Policy &amp; Performance</p>
Support residents to have their voice heard and exercise their democratic rights	<ul style="list-style-type: none"> <li>• Develop and promote campaigns relevant to local people's concerns and priorities and enable people to get involved- eg campaign for local health services</li> </ul>	<ul style="list-style-type: none"> <li>• As appropriate</li> </ul>	<p>Group Manager Marketing &amp; Communications</p>

Priority	Action	Milestones	Lead
Be responsive and honest with the community	<ul style="list-style-type: none"> <li>• Provide feedback to residents on consultation and engagement activity via channels like The News, the council and Partnership website, Facebook etc.</li> <li>• Promote best practice in engagement across the borough: a 'you said we did' approach to engagement feedback so residents can see where their voice has made a difference; if residents needs or issues cannot be met, tell them and explain the reasons why</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing</li> <li>• December 2011 and ongoing</li> </ul>	Engagement Officers Group

**Aim 2: Developing new methods for engaging**

Priority	Action	Milestones	Lead
<p>Enable residents to communicate and engage using social media channels and text messaging</p>	<ul style="list-style-type: none"> <li>• Maintain a Facebook page for the Council to encourage community conversations between residents, and engagement with council services.</li> <li>• Develop the use of the Council’s Twitter account to promote messages and announcements to the local community</li> <li>• Develop the use of text messaging in the council and across the partnership to facilitate community involvement and two way conversations with residents.</li> <li>• Support Members to use social media effectively in their role as community leaders – deliver briefing</li> </ul>	<ul style="list-style-type: none"> <li>• Ongoing</li> <li>• November 2011</li> <li>• January 2012</li> <li>• December 2011</li> </ul>	<p>Group Manager Marketing &amp; Communications</p>
<p>Enable officers at all levels to be confident in the use of social media</p>	<ul style="list-style-type: none"> <li>• Implement a ‘Social Media Acceptable Use Policy’ and communicate across the council</li> <li>• Work across the Partnership to develop proposals for the increased use of social media for engagement</li> </ul>	<ul style="list-style-type: none"> <li>• December 2011</li> <li>• December 2011</li> </ul>	<p>Group Manager Marketing &amp; Communications</p> <p>Engagement Officers Group</p>

Priority	Action	Milestones	Lead
<p>Ensure that where appropriate all consultations are available for completion online</p>	<ul style="list-style-type: none"> <li>• Review current Consultation Portal provided by Limehouse Software and other potential software options.</li> <li>• Investigate the ability of the online consultation portal to be smart phone friendly.</li> <li>• Ensure that Select Committees, directorates and organisations are aware of the consultation portal and use it when they run consultations.</li> <li>• Where customer insight data tells us that residents are likely to respond to consultations online, actively promote as a low cost engagement option for the council and Partnership</li> </ul>	<ul style="list-style-type: none"> <li>• January 2011</li> <li>• January 2011</li> <li>• December 2011</li> <li>• December 2011 and ongoing</li> </ul>	<p>Group Manager Policy &amp; Performance</p>

**Aim 3: Working better together**

Priority	Action	Milestones	Lead
Work with partners to co-ordinate and share consultation and engagement activity	<ul style="list-style-type: none"> <li>• Regularly review consultation and engagement plans with lead officers across the Partnership and facilitate co-ordination and joint working (Engagement Officers Group)</li> <li>• Publish and maintain a consultation forward plan on the Partnership Website</li> </ul>	<ul style="list-style-type: none"> <li>• November 2011 &amp; ongoing</li> <li>• January 2012</li> </ul>	Group Manager Policy & Performance
Ensure appropriate and effective feedback of the results of consultation exercises	<ul style="list-style-type: none"> <li>• Communicate results of major engagement and consultation activity on:                             <ul style="list-style-type: none"> <li>• Partnership Website</li> <li>• Facebook Page</li> <li>• e-bulletin</li> <li>• Directly to consultees</li> </ul> </li> <li>• Maintain a system for tracking and monitoring how decisions are affected by consultation and how the consultation we are doing relates to our overall Policy Framework</li> </ul>	<ul style="list-style-type: none"> <li>• March 2012 &amp; ongoing</li> <li>• January 2012 &amp; ongoing</li> </ul>	Group Manager Policy & Performance



Priority	Action	Milestones	Lead
Refresh the Community Engagement Officers' Group	<ul style="list-style-type: none"> <li>• Refresh terms of reference and membership</li> <li>• Create a Engagement Officers' Forum hosted on the Partnership Website to discuss current issues/ facilitate co-ordination</li> </ul>	<ul style="list-style-type: none"> <li>• November 2011</li> <li>• February 2012</li> </ul>	Group Manager Policy & Performance
Ensure that the principles for listening and engaging as set out in this document are followed and embedded in every engagement and empowerment activity.	<ul style="list-style-type: none"> <li>• Refresh the Engagement and Empowerment 'toolkit'</li> <li>• Brief Engagement Officers' Group on the contents of the toolkit and encourage its usage</li> </ul>	<ul style="list-style-type: none"> <li>• February 2012</li> <li>• March 2012</li> </ul>	Group Manager Policy and Performance
Empower staff across the council to feedback messages they hear from the community to relevant colleagues in the Council	<ul style="list-style-type: none"> <li>• Roll out through mainstreaming of community communications approach with frontline staff</li> <li>• Continue to deliver relevant training – include in learning &amp; development strategy</li> <li>• Reinforce through internal communications</li> </ul>	<ul style="list-style-type: none"> <li>• October 2011 &amp; ongoing</li> <li>• December 2011 &amp; ongoing</li> <li>• Ongoing</li> </ul>	Divisional Director Corporate Policy & Public Affairs

# Appendix One: Our Community Engagement Principles

The strategy seeks to develop and extends good practice across organisations in the partnership. We have developed a set of principles to be used in carrying out community engagement activities.

We will:

## **1. Work in partnership with all relevant agencies to join up our engagement activities**

- Support Elected Members, the Partnership and council directorates to have a clear understanding of Barking and Dagenham's communities
- Ensure that voluntary and community organisations are effectively represented across the Partnership
- Work together to co-ordinate engagement activities and resources where possible to avoid duplication and over-engagement, and to make better use of what we already know
- Build trust between our communities and partnership agencies

## **2. Engage to make a difference**

- Engage where there is a real opportunity for people to have an impact and influence decisions on those issues which local people care about and which have direct implications for local people
- Ensure that the outcomes of community engagement are used to plan and deliver services, strategies and policies that reflect the needs and aspirations of local communities
- Promote the principles of effective community engagement within the work of all agencies of the Partnership and ensure that engagement is carried out to a consistently high professional and ethical standard

## **3. Be clear about what we're asking**

- Make the aim of engagement clear
- Provide clarity for local partners and local people about the opportunities there will be to shape services and what the benefits might be

- Be honest about what can and can't be achieved or influenced from the beginning
- Ensure that participants understand what they are taking part in and how their views will be used
- Ensure that there are engagement opportunities from the beginning of any process to develop policies, strategies and services
- Ensure that participants understand when consultation has finished and what will happen next

#### **4. Be inclusive and aim to engage with all communities**

- Ensure that individuals have the opportunity to express their views and know that these views will be listened to and respected
- Take into account particular needs of individuals or groups and aim to overcome any difficulties people may have in engaging, for example, following best practice in engaging with people with disabilities
- Research ways of increasing involvement with communities who are not in touch with public agencies
- Ensure that communities who are directly affected by an initiative are aware of opportunities to influence it where appropriate
- Ensure that engagement methods are accessible and appropriate to the communities or individuals who are participating, and ensure that all sections of the community have opportunity to get involved on issues that matter to them
- Liaise at an early stage in each consultation and engagement activity with the equalities fora which exist specifically to support engagement with older, young, disabled, LGBT, Faith and BAME communities
- Engage communities of interest on specific issues relevant to them

#### **5. Communicate the results of engagement activities**

- Ensure that communities are aware of the impact of their input by making sure participants receive feedback as soon as possible, and that they are told when this will be
- Ensure that communities who are affected by an initiative receive feedback on engagement activities, through a variety of channels where appropriate within six weeks of the close of the consultation period.
- Give participants the opportunity to feed back to partners on the engagement process
- Review and evaluate the engagement process and learn from it

**6. Build the capacity of communities to take part in engagement activities**

- Ensure that the statutory and voluntary sectors are supported to develop their skills and capacity in order to facilitate communities to engage effectively
- Establish a coordinated and consistent approach to community engagement including better use of resources and sharing information between partners
- Use engagement to strengthen partnership working to identify and solve community issues
- Recognise and build on the strengths of volunteers to encourage community cohesion, wider participation in local life and the development of new skills.

**7. Ensure quality assurance and value for money in engagement.**

- Evaluate the quality of community engagement activity; whether it is timely, meaningful, inclusive and accessible, appropriately targeted, relevant and delivered to a high standard.

## Appendix Two: Mechanisms for Engaging

### Appendix 2: Mechanisms for Engaging

The following describes how the Partnership is working to promote local democracy through its engagement mechanisms. It has focused mainly on engagement with the wider public, rather than with other stakeholders (such as RSLs, voluntary sector organisations, businesses). The majority (but not all) of these mechanisms are wholly or partially driven or maintained by the Council.

Activity	Notes
Ward councillors	All Councillors hold ward surgeries, and some are proactive in arranging ward walkabouts, meeting people where they are to discuss issues of concern.
Scrutiny Select Committees	These are a potential source of engagement, and a number of scrutiny reviews have engaged with stakeholder groups, but there is more work to be done to engage with the wider public - e.g. encouraging the involvement of residents in reviewing the quality of services, developing new policies and setting scrutiny work plans
Citizens Panel	A broadly representative sample of 1,000 residents who can be consulted and involved on strategic as well as service related issues.
Service user forums	Council directorates have all established forums to consult and inform their users, for example the Learning Disability Partnership.

<p>Survey research</p>	<p>Targeted continuous mechanisms for engagement (such as borough-wide surveys measuring and monitoring customer satisfaction with our services) are used to ensure that the views of a representative range of local people are gathered regularly to inform decision-making and to improve our 'corporate knowledge' and evidence base. This is supported by the online 'Consultation Portal', which gives all residents the chance to tell us what they think about local services by taking part online. Work is underway to explore the use of social media to help us better interact with, and respond to, the community. This includes the development of a council Facebook and Twitter page.</p>
<p>Safer Neighbourhood Meetings</p>	<p>Each ward in Barking and Dagenham has a dedicated Safer Neighbourhoods team, and a panel made up of members of the community who live or work within that ward. This panel meets regularly to discuss the concerns facing the local community around crime and anti-social behaviour, and set the priorities the local police team will tackle. Time is set aside at the beginning and end of each meeting to discuss any Council-specific issues that residents have (meetings are attended by ward councillors and 'buddy' Heads of Service). Work is underway to increase the representativeness of ward panels.</p>
<p>Staff engagement and consultation:</p> <ul style="list-style-type: none"> <li>● Trade unions</li> <li>● BAME Network</li> <li>● Disability Network</li> <li>● LGBT Network</li> </ul>	<p>BAME staff have been entitled to attend a Forum network meeting on the first Tuesday of every month in staff time. The LGBT staff network has not been particularly active.</p>
<p>Equalities fora:</p> <ul style="list-style-type: none"> <li>● BAME Forum</li> <li>● Faith Forum</li> <li>● Disability Equality Forum</li> <li>● LGBT Forum</li> <li>● BAD Youth Forum</li> <li>● Older People's Forum</li> </ul>	<p>The Council commissions these on behalf of the Partnership.</p>
<p>Young People:</p> <ul style="list-style-type: none"> <li>● Children's 'Let our voices be heard' Forum</li> </ul>	<p>The Council has a long history of engaging young people in decision making processes, working alongside other key sector providers in the borough:</p> <ul style="list-style-type: none"> <li>● Once a term, children of 5-12 who are representatives of their school councils and Youth Groups come and do different activities depending on the theme of the forum.</li> </ul>

<ul style="list-style-type: none"> <li>● Young People's Safety Group</li> <li>● Urban Question Time</li> <li>● Seen and Heard</li> <li>● Youth clubs</li> <li>● BAD Youth Forum</li> </ul>	<ul style="list-style-type: none"> <li>● For young people aged between 11-19. The group acts as a young person advisory body to the Local Safeguarding Children's Board, who are a panel of professionals from the Police, Local Authority and NHS Barking and Dagenham with the responsibility of keeping children and Young People in Barking and Dagenham safe.</li> <li>● A question and answers session; an opportunity for children and young people to give their views of key issues in the borough such as crime, careers, and health to a panel of senior professionals.</li> <li>● Barking and Dagenham's Children's Services annual conference for Children and Young People in the borough aged 12-19.</li> <li>● Youth services in conjunction with the Police have set up ward based youth clubs working with parents.</li> <li>● See previous section</li> </ul>
<p>Social Housing Residents:</p> <ul style="list-style-type: none"> <li>● Housing Forums</li> <li>● Tenants and Residents Associations</li> <li>● Tenants Federation</li> </ul>	<p>There is a range of mechanisms available to engage and empower the residents that live in our 23,000 council owned properties. We work with our local communities and their representative groups to provide appropriate opportunities to influence the way in which their homes are managed and to give them skills and training to do this effectively.</p> <ul style="list-style-type: none"> <li>● There are two Housing Forums which meet three times a year and consist of councillors, tenants, leaseholders and residents.</li> <li>● The Tenants Participation team provides support and training to enable the establishment and operation of Tenants and Residents Associations, and funds the Tenants Federation as an umbrella organisation relating to tenants matters. However, coverage is not universal across the borough, and different Associations have varying degrees of coverage of tenant vs resident issues. Associations are to a varying extent independent from Council support.</li> </ul>
<p>Parents Forums</p>	<p>These have been established in Children's Centres and offer parents a regular opportunity to influence decisions at the children's centre, for example parents have led the development of the parents and carers website.</p>
<p>Community hubs</p>	<p>The borough has a number of formal and informal local groups and networks of active community members, centred around a variety of themes including neighbourhood issues and shared</p>

interests. Although we are aware of several of the groups, the number and range of community hubs is not fully developed in the borough. These are some examples of the kinds of community hubs which exist in the borough:

- Leases are being signed imminently on 8 community centres. The community associations informally discuss local issues as well as centre issues.
- Independent community hubs e.g. Kingsley Hall and Harmony House
- 'Friends-of' groups; Friends of parks, Churchyards, Parent Teacher Associations. These all discuss local community issues informally.
- Interest groups, for example, Elderberries; A group of people aged 50+ who take part in a number of leisure and social activities.



