



Public Document Pack

**Haverling**  
L O N D O N B O R O U G H

# CABINET

<b>7.30 pm</b>	<b>Wednesday 28 September 2011</b>	<b>Council Chamber - Town Hall</b>
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Members 10: Quorum 5

Councillor Michael White (Leader of the Council), Chairman

	<b>Cabinet Member responsibility:</b>
Councillor Steven Kelly (Vice-Chair)	(Deputy Leader) Individuals
Councillor Michael Armstrong	Transformation
Councillor Robert Benham	Community Empowerment
Councillor Andrew Curtin	Culture, Towns & Communities
Councillor Lesley Kelly	Housing
Councillor Roger Ramsey	Value
Councillor Paul Rochford	Children & Learning
Councillor Geoffrey Starns	Community Safety
Councillor Barry Tebbutt	Environment

**Ian Buckmaster**  
**Committee Administration & Member Support Manager**

**For information about the meeting please contact:  
Andrew Beesley 01708 432437  
andrew.beesley@haverling.gov.uk**



**Please note that this meeting will be webcast.  
Members of the public who do not wish to appear  
in the webcast will be able to sit in the balcony,  
which is not in camera range.**

## AGENDA

### 1 ANNOUNCEMENTS

On behalf of the Chairman, there will be an announcement about the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

### 2 APOLOGIES FOR ABSENCE

(if any) - receive

### 3 DECLARATIONS OF INTEREST

Members are invited to declare any interests in any of the items on the agenda at this point of the meeting. Members may still declare an interest in an item at any time prior to the consideration of the matter.

### 4 MINUTES (Pages 1 - 4)

To approve as a correct record the minutes of the meeting held on 17 August 2011, and to authorise the Chairman to sign them.

### 5 OPTIONS FOR THE FUTURE OF THE HOUSING MANAGEMENT SERVICE (Pages 5 - 14)

### 6 LEARNING DISABILITY DAY OPPORTUNITIES (Pages 15 - 136)

### 7 OUTER LONDON FUND - CABINET APPROVAL TO SUBMIT FUNDING BID (Pages 137 - 146)

### 8 RAINHAM TRAFFIC MANAGEMENT SCHEME - OPEN SPACE APPROPRIATION (Pages 147 - 154)

### 9 DRAFT CORPORATE STRATEGY 2011-14 (Pages 155 - 178)

# Public Document Pack Agenda Item 4



**MINUTES OF A CABINET MEETING**  
**Council Chamber - Town Hall**  
**Wednesday, 17 August 2011**  
**(7.30 - 7.55 pm)**

**Present:**

Councillor Michael White (Leader of the Council), Chairman

	<b>Cabinet Member responsibility:</b>
Councillor Robert Benham	Community Empowerment
Councillor Andrew Curtin	Culture, Towns & Communities
Councillor Lesley Kelly	Housing
Councillor Steven Kelly (Vice-Chair)	(Deputy Leader) Individuals
Councillor Roger Ramsey	Value
Councillor Paul Rochford	Children & Learning
Councillor Geoffrey Starns	Community Safety
Councillor Barry Tebbutt	Environment

An apology was received for the absence of Councillor Michael Armstrong.

Councillors Clarence Barrett, Dennis Bull, Gillian Ford, Linda Hawthorn and Keith Wells also attended.

One member of the public and a representative of the Press were present.

The decisions were agreed with no vote against.

**15 MINUTES**

The minutes of the meeting of Cabinet held on 13 July 2011 were agreed as a correct record and signed by the Chairman.

**16 THE COUNCIL'S FINANCIAL STRATEGY**

The report explained that all the Council's Overview and Scrutiny Committees (OSCs) met in joint session on 28 July where they were presented with the report which had been agreed by Cabinet at its meeting in February. A draft minute of that meeting was presented which set out budget savings in the light of the Government's Comprehensive Spending Review and the subsequent Local Government Financial Settlement. The report also contained summaries of the issues raised by each Committee as set out in the committees' draft minutes.

Members present thanked officers for providing detailed responses to the issues raised at the joint OSC meeting in July.