## **The Barking and Dagenham Partnership**

The Barking and Dagenham Partnership brings together partners from the private, public, voluntary and community sectors into an overarching partnership for the whole borough. It provides a strategic umbrella for policy development, to ensure that all partners and partnerships are working towards the same goals. The partnership wants to be fully informed about the needs of all those who live, work and study in the borough, to ensure that services address these needs.

In order to inform the design and delivery of services across partners, and to avoid duplication, it is essential that partners are aware of and share each other's consultation and engagement outcomes. Any additional engagement carried out by the partnership will be developed together with partners to address particular gaps in consultation and engagement.

## **Barking & Dagenham Community & Voluntary Sector**

Barking & Dagenham Council for Voluntary Service (B&D CVS) is the umbrella organisation for the voluntary and community sector (including social enterprises) in Barking & Dagenham. It promotes and supports the sector, helping it to be effective, influential, flexible, responsive, value based, community led and well resourced. It works at a strategic level to promote and represent the interests of the sector, and provide practical support and direct services to organisations and the people who run them.

Barking & Dagenham CVS does not claim to be "The Voice" of the voluntary and community sector in Barking & Dagenham. It firmly believes that the sector has many voices, all of them legitimate. Instead, the CVS supports communities and the organisations that represent them to make their voices heard in their own way, and provides a platform from which all communities are able to influence local policy makers and service providers.

The Barking and Dagenham Compact builds on the work of the Barking and Dagenham Partnership. It agrees that the Council, the NHS Barking and Dagenham and the voluntary and community organisations will work together for the benefit of local people. This underlines the commitment of the Council and voluntary and community organisations to equality of opportunity and dialogue to develop effective working relationships. The Barking and Dagenham Compact recognises the importance of effective consultation with Barking and Dagenham's diverse communities and includes principles that mirror the ones adopted for this strategy.

## **Survey research**

Targeted continuous mechanisms for engagement - such as borough wide surveys measuring and monitoring customer satisfaction with our services - are used to ensure that the views of a representative range of local people are gathered regularly to inform decision-making and to improve our 'corporate knowledge' and evidence base.

## **Online Consultation**

The online 'Consultation Portal' gives all residents the chance to tell us what they think about local services by taking part online. Large and small, private or public consultation exercises can be carried out, including questionnaires, online discussions and commenting on consultation document sections.

## **Safer Neighbourhood Meetings**

Each ward in Barking and Dagenham has a dedicated Safer Neighbourhoods team. Each ward has a panel made up of members of the community who live or work within that ward. This panel meets regularly to discuss the concerns facing the local community around crime and anti-social behaviour, and sets the priorities the local police team will tackle. They also get involved in working with the police team and local partner agencies such as the council to find lasting solutions to these priorities.

## **Social Housing Residents**

The Council has recently agreed a new framework for housing engagement which meets the standards of the Tenant Services Authority (TSA). Written alongside this strategy, the new framework has been designed to enable tenants to shape and influence their services and to be involved at a local level through two Housing Forums. The Framework will allow influence and scrutiny over the following areas:

- Development of the Council's Housing Strategy,
- • Housing Allocations Policy review,
- • Housing policies and service levels
- • Development and monitoring of the HRA Business Plan
- • Housing Asset Management Strategy (HAMS)

Each Housing Forum will meet three times a year and will be open to all members of the public and councillors to discuss housing related issues that matter most to them in their local area. Housing resident's will also get the opportunity to work on specific focussed tasks to improve areas or issues of concern

There are a range of mechanisms available to engage and empower the residents that live in our 23,000 council owned properties. We work with our local communities and their representative groups to provide appropriate opportunities to influence the way in which their homes are managed and to give them skills and training to do this effectively. There are opportunities to monitor services, influence improvements and service levels and make decisions on local priorities at both a local and borough wide level.

## **Commissioning**

Commissioning works in partnership with local people and organisations to provide a range of high quality, value for money, safe services which meet local residents' social care and housing support needs. The Council develops a strategic understanding of what kind of services people want in order to live independent lives of their choice through consultation with people with social care needs and potential service users, their families, carers and advocates.

Adult Commissioning implements the shared vision through a variety of methods and often in partnership with other local authorities and NHS ONEL. These include stimulating and developing the market as well as formally tendering for externally provided services where a gap is identified . Quality assurance processes such as contract monitoring, spot checks and service user and carer feedback ensure that services continue to be of good quality and what our local residents want. The types of services commissioned include support for carers, home care, residential care and advice and support services.

### **Personalisation**

The Council is responsible for transforming how we deliver social care through the implementation of Personalisation. Personalisation (sometimes known as self-directed support) is a national approach underpinned by the principle that the individual is the best person to decide how their needs are best met. When someone is eligible for social care services they receive a personal budget to buy services of their choice rather than being allocated a service.

Personalisation increases peoples' choice and control over how they live their lives. The implementation of Personalisation has resulted in radical changes in how our services are organised, what we do, when we work with social care users, what services are delivered and how we commission and monitor services.

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## CABINET

22 NOVEMBER 2011

<b>Title:</b> Proposed Amalgamation of Cambell Infant and Junior Schools to form Cambell Primary School	
<b>REPORT OF THE CABINET MEMBER FOR CHILDREN AND EDUCATION</b>	
<b>Open report</b>	<b>For Decision</b>
<b>Wards Affected:</b> Goresbrook	<b>Key Decision:</b> Yes
<b>Report Author:</b> Mike Freeman, Group Manager – Schools Estate	<b>Contact Details:</b> Tel: 020 8227 3492 E-mail: mike.freeman@lbbd.gov.uk
<b>Accountable Divisional Director:</b> Jane Hargreaves, Divisional Director of Education	
<b>Accountable Director:</b> Helen Jenner, Corporate Director of Children's Services	
<p><b>Summary:</b></p> <p>This report presents a proposal for the amalgamation of Cambell Infant and Junior Schools to form an all-through Primary School with effect from the start of the Spring Term 2012 (Academic year 2011/12).</p> <p>This proposal has been initiated for the following main reasons:</p> <ul style="list-style-type: none"> <li>• educationally, a single school is able to ensure a more consistent approach to teaching and learning for the children than two separate schools;</li> <li>• the school can look at its management structure with a view to ensuring the best use of staff across the two schools. The combined expertise of the staff would be greater than in the two separate schools;</li> <li>• the school would have a combined budget and would benefit from greater flexibility;</li> <li>• the school will be able to rationalise the use of all resources and gain efficiencies including the benefits from the combination of funding from the individual school budgets and surplus balances carried forward from previous years.</li> </ul>	
<p><b>Recommendation(s)</b></p> <p>The Cabinet is recommended to agree the proposal for the amalgamation of Cambell Infant School and Cambell Junior School into one primary school with effect from 1 January 2012.</p>	
<p><b>Reason(s)</b></p> <p>The Cabinet needs to consider changes proposed in the organisation and structure of schools as designated by the provision of the Education and Inspections Act 2006. The Council's policy is to consider amalgamation of linked infant and junior schools whenever a headship is vacant. In this case there are clear benefits of amalgamation.</p>	

## **1. Introduction and Background**

1.1 Management arrangements at Cambell Junior School are going through a process of change and Mrs Kerry Thomas, Headteacher of Cambell Infants School has been Acting Headteacher at Cambell Junior School since September 2011. She is, therefore, covering both posts at present. This has therefore created an opportunity to examine the existing arrangements of organisation at the Schools as the Authority always considers amalgamation when a Headteacher leaves a paired infant or junior school. Further, the Cambell Schools are suitable for amalgamation owing to their size (4 forms of entry – 120 pupils per year group) and their shared site.

## **2. Proposal and Issues**

2.1 Technically, the proposal involves closing Cambell Junior School with effect from 31 December 2011 and enlarging the age-range of the existing Cambell Infant School. The age-range of the infant school will be expanded from age 3 to 7 years to age 3 to 11 years with effect from 1 January 2012. All pupils on the school roll of Cambell Infant and Junior schools as at the end of the Winter Term 2011 will transfer onto the roll of the Primary School.

2.2 An interim governing body is to be established to focus on the amalgamation of the schools. This governing body will determine a new Instrument of Government, in accordance with the Education School Governance (Constitution) (England) Regulations 2003, once the Primary School is set up.

2.3 This proposal will set a uniform standard number of 120 pupils per year group and will give a consistent provision across all the age ranges.

2.4 The benefits seen in this proposal include:

- an amalgamated school will ensure approaches to teaching, learning and planning the curriculum are consistent and coherent;
- the school will have a combined budget and would benefit from greater flexibility;
- the school will be able to rationalise the management structure to ensure the best use of staff across the schools. The combined expertise of the staff would be greater than in the two separate schools.

2.5 On amalgamation of the schools, any current extended school services offered by Cambell Infant and Junior schools will continue in the same way, unless the school decides otherwise.

2.6 Implementation of the proposals would change the current school governance arrangements with the creation of one governing body with powers to determine budgetary and staffing issues as required.

### **3. Options Appraisal**

- 3.1 As indicated in 1.1 above, there was a dialogue with representatives of both Governing Bodies to explore options. At that time there was in-principle support for an amalgamation and it was agreed to begin the statutory consultation process. It is recommended that the amalgamation is the preferred option, as opposed to continuing with the current two school arrangement.

### **4. Consultation**

- 4.1 Consultation regarding the amalgamation of the schools has taken place and includes discussion at Governing Body meetings on 23 June and 30 June 2011 for the infant and junior schools respectively. Further, a letter was sent to parents, carers, guardians and pupils of both schools on 14 July 2011.
- 4.2 A Notice was published in The News on 17 September 2011 for a period of six weeks ending 28 October 2011. The notice was on display at the main public library in Barking and on both the infant and junior school notice-boards.
- 4.3 Therefore, parents have had the opportunity to raise any concerns or issues. No responses were received regarding the letter sent to parents, carers, guardians and pupils of both schools on 14 July 2011. Further, no responses were received regarding the Notice published on 17 September 2011.

### **5. Financial Implications**

Implications verified by: Tracie Evans, Corporate Director of Finance & Resources

- 5.1 The Schools have been advised that there will be a financial impact on their budgets and it would be consistent with previous primary sector amalgamations for there to be a level of protection for the period covering three financial years with effect from April 2012. However there is a clear risk that this may not be continued within the National Funding Formula for schools due to begin from April 2013.
- 5.2 This protection covering salaries for management and administration posts will be funded through the Delegated Schools Budget, and is subject to approval by the Schools Forum. In future, the Primary School will be able to rationalise the use of all resources and gain efficiencies including the benefits from the combination of funding from the individual school budgets, the standard fund allocations and surplus balances carried forward from previous years.
- 5.3 In addition there will be a reduction in the devolved formula capital allocation. The formula lump sum element funding allocated on an individual school basis will now reduce to one allocation for the Primary school. This should not have a significant effect on the schools budget or on the projects planned for the forthcoming budget settlement.
- 5.4 The schools have been advised that there will be a financial impact on their budgets and that under current arrangements there would be a level of protection for the period covering three financial years with effect from April 2012. However a new national school funding formula is due to be in place from April 2013 and there is a risk of protective funding not being continued.

- 5.5 Should current arrangements persist, it is estimated that under current arrangements the school will receive additional funding amounting to the equivalent cost of one Deputy Headteacher salary and one full time administrative post per full financial year to compensate for protected salaries in the amalgamation and restructure of the infant and junior school staffing establishments.
- 5.6 The school buildings do not require any major changes at this stage and there will not be any foreseen funding requirements from the Children’s Services capital programme funded by the Council. However there will be a reduction in the devolved formula capital allocation. The formula lump sum element funding allocated on an individual school basis will now reduce to one allocation for the Primary school. This should not have a significant effect on the school’s budget or on the projects planned for the forthcoming budget settlement.
- 5.7 In terms of formula allocations, Cambell Infant School received £2,006,419 and the Junior School received £1,690,079. On amalgamation, it is likely this amount of allocation would remain the same as allocations are chiefly driven using factors that include pupil numbers and the gross internal area of the school buildings and these factors are unlikely to change.
- 5.8 Over time we would expect to see some staff savings (with the benefit going to the school). The most likely outcomes would be:

The reduction of an administrative post	– approximately	£30K
The reduction of one Headteacher post	– approximately	£70K
The reduction of a deputy Headteacher post	– approximately	<u>£60K</u>
Saving		£160K
These would probably be offset by an increased salary for the new Headteacher	- approximately an additional	<u>£15K</u>
Therefore, potential net saving for the schools		<u>145K</u>

- 5.9 It should also be noted that in the short term it could cost the DSG more as the LA has historically provided salary protection following amalgamations as noted above. It would therefore be prudent to ball park an estimate for savings to the schools on staffing of around £75K, plus any economies of scales from contracts and service level agreements.

## 6. Legal Implications

Implications completed by Fiona Taylor, Legal Group Manager

- 6.1 The Education and Inspections Act 2006 and associated Guidance issued by the Department for Education empowers the Local Authority to amalgamate two schools through closure of Cambell Junior School and consequent change in upper age limit of Cambell Infant School to form an all through Primary school.
- 6.2 There are two ways to ‘amalgamate’ two existing schools:



- a. by closing down both schools and opening a new one which will result in a new school number being issued for it; or
  - b. close one school and enlarge the age range of an existing school to accommodate the displaced pupils.
- 6.3 Procurement issues arise out of the first proposal as the new school would have to be established either through a competition or by applying to the Department for Education for exemption from the competition requirements, but not out of the second.
- 6.4 The report proposes discontinuance of Cambell Junior School and consequent change in upper age limit of Cambell Infant School to form an all through Primary school through their amalgamation.
- 6.5 The Council may bring forward such proposals in its role as the Local Education Authority, but must comply with the requirements specified in Part 2 of the Education and Inspections Act 2006, Schedule 2 to the Act and regulations made under the Act.
- 6.6 The School Organisation (Establishment and Discontinuance of Schools) (England) Regulations 2007 (“the Discontinuance Regulations”) govern the proposed discontinuance. The School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2007 (“the Prescribed Alterations Regulations”), govern the proposed change in upper age limit.
- 6.7 In respect of both the discontinuance and the change in age limit, the Council is required to follow a two stage process; to consult with interested parties (families of the pupils, staff, trade unions and governing bodies) and to then publish its proposals. The consultation period is not prescribed in statute. However, the Department for Education provides a Guideline of six weeks. The Council must demonstrate how it considered the views of the consultees. At the end of that period, the Council is required to publish its proposals to discontinue the Junior School and extend the age range of the Infant School. The published proposals should state that the two proposals are dependent, i.e. one will not be implemented without the other.
- 6.8 It is essential that the published notices comply with the statutory requirements as set out in the Regulations otherwise they may be judged invalid.
- 6.9 There will be changes in school governance as a result of these proposals but the school will remain a local authority controlled community school, although there will only be one governing body for the future. The consultation process is designed to support these changes.
- 6.10 The Legal Practice confirms that there are no legal reasons preventing Cabinet from approving the recommendations of this report.
- 6.11 Once approved, the proposals must be implemented as published.

## **7. Other Implications**

### **7.1 Risk Management**

These proposals effectively close the junior school and expand the infant school to a primary school covering the age range 3-11 years. The junior school was subject to a special measure judgment from Ofsted in June 2011. The Local Authority is working closely with the school and governing body to bring about rapid improvements. The amalgamation of the junior and infant schools will enable some of these changes to be made more rapidly and will bring additional leadership capacity to the junior school. In an early visit to the school Ofsted judged the school and LA to have made good progress in taking decisive action rapidly.

### **7.2 Staffing Issues**

Staff at both schools will be informed that their employment will be with Cambell Primary School with effect from 1 January 2012 and that all other terms and conditions of their contract of employment remain the same.

### **7.3 Property / Asset Issues**

The amalgamation of the two schools will allow for a pooling of asset related revenue budgets, and the ability to manage property costs over both buildings, which will support a better maintenance regime.

## **Background Papers Used in the Preparation of the Report:**

- Legislation which allows this – Education and Inspections Act 2006
- DFE Guidance – Expanding a Maintained Mainstream School by Enlargement or Adding a Sixth Form and Closing a Maintained Mainstream School
- Council Policy House
- Children & Young People Plan
- Inclusion Strategy
- Consultation letter dated 14 July 2011
- Notice published 17 September 2011

## **List of appendices:**

None.

## CABINET

22 NOVEMBER 2011

<b>Title:</b> Youth Offending Service Inspection, July 2011	
<b>REPORT OF THE CABINET MEMBER FOR CRIME, JUSTICE AND COMMUNITIES</b>	
Open report	<b>For Information</b>
<b>Wards Affected:</b> None	<b>Key Decision:</b> No
<b>Report Author:</b> Dan Hales, Group Manager, Youth Offending Service	<b>Contact Details:</b> Tel: 020 8227 3723 E-mail: dan.hales@lbbd.gov.uk
<b>Accountable Divisional Director:</b> Glynis Rogers, Divisional Director, Community Safety and Public Protection	
<b>Accountable Director:</b> Anne Bristow, Corporate Director of Adult and Community Services	
<p><b>Summary:</b></p> <p>Her Majesty's Inspectorate of Probation (HMIP) is running Core Case Inspections on every Youth Offending Service (YOS) in England and Wales. This programme entails visits to all Youth Offending Services over a three-year period which started in April 2009. Its primary purpose is to assess the quality of practice against published criteria, in relation to assessment, interventions and outcomes.</p> <p>As the inspection regime nears its end, London is one of the final regions to be inspected. Barking and Dagenham's YOS was inspected in July, and received a very <b>good</b> result, with the lead inspector rating the result as <b>creditable</b> (compared to 'disappointing' for some other London boroughs) and with the score for 'reducing the likelihood of re-offending' being <b>one of the best in the country</b>. Currently, B&amp;D has the highest scoring YOS in the London Region. These results were published publicly on 12<sup>th</sup> October 2011. A copy of the HMIP Inspection Report is attached at Appendix 1.</p> <p>At the same time as HMIP were inspecting the YOS, CQC reviewed the delivery against health needs for young offenders. The findings suggest that whilst some services are in place for the health needs of young offenders, more focus needs to be given by Health Services in terms of supporting the YOS and the general health needs of young offenders. This is being addressed via a specific public health Needs Assessment and the YOS Chief Officers' Group (YOS COG). A copy of the letter is attached at Appendix 2.</p>	
<b>Recommendation(s)</b>	
The Cabinet is recommended to note the contents of the report.	
<b>Reason(s)</b>	
The Inspection ranked the YOS as <b>creditable</b> and recognises the work that Barking and Dagenham is doing to change outcomes for young people who are offending or who are at risk, and safeguarding the public.	

## **1. Introduction and Background**

### **1.1 The Youth Offending Service (YOS)**

The role of the Barking and Dagenham Youth Offending Team is to prevent offending by young people at risk of offending and social exclusion and reduce re-offending of those within the Criminal Justice System. The YOS has a specific public protection role.

1.1.1 The Youth Offending Team is a multi-agency partnership service comprising staff from Local Authority, police, probation, education, CRI Subwise, CAMHS and Connexions. It works closely with young offenders and their parents or carers as well as with court, other criminal justice agencies and other organisations or groups that support young people and recognise the unique value and contribution that they make to society.

1.1.2 The Team is committed to the following outcomes:

- To prevent offending by children and young people
- To reduce re-offending of those in the criminal justice system
- To improve victim satisfaction
- To work with the local crime reduction strategy to reduce youth crime
- To achieve these outcomes irrespective of the ethnic origin, gender, religion, disability or sexuality of service users

### **1.4 The Inspection Process**

Her Majesty's Inspectorate of Probation (HMIP) is conducting a three year inspection of all 157 Youth Offending Services (YOS) in England and Wales. This programme started in April 2009 and will be completed by April 2012. The London Region is one of the last to be inspected from June – December 2011. In the week commencing 18<sup>th</sup> July, Her Majesty's Inspectorate of Probation (HMIP) conducted a Core Case Inspection of Barking and Dagenham's Youth Offending Service (YOS).

1.4.1 The results of 116 YOS inspections have been published; 7 of these are London Boroughs (and include Barking and Dagenham). The results of 40 other inspections are forthcoming; 25 of these will be London Boroughs.

1.4.2 The inspections are based entirely around detailed case audits, with HMIP randomly selecting a number of cases. Inspectors focus on three main areas:

- Safeguarding
- Reducing risk of Harm
- Reducing Likelihood of Reoffending

These areas are awarded a percentage score, and that percentage score is allocated to one of the following bands according to the amount of changes required:

- Minimum
- Moderate
- Substantial
- Drastic

1.4.3 At present, the average scores nationally and regionally are as follows:

	<b>England &amp; Wales Average</b>	<b>London Region Average</b>
<b>Safeguarding</b>	68%	58%
<b>Risk of Harm</b>	63%	52.5%
<b>Risk of Reoffending</b>	71%	66%

## 2. Barking and Dagenham YOS Results

2.1 HMIP randomly selected 38 cases to inspect. Three inspectors then visited the YOS for four days, carrying out an interview with each allocated YOS Practitioner. Our overall results are as follows:

	<b>Score</b>	<b>Changes Required</b>
<b>Safeguarding</b>	75%	Minimum
<b>Risk of Harm</b>	65%	Moderate
<b>Risk of Reoffending</b>	86%	Minimum

More detailed scores of connected areas are show below:

### 2.1.1 Assessment and Planning

Risk of Harm to Others	64%
Likelihood of Reoffending	84%
Safeguarding	81%
<b>Overall</b>	<b>80%</b>

### 2.1.2 Interventions

Protecting the Public by Minimising Risk of Harm to Others	72%
Reducing the Likelihood of Reoffending	90%
Safeguarding the child or young person	83%
<b>Overall</b>	<b>82%</b>

### 2.1.3 Outcomes

Achievement of Outcomes	74%
Sustaining Outcomes	91%
<b>Overall</b>	<b>78%</b>

- 2.2 These scores are exceptionally high, and show an excellent return for the Borough's YOS. In comparison with London so far, they are the **highest achieved**. Inspectors of the YOS said:

*"We found the YOS staff group to be enthusiastic and committed to working with the children and young people they were responsible for. The YOS was reaping the benefits of its investment in developing staff through an internal apprenticeship scheme, which had given career opportunities to those who had worked as volunteers or sessional staff."*

- 2.3 Additionally, John Drew, Chief Executive of the Youth Justice Board, wrote to the Director and the Borough's YOS:

*"Please accept my congratulations on your excellent Core Case Inspection result. London is a hard place to work in a YOT for a great many reasons, and as you are probably aware yours is the **strongest result yet in London**. There are many more Inspections to be completed but I'm confident you will still find yourselves in the top echelon of YOTs. Well done!"*

- 2.4 The Borough's YOS has made radical changes to both staffing structure and risk management/case planning mechanisms over the last year and this approach is reflected in the overall result of the inspection.

- 2.5 The restructure of the case management team has meant that cases are now managed end-to-end by staff. This allows for previously specialist work such as Pre-Sentence Reports, Intensive Supervision and Surveillance, and Detention and Training Orders to be merged within the caseload of all workers.

- 2.6 The re-commissioning of prevention services has led to cost savings and efficiencies: the new service is designed for both pre- and post-sentence interventions, which should further reduce both first time entrants and re-offending.

- 2.7 The restructure also allows for a far greater focus on supervision by the new Principal Practitioners. Weekly case planning meetings are now held for all cases with a Vulnerability Management Plan and/or Risk Management Plan, and are chaired jointly by two Operations Managers, with both Practitioners and Partnership staff in attendance. These systems also deliver more effective oversight on compliance and enforcement procedures.

- 2.8 As these results suggest, these changes are having a positive effect on the work of the YOS and outcomes for young offenders.

- 2.9 A plan is currently being drafted, in response to the Inspectors' four recommendations, for submission to HMIP in November. A draft will be available in due course.

#### 2.10 Recommendations for Improvement

HMIP have recommended four changes to ensure that in a higher proportion of cases:

- (a) a timely and good quality assessment and plan, using Asset, is completed when the case starts;

- (b) specifically, a timely and good quality assessment of the individual's *Risk of Harm to Others* and vulnerability is completed at the start, as appropriate to the specific case;
- (c) cases that meet Multi-Agency Public Protection Arrangements (MAPPA) criteria are correctly and consistently identified, and then referred or notified to MAPPA in accordance with national guidance; and
- (d) there is regular and effective oversight by management, especially of screening decisions, that is clearly recorded within the case record, as appropriate to the specific case.

## 2.11 Inspection of Health

2.11.1 During the course of the HMIP assessment, the Care Quality Commission (CQC) carried out a brief inspection at Barking & Dagenham YOS, with the intention of reviewing the PCT's contribution to the YOS and following up a number of the general issues outlined in the publication 'Actions Speak Louder.' The main strengths identified were:

- (a) the quality of the YOS parenting workers;
- (b) the quality of the sexual health programmes, which the YOS has developed independently of the PCT;
- (c) the life skills courses for young people living independently or semi-independently;
- (d) effective joint working among Substance Misuse and the parenting workers in identifying who may benefit from programmes;
- (e) the case practitioners and Substance Misuse workers that have been 'Young People Friendly' trained have good general sexual health awareness;
- (f) case practitioners have a good understanding and are confident in initiating Common Assessment Frameworks to secure assistance for vulnerable young people on the end of statutory orders;
- (g) the YOS is well represented and is an active member of a number of strategic partnerships enabling them to influence commissioning and service provision;
- (h) the redefined commissioning arrangements, which are now integrated with Borough-wide commissioning arrangements;
- (i) the full case reviews on closure of a case, which ensure that any outstanding needs are being met by relevant services.

2.11.2 Areas for improvement were, however, highlighted in a series of recommendations:

- (a) there should be overarching clarity by the Commissioning services on the management (especially the disclosure) of information to ensure consistent practice is employed amongst the YOT partners. This would ensure that the health and well-being (including safeguarding) of the child is central;
- (b) health professionals should input into court training to enhance understanding of the needs of CYP and how these can be best facilitated within the Criminal Justice System;
- (c) joint working should be encouraged between health partners to ensure a holistic service is delivered to CYP to meet their needs;
- (d) case Practitioners should have access to health professionals to assist/advise them on assessing the health needs of CYP and ensuring appropriate referrals are made to agencies or community services;

- (e) there should be specific or formal monitoring of how health services relate to offending behaviour or re-offending;
- (f) health practitioners should monitor ASSET scores below their referral criteria to identify unidentified need.

2.11.3 The CQC made clear that the PCT, as a statutory partner of the YOS Management Board, is obliged to take an active interest in promoting and securing health services and ensuring service delivery to YOS CYP, and criticised the PCT for being “*an absent partner in the planning, review and delivery of health provision within the YOS, including the development of healthy eating and sexual health programmes.*”

2.11.4 The PCT have agreed to three main steps to increasing their involvement:

- (a) a needs assessment of young offenders within the YOS will be conducted, potentially involving Public Health. This will mean including it within the broader JSNA being undertaken at present.
- (b) a review of current commissioned health provision contracts to determine ownership, quality assurance and the inclusion of risk mitigation measures such as the maintenance of services in the event of staff leaving or being absent will be undertaken.
- (c) service specifications with the YOS will be developed. These should include clear outcome measures and governance arrangements relating to the sharing of information between parties to ensure safeguarding is at the forefront of their work with CYP and their families.

## 2.12 Looking Forward

The work of the YOS to date and the health needs of offenders are being addressed through the refresh of the Joint Strategic Needs Assessment (JSNA). A plan to address all areas identified for improvement is being drafted for submission to HMIP in November, which will then be monitored by the Youth Justice Board and Community Safety Partnership.