**Cabinet RESOLVED:**

**To note the matters raised in the minutes of the Overview and Scrutiny Committees shown in the appendix to the report.**

**17 STUBBERS ADVENTURE CENTRE**

The report before Cabinet referred to the Council's ownership of the Stubbers Adventure Centre. It was noted that a previous report concluded that no essential need existed for the Council to continue to own and control the property and that it should be offered for sale.

It was reported that the Council had a fiduciary duty to obtain best price when disposing of assets. The Council had been advised that the property should be openly marketed to ascertain its true value and that the existing tenant be encouraged to bid competitively in this process. The marketing had now concluded and the report made a recommendation that the property be sold to the Essex Youth Trust (who financially support the Centre and have a mutual trustee with Stubbers Adventure Centre charity) on the terms set out in the exempt part of the report before members.

It was noted that the proposed purchase would be funded and entered into by the Essex Youth Trust, who would then make suitable arrangements with the Stubbers Adventure Centre Limited to enable the existing operation as a charitable adventure centre to continue in perpetuity.

**Reasons for the decision:**

It had been concluded that Stubbers was not a property that the Council must continue to own and had agreed in principle to its disposal so as to permit sufficient tenure for a new owner to make the substantial investment required in the site to ensure its long term sustainability.

**Other options considered:**

- 1) Retain the property and let the existing lease run to expiry and at that point review the rent and retain as an investment for the Council or sell to the market as an investment at that time. This would not allow an occupier to now invest in the premises as is operationally required, due to insufficient tenure.
- 2) To negotiate to sell the premises only to the existing tenant. The Council was under no obligation to deal exclusively with the existing tenant. The Council's primary fiduciary obligation is to obtain best price for the asset. Without undertaking a marketing process it would be difficult to establish that the best price is being achieved as these types of property only occasionally come to the market and it is difficult to accurately gauge value without open marketing.

**Cabinet RESOLVED:**

- 1) To agree the disposal of the Council's freehold interest in the Stubbers Adventure Centre to the Essex Youth Trust on behalf of the Lessee on the terms set out in the exempt part of the report.
- 2) That the Property Strategy Manger be authorised to deal with all matters arising and thereafter to complete the disposal of the site.

18 **EXCLUSION OF THE PUBLIC**

Cabinet decided on the motion of the Chairman that the public should be excluded from the remainder of the meeting on the ground that it was likely that, in view of the nature of the business to be transacted, if members of the public were present there would be disclosure to them of exempt information within the meaning of paragraph 3 of Schedule 12A to the Local Government Act 1972 and it was not in the public interest to publish the information.

19 **STUBBERS ADVENTURE CENTRE - EXEMPT INFORMATION**

Cabinet received a report (containing exempt information and not available to the press or public) setting out in detail aspects of the proposals referred to in minute 17 preceding.

Cabinet decided to proceed with the proposals as recommended in the report submitted. The details of those decisions are set out in the Appendix to these minutes containing exempt information (and not available to the press or public)

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Chairman

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**CABINET**

**28 September 2011**

**REPORT**

**Subject Heading:**

Options for the future of the housing management service

**Cabinet Member:**

Councillor Lesley Kelly

**CMT Lead:**

Cynthia Griffin

**Report Author and contact details:**

Sue Witherspoon  
Head of Housing and Public Protection  
01708 433747

**Policy context:**

The Council is responsible for 10,017 tenanted council homes and 2,237 leasehold properties which are currently managed under a Management Agreement by a wholly owned company, Homes in Havering.

**Financial summary:**

This report highlights the potential savings available from keeping Homes in Havering 'as is' and bringing the housing management function back in-house. The report proposes that a budget of £50,000 be established to carry out an extensive consultation exercise to establish the views of tenants on the future of the housing management service.