## 3. **Options Appraisal**

3.1 As this report is for information there is no options appraisal

## 4. **Consultation**

4.1 As this report is for information there has been no widescale consultation. Comments have been sought from the Police and Health in terms of the outcomes of the Inspections and in terms of action planning for improvement.

## 5. **Financial Implications**

Implications completed by: Ruth Hodson, Group Manager ACS Financial Services

5.1 In terms of financial implications the biggest impact on the broader public purse relates to reoffending. With a score of 86% it is evident that the YOS is impacting on this area and that young people are supported away from offending and into more positive lives.



- 5.2 The YOS total gross budget for YOS in 2011/12 is £2,258,031, which consists out of the LBBD base budget allocation of 1,547,384 and income from various sources of £710,647.

## **6. Legal Implications**

Implications completed by: Fiona Taylor, Group Manager Safeguarding Law

- 6.1 Section 17 of the Crime and Disorder Act 1998 places a duty on councils to do all they reasonably can to reduce crime and disorder locally working with our partner agencies. The duty gives a focus on how councils' delivery of core services can make a significant difference to crime reduction and in particular young people's services. This report details Her Majesty's Inspection of Youth Services nationally and focuses on the results of the B&D inspection in July of this year. The Department of Health reviewed the work of health services in relation to the youth offending cohort and identified gaps in service provision will be addressed through the Joint Strategic Needs Assessment (JSNA) which is a statutory document produced in accordance with the Local Government & Public Involvement in Health Act 2007 and which will inform the business planning processes for services for the council and its health partners going forward.

## **7. Other Implications**

### **7.1 Risk Management**

The Youth Offending Services operates a risk management approach. Risk considers the risk to the community as well as the risk of harm to the offender. Risk is reviewed under the new YOS systems regularly. Regular supervision of cases helps to manage this risk and the quality of casework has been recognised in this inspection.

### **7.2 Contractual Issues**

There are no contractual issues relating to this report

### **7.3 Staffing Issues**

There are no staffing issues relating to this report, though the Inspectors recognise the dedication and efficacy of YOS staff.

### **7.4 Customer Impact**

In terms of service delivery the YOS delivers a service primarily to young people as service users. At the same time in terms of victims and those who live in fear of crime the service impacts on all areas of our community and sometimes on our most vulnerable. The positioning of the YOS within ACS ensures that the impact of young offenders' behaviour on the wider community is acknowledged at the same time as a statutory children's service is delivered.

Nationally, over-representation of BME groups in the youth justice system has caused concern work fairly and effectively with BME offenders. Further analysis at a local level is required on the difference in demographics of youth offenders and the disposals used. This is needed to ascertain whether there are any differences in the demography for those who have further action taken against them and those that have not.

The Borough's changing demographic is critical: an increase in the number of young people residing in the Borough and a reduction in the Borough's number of FTEs

(people in Full-Time Employment) is expected over the next 10 years. This will require a continued focus through policing and preventative initiatives. A reduction in funding now would increase the risk of the unintended consequence that more crime could occur in the medium term, with the costs likely to outweigh any short term savings. The Joint Strategic Needs Assessment has recognised a need to undertake an analysis of young offenders and pre-court disposals to ascertain whether there is over-representation of young people from Black and Minority Ethnic (BME) backgrounds locally.

#### **7.5 Safeguarding Children**

The Youth Offending Service safeguards those children who are most at risk in terms of criminogenic behaviour and who also pose a risk to the community. It aims to divert those at risk away from criminality and to prevent re-offending of those who do enter the criminal justice system. The YOS score for safeguarding children was above the national average and minimum improvement is needed. The Report mentions that training around Multi-Agency Public Protection Arrangements (MAPPA) would be beneficial and will be included in the brief response plan.

#### **7.6 Health Issues**

At the same time as the YOS Inspection a thematic inspection of the contribution of Health was undertaken. The report of the Inspector is attached at Appendix 2. It is suggested that whilst YOS officers address mental health and substance misuse by young offenders there is a gap in provision in terms of assessing and addressing general health. This is being addressed through the Joint Strategic Needs Assessment and YOS Chief Officers' Group. The JSNA has advised that:

- Services such as Child and Adolescent Mental Health and Drugs Services are safeguarded and included within the YOS model, as part of the Multi-Agency Locality Teams.
- A strong focus on prevention is built and maintained

#### **7.7 Crime and Disorder Issues**

Section 17 of the Crime and Disorder Act places a statutory duty on the Council and partners to jointly address the needs of young offenders as detailed at Section 6 (Legal Implications) above. The provision of YOS Services discharges that duty.

#### **List of appendices:**

- Appendix 1: Full HMIP Report on the YOS Inspection
- Appendix 2: Full CQC Recommendations Letter
- Appendix 3: HMIP's Press Release



Inspection of  
Youth  
Offending

*Archwilio Rhaglen Troseddwy'r Ifanc*



Arolygiad ar y Cyd Cyfiawnder Troseddol

# Core Case Inspection of youth offending work in England and Wales

Report on youth offending  
work in:

## **Barking and Dagenham**

ISBN: 978-1-84099-480-3

2011



## Foreword

This Core Case Inspection of youth offending work in Barking and Dagenham took place as part of the Inspection of Youth Offending programme. We have examined a representative sample of youth offending cases from the area, and have judged how often the Public Protection and the Safeguarding aspects of the work were done to a sufficiently high level of quality.

We judged that the Safeguarding aspects of the work were done well enough 75% of the time. With the Public Protection aspects, work to keep to a minimum each individual's *Risk of Harm to others* was done well enough 65% of the time, and the work to make each individual less likely to reoffend was done well enough 86% of the time. A more detailed analysis of our findings is provided in the main body of this report, and summarised in a table in Appendix 1. These figures can be viewed in the context of our findings from Wales and the regions of England inspected so far – see the Table below.

We found the YOS staff group to be enthusiastic and committed to working with the children and young people they were responsible for. The YOS was reaping the benefits of its investment in developing staff through an internal apprenticeship scheme, which had given career opportunities to those who had worked as volunteers or sessional staff.

Many of the cases we inspected showed a worrying degree of violence, much of it gang related, with the children and young people as both victims and perpetrators. This provided the very difficult context the YOS operated within. Conversely, there were several cases in the sample where consideration could reasonably have been given to diversion from prosecution by way of a reprimand or final warning.

Operating within this difficult context, the YOS had achieved some good results, particularly in the areas of reducing the likelihood of offending and outcomes. Overall, we consider this a creditable set of findings.

*Liz Calderbank*  
Her Majesty's Chief Inspector of Probation

October 2011

	Scores from Wales and the English regions that have been inspected to date			Scores for Barking and Dagenham
	Lowest	Highest	Average	
<b>'Safeguarding' work</b> <i>(action to protect the young person)</i>	37%	91%	68%	<b>75%</b>
<b>'Risk of Harm to others' work</b> <i>(action to protect the public)</i>	36%	85%	63%	<b>65%</b>
<b>'Likelihood of Reoffending' work</b> <i>(individual less likely to reoffend)</i>	43%	87%	71%	<b>86%</b>

## **Acknowledgements**

We would like to thank all the staff from the Youth Offending Service, members of the Management Board and partner organisations for their assistance in ensuring the smooth running of this inspection.

*Lead Inspector*

*Mark Boother*

*Inspectors*

*John Llewellyn Thomas; Caroline Nicklin*

*Support Staff*

*Andy Doyle*

*Publications Team*

*Alex Pentecost; Christopher Reeves*

*Chief Inspector*

*Liz Calderbank*

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## Scoring and Summary Table

This report provides percentage scores for each of the 'practice criteria' essentially indicating how often each aspect of work met the level of quality we were looking for. In these inspections we focus principally on the Public Protection and Safeguarding aspects of the work in each case sample. Accordingly, we are able to provide a score that represents how often the *Public Protection* and *Safeguarding* aspects of the cases we assessed met the level of quality we were looking for, which we summarise here<sup>1</sup>. We also provide a headline 'Comment' by each score, to indicate whether we consider that this aspect of work now requires either **MINIMUM, MODERATE, SUBSTANTIAL** or **DRASTIC** improvement in the immediate future.

<b>Safeguarding score:</b>	
This score indicates the percentage of <i>Safeguarding</i> work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
<b>Score:</b> <b>75%</b>	<b>Comment:</b> <b>MINIMUM improvement required</b>
<b>Public Protection – Risk of Harm score:</b>	
This score indicates the percentage of Risk of Harm work that we judged to have met a sufficiently high level of quality. This score is significant in helping us to decide whether an early further inspection is needed.	
<b>Score:</b> <b>65%</b>	<b>Comment:</b> <b>MODERATE improvement required</b>
<b>Public Protection - Likelihood of Reoffending score:</b>	
This score indicates the percentage of Likelihood of Reoffending work that we judged to have met a sufficiently high level of quality.	
<b>Score:</b> <b>86%</b>	<b>Comment:</b> <b>MINIMUM improvement required</b>

We advise readers of reports not to attempt close comparisons of scores between individual areas. Such comparisons are not necessarily valid as the sizes of samples vary slightly, as does the profile of cases included in each area's sample. We believe the scoring is best seen as a headline summary of what we have found in an individual area, and providing a focus for future improvement work within that area. Overall our inspection findings provide the 'best available' means of measuring, for example, how often each individual's *Risk of Harm to others* is being kept to a minimum. It is never possible to eliminate completely Risk of Harm to the public, and a catastrophic event can happen anywhere at any time – nevertheless a 'high' *RoH* score in one inspected location indicates that it is less likely to happen there than in a location where there has been a 'low' *RoH* inspection score. In particular, a high *RoH* score indicates that usually practitioners are 'doing all they reasonably can' to minimise such risks to the public, in our judgement, even though there can never be a guarantee of success in every single case.

<sup>1</sup> An explanation of how the scores are calculated can be found in Appendix 5



## **Recommendations for improvement**

(primary responsibility is indicated in brackets)

Changes are necessary to ensure that, in a higher proportion of cases:

- (1) a timely and good quality assessment and plan, using Asset, is completed when the case starts (YOS Manager)
- (2) specifically, a timely and good quality assessment of the individual's *Risk of Harm to others* and vulnerability is completed at the start, as appropriate to the specific case (YOS Manager)
- (3) cases that meet Multi-Agency Public Protection Arrangements criteria are correctly and consistently identified, and then referred or notified to Multi-Agency Public Protection Arrangements in accordance with national guidance (YOS Manager)
- (4) there is regular and effective oversight by management, especially of screening decisions, that is clearly recorded within the case record, as appropriate to the specific case (YOT Manager).

## **Next steps**

An improvement plan addressing the recommendations should be submitted to HM Inspectorate of Probation four weeks after the publication of this inspection report. Once finalised, the plan will be forwarded to the Youth Justice Board to monitor its implementation.

## Making a difference

Here are some examples of Barking and Dagenham YOS work that impressed us.

### Assessment and Sentence Planning

#### General Criterion: 1.3

Dave was a former gang member who disclosed that he was at *Risk of Harm* from his former associates after his home was attacked and serious threats made against him. The YOS swiftly reassessed his level of vulnerability and liaised with other services to minimise the potential risk. Visits to the YOS were immediately suspended and joint home visits with the local police Safer Neighbourhood Team introduced. Senior managers from relevant agencies worked together to ensure that all reasonable action was taken to protect Dave.

### Delivery and Review of Interventions

#### General Criterion: 2.2

Emma was convicted of racially aggravated threatening behaviour. A thorough assessment concluded that she had a number of inter-connected difficulties in relationships at home, school and with her associates. She was socialising with adults and was vulnerable to sexual exploitation. Much of her problematic behaviour was based on her poor self-esteem and need to be approved of by her associates. She was referred to a girls programme run by the YOS appropriate to her needs but, although she attended the first group, she was not a willing or effective participant as she felt too intimidated by the group setting. The case manager arranged for another female worker to deliver the programme to her on a one-to-one basis.

### Outcomes

#### General Criterion: 3.1

Ms A, the victim of an assault, was keen to communicate with the girl who assaulted her but did not want to meet her face-to-face. The YOS provided the means for Ms A to make an audio recording to explain the effects of the offence to the perpetrator. The YOS then encouraged the perpetrator to make an apology in the form of an audio recording. The outcome was that the victim's wishes were met and the perpetrator was confronted with the human cost of her offending.

All names have been altered.

## Service users' perspective

### Children and young people

Twenty children and young people completed a questionnaire for the inspection.

- ◇ All but one of the children and young people knew why they had to attend the YOS and could recall being told what would happen when they did so.
- ◇ Two-thirds of respondents felt the YOS staff were 'really interested' in helping them. One thought that they were 'not interested'.
- ◇ Nearly all children and young people felt YOS staff listened to what they had to say and all but two said that action had been taken to deal with the things with which they needed help.
- ◇ Fourteen (82%) of those who responded remembered completing a *What do YOU think?* self-assessment.
- ◇ Three respondents said there were things in their lives that made them afraid whilst in contact with the YOS. All of the three said that the YOS had helped with their fear either a lot, or quite a lot.
- ◇ Over one-third of respondents said the YOS had helped with their education and/or training, making better decisions and understanding their offending. One-quarter thought the YOT had helped with issues around drug misuse, lifestyle and stress. Overall, 56% said something in their life had improved as a result of their work with the YOS.
- ◇ Over 80% of children and young people said they were either a lot less likely to offend (69%) or a bit less likely to offend (13%) as a result of their work with the YOS.

### Victims

Six questionnaires were completed by the victims of offending by children and young people.

- ◇ Four of the six respondents said that the YOS had fully explained the service they could offer. All but one respondent thought that their needs were fully taken into account.
- ◇ All but one said they had the chance to talk about any worries they had about the offence, or about the child or young person who had committed the offence.
- ◇ Three respondents said they were completely satisfied with the service offered by the YOS; one was not satisfied at all.
- ◇ One of the victims felt that the YOS staff had failed to pay sufficient attention to their safety.
- ◇ None of the victims had benefited from work done by the child or young person who had committed the offence.

## 1. ASSESSMENT AND SENTENCE PLANNING

**OVERALL SCORE: 80%**

### 1.1 Risk of Harm to others (RoH):

**General Criterion:**

*The assessment of RoH is comprehensive, accurate and timely, takes victims' issues into account and uses Asset and other relevant assessment tools. Plans are in place to manage RoH.*

**Score:**

**64%**

**Comment:**

**MODERATE improvement required**

#### **Strengths:**

- (1) An Asset RoSH screening had been undertaken in 92% of cases, with 76% completed on time.
- (2) In each of the 16 cases where a full RoSH analysis was required, one had been completed, three-quarters of which were on time.
- (3) The Asset RoSH classification was clearly recorded in all but three cases; in 72% of these, the classification appeared to be correct.
- (4) In 74% of cases, the RoSH assessment drew adequately on all appropriate information, including other agencies' and previous assessments and information from victims.
- (5) Where undertaken, RMPs were completed on time and to a sufficient quality.

#### **Areas for improvement:**

- (1) In each of the nine cases where we disagreed with the RoSH classification recorded, we felt the YOS had assessment was too low.
- (2) Although the RoSH analysis had been completed on all relevant cases, slightly less than half were of a sufficient quality. The main reasons were that the assessed risk classification was wrong, insufficient attention was paid to previous information, or not enough consideration was given to the needs of victims.

- (3) Partly as a consequence of underestimating the RoSH presented by children and young people, RMPs were not completed on several cases where we assessed one as being necessary.
- (4) Five cases in the sample met the criteria for MAPPA. Three of these were correctly assessed and managed at Level 1. One case had been correctly assessed at Level 2, although no action was taken as a result of the assessment. A further MAPPA eligible case had not been identified as such.
- (5) Management oversight of *RoH* issues was insufficient in 66% of the cases examined.

## 1.2 Likelihood of Reoffending:

### **General Criterion:**

*The assessment of the LoR is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to reduce LoR.*

### **Score:**

**84%**

### **Comment:**

**MINIMUM improvement required**

### **Strengths:**

- (1) An initial assessment of LoR had been completed in all cases. This assessment was timely in 82% of cases and of sufficient quality in 84%.
- (2) In 89% of cases, the child or young person had been actively engaged in the completion of the initial assessment. The *Asset What do YOU think?* tool had been used in two-thirds of cases and a specific assessment made of the child or young person's appropriate learning style in over 60%.
- (3) YOS workers were routinely in contact with other relevant agencies such as children's social care services (84%), education (84%) and substance misuse services (91%) to inform assessments. In nearly all appropriate cases, parents/carers were involved in the initial assessment.
- (4) The initial assessment of LoR was reviewed thoroughly at the correct intervals in 87% of cases.
- (5) A timely sentence plan was completed in seven of the nine relevant custodial cases.
- (6) A community intervention plan or referral order contract was produced in all but two cases, 81% were timely. The plans sufficiently addressed factors linked to offending (89%), Safeguarding (73%) and diversity needs (87%). All applicable plans identified positive factors, gave a clear shape to

the order (94%), focused on achievable change (92%), set relevant goals (94%) and reflected national standards (94%). YOS workers and relevant external agencies generally remained meaningfully involved throughout the sentence.

- (7) Children and young people were actively and meaningfully involved in intervention planning in 92% of cases, with parents/carers and significant others also involved in 86%.

**Areas for improvement:**

- (1) Intervention plans did not integrate with RMPs in three-quarters of relevant cases.
- (2) Work identified in custodial intervention plans was only prioritised according to *RoH* in 29% of relevant cases and sequenced according to offending-related needs in 43%. The plans were not sensitive to diversity needs in 57% of cases.

<b>1.3 Safeguarding:</b>	
<p><b>General Criterion:</b></p> <p><i>The assessment of Safeguarding needs is comprehensive, accurate and timely and uses Asset and other relevant assessment tools. Plans are in place to manage Safeguarding and reduce vulnerability.</i></p>	
<p><b>Score:</b></p> <p><b>81%</b></p>	<p><b>Comment:</b></p> <p><b>MINIMUM improvement required</b></p>

**Strengths:**

- (1) An Asset vulnerability screening had been undertaken in 89% of cases, with 76% on time. Safeguarding needs were reviewed as required in 79%.
- (2) VMPs, where produced, contributed to and informed interventions in all cases.
- (3) Secure establishments were made aware of vulnerability issues prior to, or immediately on, sentence in 78% of cases.

**Areas for improvement:**

- (1) Although vulnerability screenings were usually done, they were of sufficient quality in only 68% of cases. Of the cases we assessed as requiring a VMP, one had been produced in only one-third.

- (2) There was no effective management oversight of the vulnerability assessment in half of the relevant cases.

### **COMMENTARY on Assessment and Sentence Planning as a whole:**

Staff in the YOS were working with children and young people who were often involved in relatively serious offending. Nearly half the sample had been convicted of offences of violence (including robbery). Much of this offending was directly gang related. The *RoH* posed by these children and young people was too often underestimated. The level of *RoSH* was also often recorded differently in various parts of the assessment. These anomalies should have been rectified by management oversight. Where children and young people were not involved in gangs, there was nevertheless still a real likelihood that they might have become the victims of violence, targeted for being in a geographical area away from their homes. This was a worrying phenomenon and undoubtedly represented a form of vulnerability which many children and young people in the area experienced.

## 2. DELIVERY AND REVIEW OF INTERVENTIONS

**OVERALL SCORE: 82%**

### 2.1 Protecting the public by minimising Risk of Harm to others (RoH):

**General Criterion:**

*All reasonable actions have been taken to protect the public by keeping to a minimum the child or young person's RoH.*

**Score:**

**72%**

**Comment:**

**MODERATE improvement required**

**Strengths:**

- (1) *RoH* had been thoroughly reviewed in line with the required timescales in 81% of cases. Where there had been a significant change in circumstances, a review had been undertaken in 63% of cases.
- (2) Changes in *RoH* or other acute factors were anticipated whenever feasible in 72% of cases. In 13 of the 18 relevant cases, the change had been identified swiftly and acted on appropriately.
- (3) Staff contributed effectively to multi-agency meetings (other than MAPPA) in 83% of custody cases and 91% of community cases.
- (4) Purposeful home visits had been carried out throughout the course of the sentence, in accordance with the level of *RoH* posed or Safeguarding needs in 70% and 69% of cases respectively.
- (5) A full assessment of the safety of victims had been carried out in 75% of applicable cases; a high priority was given to victim safety in 65%.
- (6) In 86% of all cases, appropriate resources had been allocated to the assessed *RoH* throughout the sentence. Specific interventions to manage the *RoH* in the community were in place in 82%.

**Areas for improvement:**

- (1) In the one case that the YOS had identified as an MAPPA Level 2, we found no evidence of a multi-agency approach. A further relevant case was not correctly identified.



- (2) Specific interventions to manage *RoH* in custody were delivered as planned in only 57% of cases; reviews were not regularly undertaken after significant changes in circumstances.
- (3) Management oversight of *RoH* was effective in only 25% of custody and 48% of community cases.

<b>2.2 Reducing the Likelihood of Reoffending:</b>	
<b>General Criterion:</b> <i>The case manager coordinates and facilitates the structured delivery of all elements of the intervention plan.</i>	
<b>Score:</b> <b>90%</b>	<b>Comment:</b> <b>MINIMUM improvement required</b>

**Strengths:**

- (1) We assessed interventions delivered in the community as being of good quality in 95% of cases. All were designed to reduce the LoR, with all but one being appropriate to the learning style of the child or young person; 92% incorporated all relevant identified diversity needs.
- (2) Interventions in the community were thoroughly reviewed in 89% of cases, with reviews in custody undertaken in 88%.
- (3) Throughout the sentence the YOS worker actively motivated and supported the child or young person in community and custody cases in 92% and 75% of cases respectively.
- (4) Parents/carers were actively engaged by the YOS in almost every case whether in custody or the community.

**Areas for improvement:**

- (1) All requirements of the sentence had been implemented in only 58% of YROs.
- (2) In half of the custody cases, appropriate resources had not been allocated according to the assessed LoR throughout the sentence.

### 2.3 Safeguarding the child or young person:

**General Criterion:**

*All reasonable actions have been taken to safeguard and reduce the vulnerability of the child or young person.*

**Score:**

**83%**

**Comment:**

**MINIMUM improvement required**

**Strengths:**

- (1) All necessary immediate action had been taken to protect the child or young person in the community from immediate risk in three-quarters of relevant cases. Where any other child or young person was affected, immediate action was taken in all but one case.
- (2) All necessary referrals to ensure Safeguarding had been made to other relevant agencies in both of the relevant custodial cases and 81% of relevant ones in the community.
- (3) YOS staff and relevant agencies nearly always worked well together to promote the Safeguarding and well-being of the child or young person, both in custody and the community.
- (4) There was good evidence of the YOS and other staff working together to ensure continuity of the provision of services in the transition between custody and the community.
- (5) Specific interventions to promote Safeguarding in the community were identified in 88% of cases, and delivered in 81%. These interventions were appropriately reviewed in 87% of cases.
- (6) All relevant staff had supported and promoted the well-being of the child or young person in 87% of cases.

**Areas for improvement:**

- (1) In only half of relevant custodial cases were specific interventions to promote Safeguarding identified and delivered.
- (2) There had been effective management oversight of Safeguarding and vulnerability needs in only one-fifth of custody cases and two-thirds of community ones.

### **COMMENTARY on Delivery and Review of Interventions as a whole:**

We found much evidence of case managers helping children and young people develop and desist from offending. A good range of group work programmes were available and used as appropriate. Staff were generally well supported by other professionals in the borough.

Some staff were not clear about the role of MAPPAs, and had assumed that other multi-agency meetings had replaced them. Although the Serious Youth Violence Risk Management Panel had the potential to assist in the management of appropriate cases, it was not sufficient on its own for relevant MAPPA qualifying cases.

Overall, the quality of the delivery and review of interventions in the community was significantly better than for those in custody.

### 3. OUTCOMES

#### OVERALL SCORE: 78%

Our inspections include findings about initial outcomes, as set out in this section. In principle, this is the key section that specifies what supervision is achieving, but in practice this is by necessity just a snapshot of what has been achieved in only the first 6-9 months of supervision, and for which the evidence is sometimes only provisional.

#### 3.1 Achievement of outcomes:

**General Criterion:**

*Outcomes are achieved in relation to RoH, LoR and Safeguarding.*

**Score:**

**74%**

**Comment:**

**MODERATE improvement required**

#### **Strengths:**

- (1) In all but one case in the sample, the number of appointments arranged was sufficient to carry out the sentence of the court.
- (2) Where children and young people did not comply with the requirements of the sentence, the YOS took sufficient enforcement action in all but three cases.
- (3) Nearly two-thirds of cases showed a reduction in the offending-related factors identified in the initial assessment. The most common areas of progress were lifestyle, 15 out of 29 (52%); living arrangements, 9 out of 19 (47%); and thinking and behaviour, 13 out of 30 (43%).
- (4) There had been a reduction in the frequency of offending and seriousness of offending in 77% and 80% respectively and in the factors linked to Safeguarding in 57% of cases. All these results are considerably above the average for YOTs inspected to date.
- (5) All reasonable action had been taken to keep to a minimum the risk of the child or young person coming to harm from themselves or others in 74% of cases.

**Area for improvement:**

- (1) *RoH* had been effectively managed in 37% of cases; this was largely as a result of insufficient assessment or planning.

<b>3.2 Sustaining outcomes:</b>	
<b>General Criterion:</b> <i>Outcomes are sustained in relation to RoH, LoR and Safeguarding.</i>	
<b>Score:</b> <b>91%</b>	<b>Comment:</b> <b>MINIMUM improvement required</b>

**Strengths:**

- (1) Full attention had been paid to community integration for nearly all children and young people whether in custody or in the community.
- (2) Action had been taken, or plans were in place to ensure that positive outcomes were sustainable during the custodial part of the sentence in 89% of cases. For community cases the action had been taken, or plans were in place in 88%.

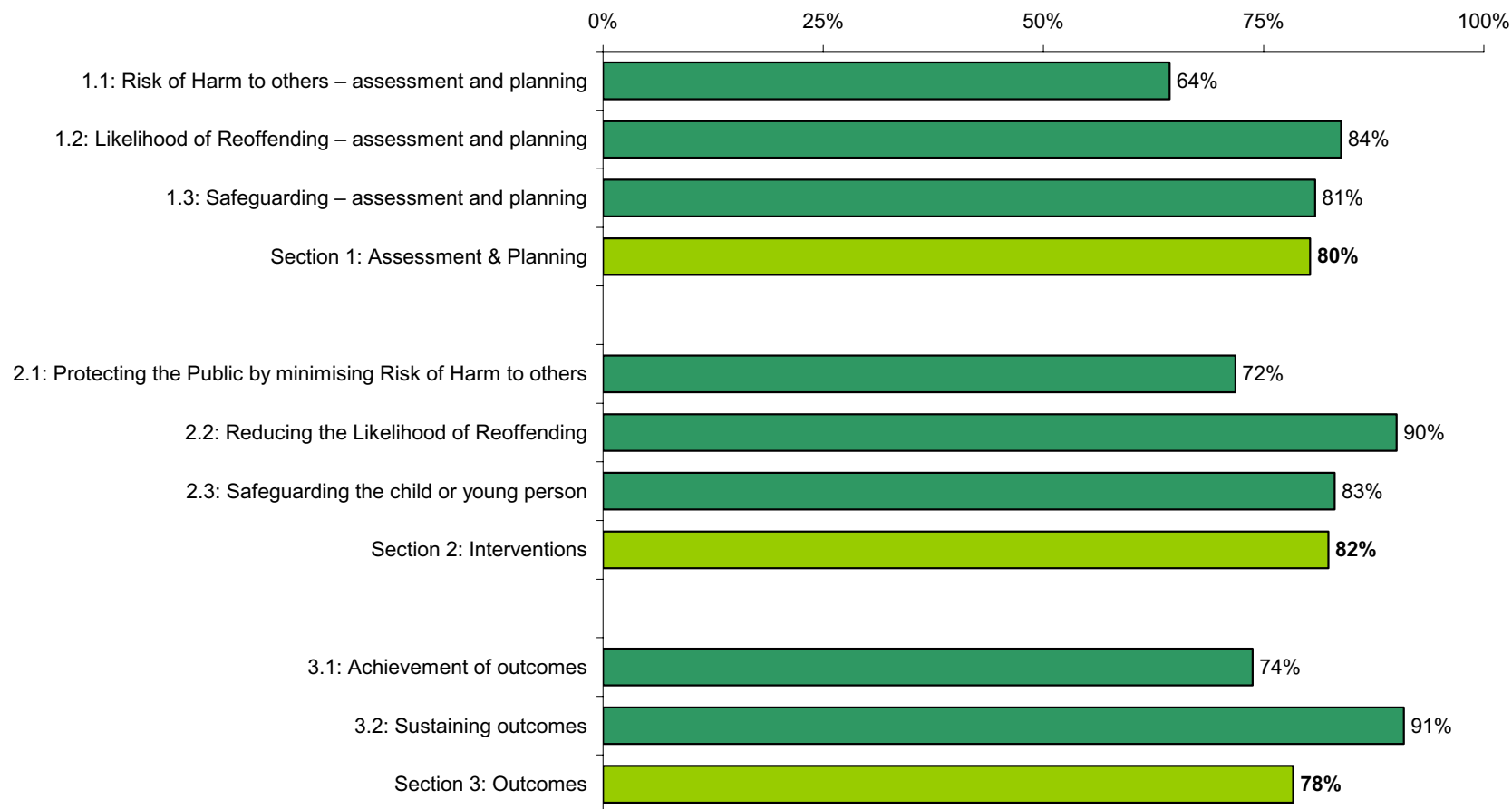
**COMMENTARY on Outcomes as a whole:**

The YOS worked well with other services in the borough to achieve positive outcomes. Generally children and young people were treated fairly but firmly. Where it was needed, enforcement and compliance action was usually taken.