**Is this a Key Decision?**

Yes

**Is this a Strategic Decision?**

Yes

**When should this matter be reviewed?**

April 2012

**Reviewing OSC:**

Towns and Communities

**The subject matter of this report deals with the following Council Objectives**

Clean, safe and green borough	<input type="checkbox"/>
Excellence in education and learning	<input type="checkbox"/>
Opportunities for all through economic, social and cultural activity	<input type="checkbox"/>
Value and enhance the life of every individual	<input checked="" type="checkbox"/>
High customer satisfaction and a stable council tax	<input checked="" type="checkbox"/>

## **SUMMARY**

The Council's housing stock is currently managed under an agreement with an Arm's Length Management Organisation (ALMO), Homes in Havering. The decision to establish the ALMO was made in order to access Decent Homes Funding to improve the Council's stock. The requirement to have an ALMO in order to access Decent Homes funding has now been removed, and therefore the opportunity arises for the Council to consider whether this remains the best option for the management of the housing stock. This report considers three options, and recommends that the Council consult tenants on the future of the housing management service.

## **RECOMMENDATIONS**

- 1.1 That Cabinet agree to consult tenants and leaseholders about the future of the housing management service, and establish a budget of £50,000 to carry out this work.
- 1.2 That the Council's preferred option is to bring management of the Council's housing stock back in-house, although a final decision will not be taken until Cabinet receives the results of consultation with tenants and leaseholders.
- 1.3 That Cabinet agree to receive a report on the results of the Consultation in March 2012 in order to agree the future management arrangements.
- 1.4 That authority to develop detailed proposals and consultation materials to put to tenants and leaseholders in order to seek their views on the future of the housing management service be delegated to the Lead Member for Housing and Public Protection,.

## **REPORT DETAIL**

1. Background
  - 1.1 The Council's Arms Length Management Organisation (ALMO), Homes in Havering, was established in July 2006. It had three stated main objectives: to access Decent Homes funding; to improve the quality of services to tenants; and to improve tenant involvement in the management of the housing service. In September 2009, Homes in Havering achieved the required two star standard that enabled the Council to obtain access to potential Decent Homes funding of £112m. However, due to the previous

Government's spending reductions, access to funding was withdrawn, though reinstated following legal action in January 2010. As a result, the Council received £9m of Decent Homes funding, which was spent in 2010/11.

- 1.2 Following the election of a new Government in May 2010, and the Comprehensive Spending Review in October 2010, the Government changed the Decent Homes Programme. The Government substituted a Backlog Funding bidding round which made two key aspects clear: that Decent Homes funding could be accessed by any council, whether it had an ALMO or not, with at least 10% of its stock still non-decent, and that councils were expected to deal with the first 10% of the Decent Homes backlog themselves. Havering Council bid, with the assistance of Homes in Havering, for backlog funding and was successful in obtaining an allocation of £62.7m, of which only the first two years are absolutely guaranteed. These two years (2011/12 and 2012/13) amount to an allocation of £8m in the first year and £16m in the second year, with the HCA agreeing to the Council/Homes in Havering's request to bring forward £1m from 2012/13 into this year. This amends the profile to £9m and £15m in the first two years. It can be seen, however, that the majority of the funding is back loaded.
- 1.3 The Management Agreement which governs the relationship between Homes in Havering and the Council is a ten year agreement with a five year break clause.

## 2. Tenant consultation

- 2.1 The Housing Act 1985 requires landlords to consult tenants on any significant change of housing management. The Guidance on the Review of ALMOs (2006) also states:

“We would expect any work looking at the future direction of an ALMO to, as a minimum; engage with those stakeholder groups who were involved in the original option appraisal process that selected the ALMO option. Any change in the arrangements should also be the subject of a test of opinion that is no less rigorous than the test undertaken to support the establishment of the ALMO.”

It further states:

“Consultation mechanisms

Although the ballot tends to be the preferred mechanism for the majority of authorities in testing their tenants' opinions in respect of changes to management arrangements, it is not a legal requirement. There are a variety of consultation mechanisms available to councils considering issues relating to the management of the housing services. These include questionnaire surveys, telephone surveys and votes at meetings. A combination of options, rather than one single option, may be the most comprehensive way of ascertaining

residents' views. We believe that the process undertaken should be a local decision on the most appropriate method."