Assessments led to appropriate interventions which, it would appear, often led to positive outcomes. The frequency and seriousness of offending data from the sample inspected were encouraging.

## Appendix 1: Scoring summary of sections 1-3

### CCI Barking & Dagenham General Criterion Scores



## Appendix 2: Contextual information

### Area

Barking and Dagenham YOS was located in London, in the East of the capital.

The area had a population of 163,944 as measured in the Census 2001, 10.9% of which were aged 10 to 17 years old. This was slightly higher than the average for England/Wales, which was 10.4%.

The population of Barking and Dagenham was predominantly white British (73%). The population with a black and minority ethnic heritage (27%) was above the average for England/Wales of 12%.

Reported offences for which children and young people aged 10 to 17 years old received a pre-court disposal or a court disposal in 2009/2010, at 35 per 1,000, were better than the average for England/Wales of 38.

### YOS

The YOS boundaries were within those of the Metropolitan Police area and the London Probation Trust.

The YOS was located within the Directorate of Community Safety and Public Protection It was managed by the Group Manager of Youth Offending Services.

The YOS offices were located close to the town centre.

### Youth Justice Outcome Indicators 2011/2012 onwards

The national youth justice indicators for England have been replaced by three outcome indicators. These indicators will also be used in Wales.

**1. The reoffending measure** is a count of the number of 10 to 17 year olds who reoffend within 12 months of their conviction.

**2. The first time entrants measure** counts the number of young people given their first pre-court or court disposal and thus entering the youth justice system within each year.

**3. The use of custody** for young people aged 10 to 17 years.

Data will be made available progressively through 2011, broken down by Local Authority area.

For further information about the YJB and the performance management of YOTs, please refer to:

<http://www.yjb.gov.uk/en-gb/practitioners/Monitoringperformance/>

## **Appendix 3: Inspection Arrangements**

Fieldwork for this inspection was undertaken in July 2011 and involved the examination of 38 cases.

### **Model**

The Core Case Inspection (CCI) involves visits to all 158 Youth Offending Teams in England and Wales over a three year period from April 2009. Its primary purpose is to assess the quality of work with children and young people who offend, against HMI Probation's published criteria, in relation to assessment and planning, interventions and outcomes. We look at work over the whole of the sentence, covering both community and custody elements.

### **Methodology**

The focus of our inspection is the quality of work undertaken with children & young people who offend, whoever is delivering it. We look at a representative sample of between 38 and 99 individual cases up to 12 months old, some current others terminated. These are made up of first tier cases (referral orders, action plan and reparation orders), youth rehabilitation orders (mainly those with supervision requirements), detention and training orders and other custodial sentences. The sample seeks to reflect the make up of the whole caseload and will include a number of those who are a high *Risk of Harm to others*, young women and black & minority ethnic children & young people. Cases are assessed by a small team of inspection staff with Local Assessors (peer assessors from another Youth Offending Team in the region). They conduct interviews with case managers who are invited to discuss the work with that individual in depth and are asked to explain their thinking and to show where to find supporting evidence in the record. These case assessments are the primary source of evidence for the CCI.

Prior to the inspection we receive copies of relevant local documents and a brief report from the Youth Justice Board. We also gather the views of service users (children & young people and victims) by means of computer and paper questionnaires.

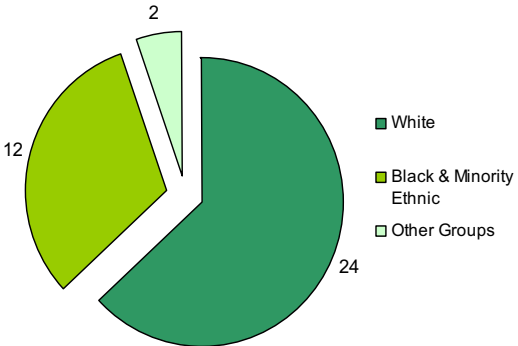
### **Publication arrangements**

- Provisional findings are given to the YOS two weeks after the inspection visit takes place.
- A draft report is sent to the YOS for comment 4-6 weeks after the inspection, with publication following approximately 6 weeks later. In addition to a copy going to the relevant Minsters, other inspectorates, the MoJ Policy Group and the Youth Justice Board receive a copy. Copies are made available to the press and placed on our website.
- Reports on CCI in Wales are published in both Welsh and English.

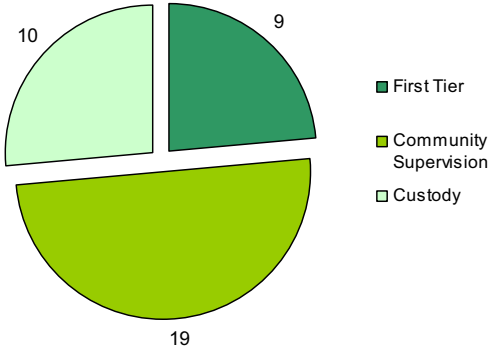


**Appendix 4: Characteristics of cases inspected**

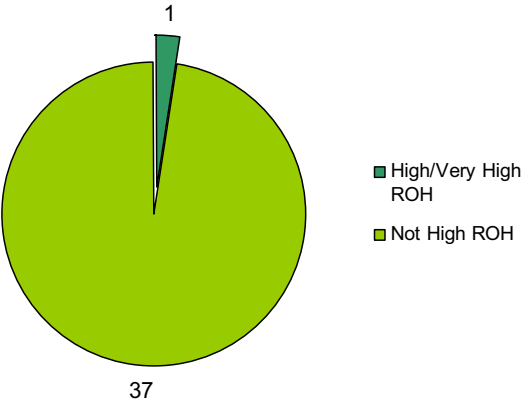
**Case Sample: Ethnicity**



**Case Sample: Sentence Type**



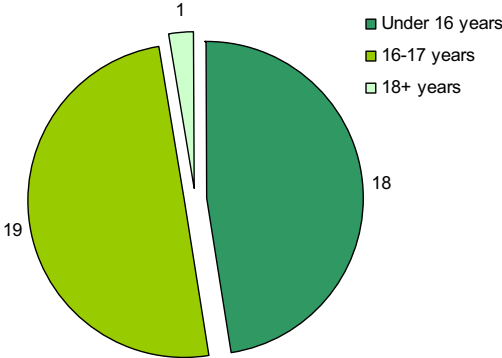
**Case Sample: Risk of Harm**



**Case Sample: Gender**



**Case Sample: Age at start of Sentence**



## Appendix 5: Scoring approach

This describes the methodology for assigning scores to each of the general criteria and to the *RoH*, *LoR* and Safeguarding headline scores.

A typical case consists of elements of work that were done well enough and others where there is room for improvement. Therefore, the question "what proportion of cases were managed well enough?" does not itself provide a meaningful measure of performance and is not useful to inform improvements.

Rather HMI Probation measure the more focused question "how often was each aspect of work done well enough?" This brings together performance on related elements of practice from all inspected cases.

Each scoring question in the HMI Probation inspection tool contributes to the score for the relevant general criterion and section in the report. The performance of the YOT on that aspect of practice is described within the section of the report linked to that criterion. Key questions then also contribute to one or more of the headline inspection scores. In this way the headline scores focus on the key outcomes whereas the general criterion scores include the underlying detail.

The **score for a general criterion** is the proportion of questions relating to that criterion, across all of the inspected cases, where the work assessed by that question was judged sufficient (i.e. above the line). It is therefore an average for that aspect of work across the whole of the inspected sample.

For **each section in the report** the above calculation is repeated, to show the proportion of work related to that section that was judged 'above the line'.

Finally, for each of the **headline themes**, the calculation is repeated on the key questions that inform the particular theme, to show the proportion of that aspect of work that was judged 'above the line'; thereby presenting the performance as an average across the inspected sample.

This approach enables us to say how often each aspect of work was done well enough, and provides the inspected YOT with a clear focus for their improvement activities.

## Appendix 6: Glossary

ASB/ASBO	Antisocial behaviour/Antisocial Behaviour Order
Asset	A structured assessment tool based on research and developed by the Youth Justice Board looking at the young person's offence, personal circumstances, attitudes and beliefs which have contributed to their offending behaviour
CAF	Common Assessment Framework: a standardised assessment of a child or young person's needs and of how those needs can be met. It is undertaken by the lead professional in a case, with contributions from all others involved with that individual
CAMHS	Child and Adolescent Mental Health Services: part of the National Health Service, providing specialist mental health and behavioural services to children and young people up to at least 16 years of age
Careworks	One of the two electronic case management systems for youth offending work currently in use in England and Wales. See also YOIS+
CRB	Criminal Records Bureau
DTO	Detention and Training Order: a custodial sentence for the young
Estyn	HM Inspectorate for Education and Training in Wales
ETE	Education, Training and Employment: work to improve an individual's learning, and to increase their employment prospects
FTE	Full-time equivalent
HM	Her Majesty's
HMIC	HM Inspectorate of Constabulary
HMI Prisons	HM Inspectorate of Prisons
HMI Probation	HM Inspectorate of Probation
Interventions; <i>constructive</i> and <i>restrictive</i> interventions	<p>Work with an individual that is designed to change their offending behaviour and/or to support public protection.</p> <p>A <i>constructive</i> intervention is where the primary purpose is to reduce Likelihood of Reoffending.</p> <p>A <i>restrictive</i> intervention is where the primary purpose is to keep to a minimum the individual's <i>Risk of Harm to others</i>. Example: with a sex offender, a <i>constructive intervention</i> might be to put them through an accredited sex offender programme; a <i>restrictive intervention</i> (to minimise their <i>Risk of Harm</i>) might be to monitor regularly and meticulously their accommodation, their employment and the places they frequent, imposing and enforcing clear restrictions as appropriate to each case. NB. Both types of intervention are important</p>
ISS	Intensive Surveillance and Supervision: this intervention is attached to the start of some orders and licences and provides initially at least 25 hours programme contact including a substantial proportion of employment, training and education
LoR	Likelihood of Reoffending. See also <i>constructive</i> Interventions
LSC	Learning and Skills Council
LSCB	Local Safeguarding Children Board: set up in each local authority (as a result of the Children Act 2004) to coordinate and ensure the effectiveness of the multi-agency work to safeguard and promote the welfare of children in that locality.

MAPPA	Multi-Agency Public Protection Arrangements: where probation, police, prison and other agencies work together locally to manage offenders who pose a higher <i>Risk of Harm to others</i>
Ofsted	Office for Standards in Education, Children's Services and Skills: the Inspectorate for those services in England (not Wales, for which see Estyn)
PCT	Primary Care Trust
PPO	Prolific and other Priority Offender: designated offenders, adult or young, who receive extra attention from the Criminal Justice System agencies
Pre-CAF	This is a simple 'Request for Service' in those instances when a Common Assessment Framework may not be required. It can be used for requesting one or two additional services, e.g. health, social care or educational
PSR	Pre-sentence report: for a court
RMP	Risk management plan: a plan to minimise the individual's <i>Risk of Harm</i>
RoH	<i>Risk of Harm to others</i> . See also <i>restrictive Interventions</i>
'RoH work', or 'Risk of Harm work'	This is the term generally used by HMI Probation to describe work to protect the public, primarily using <i>restrictive interventions</i> , to keep to a minimum the individual's opportunity to behave in a way that is a <i>Risk of Harm to others</i>
RoSH	Risk of Serious Harm: a term used in Asset. HMI Probation prefers not to use this term as it does not help to clarify the distinction between the <i>probability</i> of an event occurring and the <i>impact/severity</i> of the event. The term <i>Risk of Serious Harm</i> only incorporates 'serious' impact, whereas using ' <i>Risk of Harm</i> ' enables the necessary attention to be given to those offenders for whom lower <i>impact/severity</i> harmful behaviour is <i>probable</i>
Safeguarding	The ability to demonstrate that all reasonable action has been taken to keep to a minimum the risk of a child or young person coming to harm
Scaled Approach	The means by which YOTs determine the frequency of contact with a child or young person, based on their RoSH and LoR
SIFA	Screening Interview for Adolescents: Youth Justice Board approved mental health screening tool for specialist workers
SQIFA	Screening Questionnaire Interview for Adolescents: Youth Justice Board approved mental health screening tool for YOT workers
VMP	Vulnerability management plan: a plan to safeguard the well-being of the individual under supervision
YJB	Youth Justice Board for England and Wales
YOI	Young Offenders Institution: a Prison Service institution for young people remanded in custody or sentenced to custody
YOIS+	Youth Offending Information System: one of the two electronic case management systems for youth offending work currently in use in England and Wales. See also Careworks
YOS/YOT/YJS	Youth Offending Service/ Team/ Youth Justice Service. These are common titles for the bodies commonly referred to as YOTs
YRO	The youth rehabilitation order is a generic community sentence used with young people who offend.

## **Appendix 7: Role of HMI Probation and Code of Practice**

Information on the Role of HMI Probation and Code of Practice can be found on our website:

**<http://www.justice.gov.uk/about/hmi-probation/index.htm>**

The Inspectorate is a public body. Anyone wishing to comment on an inspection, a report or any other matter falling within its remit should write to:

*HM Chief Inspector of Probation  
2nd Floor, Ashley House  
2 Monck Street  
London, SW1P 2BQ*

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[www.cqc.org.uk](http://www.cqc.org.uk)

**25 July 2011**

Dear Ms Heather Mullin

**HMI Probation inspection of youth offending programme.**

As you are aware, HMI Probation has carried out an inspection of the youth offending services in your area recently. The Care Quality Commission (CQC) participated in this inspection with the intention of reviewing the PCT's contribution to the YOT and also following up a number of the general issues outlined in the publication 'Actions Speak Louder', and this letter sets out our findings and recommendations as a result of our visit. As explained in advance of this inspection, our individual findings do not form part of the feedback report by HMI Probation although any relevant information will be included in our assessment systems for 2011 -12. The information gathered will also be collated with other findings and will be fed back on a regional basis alongside HMI Probation.

It is understood that The YOS Chief Officers Group previously discharged its statutory functions as part of the Integrated Youth Support Services (IYSS) Meeting. However, they have since returned to hosting an independent YOS Chief Officers Group (YOS Management Board Meeting). The meeting is chaired by the Director of Adult and Community Services and reports directly to the Community Safety Partnership and Children's Trust for specific agenda items. Below this management level is the multi-agency management team consisting of all the distinct sections of the service e.g. CAMHS Service Manager.

The Borough Director Barking and Dagenham – ONEL PCTs is responsible for the commissioning of health provision for the YOS but was not previously represented on the IYSS Board. As recently as the 24 March 2011 the Chief Officers Group invited the PCT to attend their meeting although our expectation is that Health should contribute as a mandatory partner.

The YOS health provision currently consists of two CAMHS psychologists seconded to the YOS from North East London Foundation Trust (NELFT) accounting for 1.7 positions. The Senior CAMHS Psychologist works four days a week although the service is currently carrying a full time psychologist vacancy. There are two Substance Misuse workers employed by Subwise (via the Crime Reduction Initiative) commissioned through the DAAT Partnership. One substance misuse practitioner focuses on delivering Tier 1 education and awareness information while the other worker concentrates on providing tier 2-3 interventions predominantly on a one to one base for problematic drug users such as those addicted to SM and whose dependence influences their offending behaviour. There are currently no physical health professionals on site.

The findings of this inspection are as follows: -



## Assessment and Planning

### Strengths

- Case managers have a general but good awareness of healthy living issues such as regular exercise, healthy diet and do consider the presentation of the CYP. However, they lack awareness of conditions such as epilepsy, asthma and diabetes and how these may need to be considered and managed during interventions.
- YOS Practitioners reported good completion of learning style questionnaires and using this as a discussion tool.
- The Case Practitioners have access to a broad range of specialists to inform their assessment and planning of interventions such as Parenting workers, Substance Misuse worker, Police including the Victim worker, Reparation and educational staff and CAMHS personnel. The introduction of weekly consultation surgeries by CAMHS has been welcomed by Case Practitioners assisting their understanding and development of appropriate health interventions.
- YOS CAMHS has clear referral and assessment processes. Case Practitioners are required to complete referral forms for CYP referred to CAMHS who have scored 2 or above on the ASSET. CAMHS then meet with the CYP if they are not known to the service or require extra reassurance and explanation. At the first meeting with CAMHS a client confidentiality form is completed and the initial assessment is conducted over 3 sessions. Their assessments are good, assessing the CYP at the start and end of interventions using screening tools such as strength and difficulty questionnaires and the BECS Youth Intervention Psychometric. They also are able to conduct cognitive assessments if there are concerns that the CYP may have a learning disability.

### Areas for improvement

- Case Practitioners currently receive no formal training in emotional/mental health, substance misuse or physical health. Training, however, has previously been provided by the DAAT in substance misuse. All referrals to specialists are based on ASSET scoring levels of 2 or above. Where physical health needs are identified, such as chest pains or insomnia, CYP and their families are signposted to their GP or A&E. However, the practitioner is unable to determine if the YP attends unless they willingly disclose the fact, due to patient confidentiality and they do not have sufficient time to accompany them to all appointments, if requested. Some case practitioners use Personal Advisors where available to assist and advocate on behalf of the CYP.
- Case Practitioner's have no access to physical health professionals to assist/advise them on assessing the health needs of the CYP and ensuring appropriate referrals are made to agencies.
- The Substance Misuse workers currently employ no screening tools in addition to ASSET to assess CYP need. Consequently potential physical health issues that may be a consequence of their SM may not be identified.
- Although some health and specialist practitioners (parenting) reported routine monitoring of all ASSET scores below their referral criteria to identify unidentified need, this was not a QA requirement of the YOS.

## **Delivery and review of interventions**

### **Strengths**

- There is evidence of good information sharing between partner agencies at the Friday morning multi-agency case planning meetings held at the YOS. In advance of these meetings, the Parenting workers reportedly check all ASSETS for discussion irrespective of the assessment grade to identify any unmet needs. In addition information is exchanged between partner agencies via YOIS, case discussions and formal consultations and all may contribute towards vulnerability management plans. YOS CAMHS practitioners do input directly onto YOIS however they provide a sanitised account of their interaction with the CYP. This is regarded by some practitioners as insufficient. We feel that it is necessary for all parties working with the CYP to understand their needs and complement the work of one another e.g. avoiding conflicting or inappropriate appointment times, reminding the CYP about medication if appropriate, understand the side effects or symptoms of conditions and where the broader YOS intervention strategy fits within specialist intervention plans.
- CAMHS provides a good accessible service to CYP and their families. There is currently no waiting list for assessments or interventions and they utilise Children Centres and outreach provision to secure the co-operation of CYP and families who may have been difficult to engage with. The YOS CAMHS have established good care pathways into Tier 3 CAMHS provision and dual work CYP enabling them access to a CAMHS Psychiatrist for the prescribing of medication, if appropriate. They also have access to learning disability psychologist, nurse and medic who operate from Children Centres. Forensic assessment services (Tier 4) are commissioned externally, where appropriate, in addition to the current service provision from Providers such as SLAM located in South London.
- 'Subwise' provides a good and accessible substance misuse (drugs and alcohol) service for CYP. It is confidential, enabling YP to self refer or to take referrals from specialist agencies and partners such as GP, Social Services, Youth Service, YOS or health professional. It is available to all CYP until 19 years of age and provides information and advice to individuals, families, friends and professionals, provides individual counselling, care pathways to other appropriate services, an overdose prevention facility and harm immunisation. Their website 'HEADS UP' also provides accessible information on 'the basics' of SM and 'Drugs, sex and the law.' The YOS SM workers also refer CYP to community 'Subwise' outreach services delivered in schools, homes etc at the end of the CYP order if the CYP still requires or may benefit from additional support.
- The YOS SM service has developed good interventions. They utilise a range of resources from the drugs box, DAAT playing cards, calorie counting cards, leaflets and booklets and their monitoring box an interactive (if dated) tool to engage and assist CYP understanding of the risks associated with SM. They have also developed programmes aimed at addressing the causes and effects of drug dealing as an economic driver to gang related activity. This complements the work of the "Deter Scheme" designed and developed to provide a specific set of interventions tailored for use with gang members and families through partnership working with CAMHS, parenting teams, Borough Intelligence Units, schools and commissioned services.

- Case practitioners and SM workers who are 'Young People Friendly' trained have good general sexual health awareness. They are able to provide limited sexual advice and distribute condoms following the CYP registering with them and undergoing a short discussion. The programme is aimed at 16-25year olds boys and girls who are sexually active. If such disclosures are made this is updated onto their YOIS record. In addition the SM workers have also established good links with community sexual health provision for CYP to have BBV and STI screening at the GUM clinic in Barking Hospital (Sydenham Centre). CYP are encouraged to attend, where appropriate, on Monday from 7pm.
- There is good evidence of joint working amongst SM and the parenting workers who jointly identify families who may benefit from programmes such as 'Drug Proof your Kids' and the 'Strengthening Families and Strengthening Communities' 7 week programme. This is due to be delivered again at the end of this summer 2011.
- The 'Strengthening Families and Strengthening Communities' programme has been well received by CYP families and Case Practitioners. It is delivered over 13 weeks and addresses a broad spectrum of issues from managing behaviour, to understanding parents upbringing and how this has informed their parenting, how to access community resources (for free), access to promotional fliers and other literature, rights of passage addressing independent living skills, washing, hygiene and healthy eating and the opportunity to have two guest speakers on subjects of the groups choice such as substance misuse, police, gangs or education. In addition the parenting workers have access to 'Speak Easy' materials on sex and relationships and have worked with psychologists to develop a sexual exploitation programme. However, importantly the parenting workers showed sensitivity to when, where and how such a programme should be delivered as some of their parents have been subject to such incidents. Nevertheless, all their programmes are aimed at the family including all members, some delivered within the home environment with workers attending together and conducting separate tasks with family members to give them individual and uninterrupted time.
- There is good access to sporting activities for CYP on the ISSP scheme. They can attend the gym two sessions a week and the programme includes cardio activities and nutrition advice. This is supplemented by Saturday sporting activities where the CYP can chose from a range of sports e.g. badminton and table tennis etc. However, this is not available to all CYP attending the YOS on lower orders.
- The YOS delivers good life skills courses for CYP living independently or semi independently. The course includes taking the CYP shopping, making informed choices regarding what to purchase and how much, cooking and conducting a food profile including pictures of what they have cooked. This is supplemented by research on the internet.

- The YOS has developed and delivers good sexual health programmes (independently of the PCT) to both boys and girls. The three sessions are delivered over three weeks and are generally aimed at 14 year olds to 18 year olds who are sexually active. The sessions include relationships, sexual health screening (including the opportunity to be screening for Chlamydia and Gonorrhoea), condom distribution, sexually transmitted diseases (including those orally transmitted), and information on the symptoms (including images). The sessions explore religious and cultural differences and deliver the educational input through interactive quiz's and scenarios involving examples including gay, lesbian and bisexual CYP.
- The parenting workers provide an important, and arguably invaluable, service to CYP and their families while supporting the work of the YOS. They receive referrals from a number of agencies including statutory orders (parenting and education) averaging 6 months. To generate awareness and understanding of the service, they give regular presentations to the case practitioners at team meetings and accept all referrals of 2 or above scores on ASSET under the category of 'family and relationships'. All parents are assessed on the 'parenting stress index', a psychological tool to identify and assess triggers. They also complete family trees on all attendee's to identify safeguarding issues and enable them to develop an understanding of relationships and communities. All material is read to participants reducing barriers to learning such as poor educational and literacy skills. Learning materials can and have been provided in picture form and in sign language for a deaf parent. Currently the team is delivering their interventions with two deaf signers and an interpreter to meet the individual needs of participants.
- There is good evidence of Case Practitioners amending practice to meet the individual needs of some CYP. Timetables have been produced in different colours to help the CYP differentiate between activities and narrative therapy approaches are being used to work with CYP exposed to, and involved in, gang cultures.
- Case practitioners have adopted a good pragmatic approach to engaging with CYP and their families. They conduct assessments within the home and use YOS and community services such as Dagenham Library, satellite stations for delivering interventions. This has become increasingly important as some CYP associating with gang activities are fearful of their own safety when in certain areas of the Borough.
- The YOS has designed a good range of interventions for CYP and their families with CAMHS such as the 'Getting to grips with anger' - a 6 week course for adolescents with anger difficulties. This was a selective programme with over 11 CYP identified as potentially suitable. The age, gender and risk profile of the CYP was considered in the selection process and the programme was offered to 6-8 CYP; 6 CYP are attending and progressing well.

- There is good access to CYP who are first time mothers through the Family Nurse Partnership programme. This is specifically targeted at reducing repeat pregnancies, reducing or preventing offending, encouraging and improving breast feeding rates, reducing safeguarding risks and cigarette use whilst improving bonding with the baby and assisting the CYP into education, training and employment. Although in its infancy, CYP accepted onto the programme have reportedly found the practical and sustained support of health professionals invaluable in helping them address their own needs and that of their child, mitigating risk taking behaviours.

#### Areas for improvement

- It is not regular practice within the YOS to produce health reports as a supplement to court reports.
- There is no monitoring of response rates in relation to referrals for external health services
- Health transition arrangements between community and secure environments are not well managed.
- Health packages are not offered as part of bail support packages.
- There is a lack of awareness by case managers of universal health provision to signpost CYP and their families to. This is necessary to supplement and sustain educational awareness programmes such as eating healthy programmes being delivered to the CYP. To the YOS's credit they have initiated a meeting with the PCT Obesity Co-ordinator but these were not progressed due to the PCT employee leaving post.
- There is an absence of evidence of joint working by SM and CAMHS. Whilst SM make referrals into CAMHS, they do not receive direct referrals themselves and little dialogue takes place regarding clients known to both services. Whilst this may be partly attributed to all communication being routed through the case practitioner to determine suitability to refer and the CYP may have already been referred to the SM service.

## **Achievement of outcomes**

### **Strengths**

- Asset scores are regularly revised and an evidenced rationale entered on the YOIS capturing achievements and a full case review is conducted on the closure of a case to ensure it is appropriate and that any outstanding needs are being met by relevant services.
- ISSP case managers are encouraged to complete 'what do you think questionnaires.'
- SM workers have good data recording systems, entering data on YOIS, POPPY and contributing towards the NDTMS statistics shared with the commissioning DAAT. However, many of their performance targets are not aligned to the majority of their work as they failing to fit the demographics of the community. The majority of their work is basic awareness and advice and this is not measured or recorded for statistically purposes.