2.2 The cost of the consultation and "Test of Tenant Opinion" is likely to be in the region of £50,000, which can be met from the HRA budget.

3. Current position

3.1 The early review of the options available has identified three main options. These are:

- the structure remaining "As is" with some additional savings
- a joint services approach with the London Borough of Redbridge/Redbridge Homes, and
- bringing the service back "in house" and integrating it into the Retained Housing Service.

The review, which has been conducted in part jointly with Redbridge, shows that financial savings can be achieved through all three options. The savings vary, but are in the region of:

"As is"	£210,000
Joint services Year 1	£425,000
"In house"	£380,000 - £535,000

The joint services option also yields additional savings in Year 3 onwards should the two companies merge, rather than just provide joint services.

4. Alternative routes

4.1 Option 1 – As is

If the results of the consultation support remaining with the current arrangement, and the members decide this option, then there is no need to make any changes to the structure and constitution, other than to confirm the extension of the Management Agreement to 2016. There may be variations to the Agreement that the Council would also like to see. The savings of £210,000 are available under this option, and these can be implemented in 2012. The savings have been identified in the following areas:

<b>Savings Area</b>	<b>Estimated Saving pa</b>
Performance monitoring	£100,000
Reduced support to budget holders	£90,000

<b>Savings Area</b>	<b>Estimated Saving pa</b>
Use of ISS procurement advice & assistance	£20,000
Total	£210,000

The advantage of this option is that it is a tried and tested method of delivering the housing management service, and it has over time made improvements to the quality of the services provided to tenants and leaseholders. In addition, there is a great deal of change in the field of housing policy at this time (for example, the introduction of Self Financing for the Housing Revenue Account) and therefore it may not be considered the best time to make significant changes in the management of the housing service. However if savings are available to be made, then there seems no reason to delay achieving them, and plans can be put in place to ensure that there is a smooth transition to alternative management arrangements, if this is what the tenants approve.

**4.2 Option 2 – Joint Services with the London Borough of Redbridge / Redbridge Homes**

There is a high level of savings that could be achieved with joint services over time. There are also significant costs and staffing time required to deliver them. There are other issues to be considered in developing joint services. The level of quality of service and standards would need to be negotiated and there would inevitably be a loss of local control. There may not be tenant support for the idea of a joint management company delivering services to Havering tenants, as there would be a concern about local accountability and local control. There would also inevitably be some concern, that the focus on the needs and preferences of Havering tenants might be lost in a joint company.

The advantage of this option is that it achieves the greatest level of financial savings, especially at a time when the housing service is about to embark on thirty year business planning, meeting new financial obligations in the form of large long term loans. However, there would be a loss of local control, and there would be serious difficulties in developing joint services with partners who do not have the same objectives or have the same direction of travel.

Just as Havering Council did, the London Borough of Redbridge continued to explore the pros and cons of a variety of housing management options while exploring the shared service option with the Council. Housing officers have been informed that the London Borough of Redbridge no longer wishes to pursue the shared services approach, feeling that a 'bring back in-house' approach is better suited to their particular circumstances.

**4.3 Option 3 – Bring the service back in house**

4.4 Financial savings

If tenants support the re-integration of the housing management service with the Retained Housing Service, there are significant opportunities for savings. The savings for this option are between £380,000 and £535,000, which can be achieved by removing duplication of functions between the Council and Homes in Havering. There would also be a greater degree of control that the Council could achieve through direct management of the housing service, rather than through the mechanism of a Management Agreement and a client function based in the Retained Housing Service.

The disadvantages of this option are that the Council would not have a company wholly devoted to improving the quality of the service, and consulting with tenants. The Council inevitably has a range of other objectives to achieve, and there would no longer be a body whose sole objective would be to improve the quality of service for tenants and leaseholders.

4.5 Decent Homes

Homes in Havering are currently leading on the delivery of the Decent Homes Programme, which is a major capital programme to upgrade the Council's housing stock. It is essential that the capital delivery team should therefore be maintained and supported to continue the programme which stretches out from 2011/2 to 2014/15 at the earliest depending on HRA self-financing decision to be taken by the Council. The current level of non-decency is 57% and will rise before it falls in the final years of the programme given the profiling of the additional resources being made available by Government.