### **Areas for improvement**

- There is no specific or formal monitoring of how health services relate to offending behaviour or re-offending e.g. an evaluation questionnaire completed by the young person asking them to comment on whether they feel that the health intervention provided through the YOS has impacted on their offending behaviour.
- CAMHS are collecting invaluable data through the completion of the Strengths and Difficulty assessments and BECS. This information should be shared with the service commissioner and the YOS to assist in their understanding of client need and contribute towards the forecasting and commissioning of future service provision.

## **Additional health areas**

### **Strengths**

- There is a healthy eating culture with many Case Practitioners engaging in sporting activities in their own time such as attending the gym at lunch times and promoting healthy eating days e.g. Fruit Smoothies.
- DRIVE provides a good specialist substance misuse prescribing service available to appropriate clients over the age of 18 years. They provide their clients with access to a multidisciplinary team Monday to Friday 9-5pm with a late service operating until 7pm on a Thursday.
- Case practitioners have a good understanding and are confident in initiating CAF's to secure assistance for vulnerable CYP on the end of statutory orders.

### **Areas for improvement**

- CYP disengaged with education are disadvantaged from other CYP as they are unable to access leisure cards enabling them discounted access to sport activities and Freedom Travel passes for use on public transport
- Whilst case practitioners monitor and openly discuss national developments in CYP offending behaviour such as changes in drug use they are not provided with any information on local drug or offending trends.
- No health professional has had input into court training within the last year. However, the YOS has formalised work with the Magistrates Court and meets with the chair of the Magistrates. Nevertheless, the local courts currently face closure with services potentially moving to Redbridge or Havering courts with youth court dates not yet confirmed presenting additional challenges for the service.

## **Governance and resources**

### **Strengths**

- The YOS is well represented and an active member of a number of strategic partnerships enabling them to influence commissioning and service provision. The YOS Group Manager is a member of the DAAT Integrated Commissioning Board, Chairs the Serious Youth Violence Partnership and has an active involvement with the Children's Trust Board.
- The YOS have redefined their commissioning arrangements integrating with Borough wide commissioning arrangements e.g. The YOS combined their funding from the PCT towards their SM worker and DAAT funding towards commissioning a Borough wide SM service.
- There is good line management of the health workers by the Operations Manager with their clinical supervision provided via their host organisation. For the Psychologist this is via monthly supervision with CAMHS and for the SM workers this is accessed via the North East London Foundation Trust (NELFT), Crime Reduction Initiative and 'Subwise'. However, supervision for the SM workers is recent, previously receiving none for two years. However, Substance Misuse Workers currently receive good supervision via monthly supervision with their YOS line management and three-way supervision between the YOS, 'Subwise' and SM worker is conducted quarterly. Currently there is no formal peer support or supervision arrangement although staff reported that they may find this helpful and supportive in reviewing and refining their practice. The SM workers did report receiving good accessible governance through CRI on a Thursday morning and they attend the Integrated Governance Meetings. Furthermore, a SM worker is currently being supported by CRI in their professional development to achieve a Diploma in Drugs and Alcohol (national occupational standards).
- A good level of clinical supervision operates between the CAMHS practitioners within the YOS. Practitioners share best practice and concerns providing an additional tier of transparency and governance over their actions. Furthermore, the Senior CAMHS practitioner attends the London CAMHS Forum. This is important for CAMHS practitioners working within a YOS to maintain their professional identity and exchange good practice and knowledge with other CAMHS professionals.
- Good children and adult safeguarding training is conducted by all health professionals within their host organisation. CAMHS professionals are trained to level 3 or 4 and substance misuse workers to level 2, and all are required to attend mandatory refreshment training. Case Practitioners have a good basic awareness of safeguarding and child protection issues. As Council employees they are required to attend mandatory safeguarding training arranged by the Local Safeguarding Children's Board (level 2). In addition all case practitioners have access to the local authority internet site and training opportunities. This is further complemented by the YOS Operations Manager for Partnership Services who is the nominated Safeguarding Champion.



### Areas for improvement

- The PCT Commissioning arm was not previously represented on the IYSS Board although there is evidence of health issues being discussed, namely in the action log of the meeting held on 24 March 2011 regarding linking with the Joint strategic Needs Assessment and the use of the health suite at the Foyer to be discussed with Victor Ferreira (Head of Public Health and Children's Commissioning, PCT) – detailed in earlier Integrated youth support Services Board meeting minutes, 24 May 2010. However, as recently as the 24 March 2011 the Chief Officers Group invited the PCT to attend their meeting. Our expectation is that they should be represented on the board as a founding statutory agency of the YOS. There has only been one YOS management meeting since the changes to the reporting structure and the YOS GM reported greater scrutiny and accountability. However, the minutes were not available for the inspection. However, previous meeting minutes lacked sufficient detail in identifying parties and the bodies they represent.
- CAMHS is reportedly operating independently of a service specification or service level agreement with the YOS and has no specified outcome measures. The North East London Foundation Trust (NELFT) who delivers CAMHS is employed on a yearly rolling contract, independent of a tender process. If correct, the absence of a clear commissioning intention not only leads to confusion in service delivery, but an inability to monitor the quality and appropriateness of service provision and address non compliance. Such financial uncertainty has also resulted in the suspension of need forecasts and/or services being progressed to meet evolving needs whilst the financial security of contracts and positions remain unresolved.
- There are no contingency arrangements in place between the PCT and health providers to maintain health provision during staff absences such as annual leave, sickness or awaiting new appointments. This is concerning given that the Senior CAMHS Practitioner is soon to leave the YOS to commence work with the Child Family Consultation Service and the remaining CAMHS practitioner is to leave in August 2011 resulting in no CAMHS provision, although the appointment of a Locum has been discussed by CAMHS and the YOS.
- There is no monitoring of referrals rates in specialist services. Referrals into CAMHS could be determined by interrogating the RIO system but cases would have to be individually reviewed regarding universal health provision referrals.

- Operational Case Practitioners, specialists and YOS Management all raised concerns regarding the management and disclosure of information between CAMHS and the YOS. CAMHS requires their client to complete an additional consent and confidentiality disclosure form from that of the YOS. Whilst the CAMHS document is a detailed, informative one page guide to understanding consent and confidentiality issues for CAMHS clients it appears that in doing so CAMHS is operating independently of the overarching Barking and Dagenham Crime and Disorder Partnership Information Sharing Protocol. CAMHS own documents state “information may be discussed with agencies and workers outside NELFT (North East London Foundation Trust).” However, the protocol does state “The Youth Offending Service (YOS) is made up of representatives from public services. The Home Office have provided a legal position statement to show that YOS’s are a separate legal entity for the purpose of information exchange. This means that information disclosed from one agency may, legally, be shared between the representatives within the YOS” and continues to explain the applicability of the Caldicott principles. However, the protocol is not dated or signed by any party including Barking, Dagenham and Havering NHS PCT and therefore it is not known if this is a live document.

## **Recommendations**

The recommendations have been aligned the CQC outcomes. A copy has been submitted to CQC for the Quality Risk Profile process and the Regional Team to inform future inspections.

CQC Outcomes	Reg	Outcome	Recommendations
6	24	Co-operating with other service providers	<p>There should be overarching clarity by the Commissioning services on the management (especially the disclosure) of information to ensure consistent practice is employed amongst the YOT partners to ensure that the health and well being (inc. safeguarding) of the child is central.</p> <p>Health professionals should input into court training to enhance understanding of the needs of CYP and how these can be best facilitated within the CJS.</p> <p>Joint working should be encouraged between health partners to ensure a holistic service is delivered to CYP to meet their needs.</p> <p>Case Practitioner's should have access to health professionals to assist/advise them on assessing the health needs of the CYP and ensuring appropriate referrals are made to agencies or community services.</p>
14 (c)	23	Supporting workers [children confident they are trained to provide child appropriate treatment]	<p>Case Practitioners should receive training in identifying emotional/mental health, substance misuse or physical health issues to enable them to conduct informed initial assessments of CYP needs.</p>
16	10	Assessing & monitoring the quality of service provision	<p>As a statutory partner of the YOS Management Board, health must take an active interest in promoting and securing health services and ensuring service delivery to YOS CYP. Commissioned health services should operate in accordance with clear service specifications and outcome measures to ensure the quality of service delivery can be monitored and non compliance can be enforced. Their contracts should include contingency arrangements to maintain health provision during staff absences such as annual leave, sickness or awaiting new appointments.</p> <p>There should be specific or formal monitoring of how health services relate to offending behaviour or re-offending.</p> <p>Health practitioners should monitor ASSET scores below their referral criteria to identify unidentified need.</p>

In summary, Barking and Dagenham is a socially and economically deprived area with new challenges emerging from the increase in gang identities and associated activities. Gang members appear to operate according to postcodes and drugs are the currency of choice. YOS personnel are aware of how such factors may become barriers to CYP accessing services and receiving interventions and are committed to mitigating such risks.

Health has been an absent partner in the planning, review and delivery of health provision within the YOS, including the development of healthy eating and sexual health programmes. Health should have an active and integral involvement in the promotion and delivery of the wider health agenda within the YOS. Their attendance and input into the YOS Chief Officers Groups is critical and extends beyond commissioning services to developing and ensuring accessible care pathways for YOS service users into universal provision.

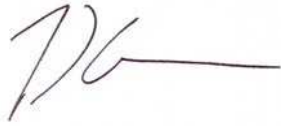
With the departure of the remaining two CAMHS practitioners in August 2011, health commissioners have recognized that it is a good time to revise the appropriateness of commissioned health provision within the YOS. The PCT Director for Outer North East London Community Services Primary Care Trust (ONEL) outlined three key steps to achieving this;

1. The conducting of a needs assessment of young offenders within the YOS potentially involving Public Health e.g. including it within the broader Joint Strategic Needs Assessment being undertaken at present,
2. The review of current commissioned health provision contracts to determine ownership, quality assurance and the inclusion of risk mitigation measures such as the maintenance of services in the event of staff leaving or being absent,
3. The development of service specifications with the YOS. These should include clear outcome measures and governance arrangements relating to the sharing of information between parties to ensure safeguarding is at the forefront of their work with CYP and their families.

I would like to thank you for your cooperation with this inspection, for the hospitality shown and for the efforts made by all the participants to meet the demands of our tight schedule.

Your CQC Regional Director is copied into this letter and will arrange follow up on any actions detailed. We have also copied in CQC's Head of Mental Health and National Inspections, who has overall responsibility for this inspection programme. In respect of the recommendations, please indicate how they will be addressed within 20 working days of receipt of the final copy of this letter.

Yours sincerely

A handwritten signature in black ink, appearing to be 'Fergus Currie', with a long horizontal line extending to the right.

Fergus Currie  
CQC Youth Offending Development Manager

Cc.

Colin Hough – CQC London Regional Director (Operations)

Anthony Deery – Head of Mental Health and National Inspections

Dan Hales – YOT Manager

Sharron Morrow – PCT Borough Director

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Inspection of  
Youth  
Offending

*Archwilio Rhaglen Troseddwy'r Ifanc*

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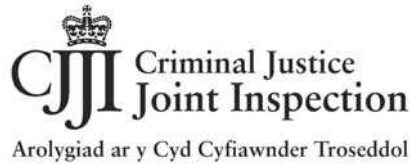
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## Independent inspection of youth offending work



10 October 2011

**EMBARGOED UNTIL 00:01 – WEDNESDAY, 12 OCTOBER 2011**

### **PUBLICATION OF INSPECTION REPORT Inspection of Youth Offending work in Barking and Dagenham**

The latest inspection report of Youth Offending work in England and Wales was published today.

Liz Calderbank, HM Chief Inspector, said:

“This Core Case Inspection of youth offending work in Barking and Dagenham took place as part of the Inspection of Youth Offending programme. We have examined a representative sample of youth offending cases from the area, and we have judged how often the Public Protection and the Safeguarding aspects of the work were done to a sufficiently high level of quality.

We judged that the Safeguarding aspects of the work were done well enough 75% of the time. With the Public Protection aspects, work to keep to a minimum each individual’s *Risk of Harm to others* was done well enough 65% of the time, and the work to make each individual less likely to reoffend was done well enough 86% of the time. A more detailed analysis of our findings is provided in the main body of this report, and summarised in a table in Appendix 1. These figures can be viewed in the context of our findings from Wales and the regions of England inspected so far – see the Table below.

We found the YOS staff group to be enthusiastic and committed to working with the children and young people they were responsible for. The YOS was reaping the benefits of its investment in developing staff through an internal apprenticeship scheme, which had given career opportunities to those who had worked as volunteers or sessional staff.

Many of the cases we inspected showed a worrying degree of violence, much of it gang related, with the children and young people as both victims and perpetrators. This provided the very difficult context the YOS operated within. Conversely, there were several cases in the sample where consideration could reasonably have been given to diversion from prosecution by way of a reprimand or final warning.

Operating within this difficult context, the YOS had achieved some good results, particularly in the areas of reducing the likelihood of offending and outcomes. Overall, we consider this a creditable set of findings.”

	Scores from Wales and the English regions that have been inspected to date			<b>Scores for Barking and Dagenham</b>
	Lowest	Highest	Average	
<b>'Safeguarding' work</b> <i>(action to protect the young person)</i>	37%	91%	68%	<b>75%</b>
<b>'Risk of Harm to others' work</b> <i>(action to protect the public)</i>	36%	85%	63%	<b>65%</b>
<b>'Likelihood of Reoffending' work</b> <i>(individual less likely to reoffend)</i>	43%	87%	71%	<b>86%</b>

## NOTES TO EDITORS

1. The report is available at <http://www.justice.gov.uk/about/hmi-probation/index.htm>.
2. This Inspection of Youth Offending (IYO) programme started in April 2009. Youth Offending work in all 158 areas of England & Wales will be inspected over the course of a three-year cycle.
3. Liz Calderbank can be contacted on [liz.calderbank@hmiprobation.gsi.gov.uk](mailto:liz.calderbank@hmiprobation.gsi.gov.uk) and 07973 384751.



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