4.6 Governance structure and the company

Should the decision be to bring the service back in house, there would no longer be a need for the ALMO company structure. It is important if the tenants support the proposal that the housing management service return to Council control, that there should be an appropriate governance structure that enables tenants to have an influence on the standard and quality of the service. It would be appropriate to establish a Tenant Consultative body, which could consider both strategic and operational aspects of the housing management service, chaired by an independent person who is able to represent their views. It could include the membership of councillors of all parties representing part of the borough where there are significant numbers of council homes.

The Tenant Consultative Panel could meet on a regular basis with the Lead Member for Housing and would be able to discuss a wide range of subjects, including the strategic topics relating to the management and maintenance

of the Council's housing stock, and operational policies such as antisocial behaviour, service charges, and regular service reviews.

5 Preferred option

5.1 This report seeks Cabinet agreement that the Council's preferred option is option 3 in the above list, that is, that the housing management of the Council's housing stock should be brought back in house. This is because it is felt this option provides greater scope for financial efficiencies over the other option considered and still available, that is, keep the ALMO arrangement 'as is'. Also, this would give the Council a more direct means of control over housing management while maintaining the distinct benefits of tenant and leaseholder involvement and influence.

5.2 In order to consult tenants and leaseholders on the future of the housing management service, the Council will need to set out its offer, in other words, what it is proposed will change if tenants and leaseholders indicate through a 'test of opinion' that they favour of returning to a situation of direct housing management by Havering Council. It is clear that improvements in housing management and maintenance witnessed under Homes in Havering stewardship of the service should be recognised and acknowledged; notably, the service has reached a level assessed as "two stars" by the Audit commission, and tenant satisfaction has also improved. A clear view of how the service would operate if brought back in-house should also be provided.

5.3 There will need to be specific proposals, in order to enable tenants and leaseholders to assess the proposals to change the management arrangements. The offer can be centred on:

- the Decent Homes funding remains in place, and the Council is committed to delivering the programme, within the overall Business Plan under the new financial regime. As under the ALMO option, this depends upon the continued funding of the Decent Homes programme by Government
- the level of savings that have been identified in the proposed "in-house" option. Savings of between £380,000 and £535,000 have been identified, depending upon final proposals for the new housing service, and the Council will commit to investing this in services for tenants and leaseholders or planned maintenance works, and
- maintaining the level of tenant and leaseholder engagement with the Council, through a Tenant Consultative structure, jointly with Councillors to meet regularly with the Lead Member for Housing

6. Conclusion

6.1 The process of establishing and managing the Council's housing stock through an Arm's Length Management Organisation has been beneficial to the Council. The quality of the management service has improved, and the Council has embarked upon a significant programme of capital

improvements, which are appreciated by the tenants. However, the rules governing the allocation of Decent Homes funding have changed, and the Council therefore has the opportunity of choosing an alternative structure to manage its council homes.

- 6.2 It is possible to obtain financial improvements through any of the three options discussed in this report. However the highest level of financial benefits is to be obtained by re-integrating the housing management service with other council services under its direct control. It is proposed that these facts are presented to tenants and leaseholders over the next six months. The consultation exercise will be extensive in order to obtain a wide range of views from tenants and leaseholders. The results will be reported to Cabinet next March, when a final decision on the future of the management of the Council's housing stock can be made, with the benefit of those views.

## **REASONS AND OPTIONS**

The changes to the funding of the Decent Homes programme open up options to the Council to decide how the housing management service should be organised in the future. This report proposes that bringing management of the stock back in-house has the greatest potential for delivering financial efficiencies while maintaining service quality and tenants and leaseholder involvement and influence. There should be an extensive consultation exercise with tenants and leaseholders, who are the users of the service, about their preferences. The implications for tenants, including the future of the Decent Homes programme, the financial positive of the options, and their opportunities for involvement need to be put to the tenants in order to enable them to express their views on the future of the service. These views will feed into the decision of the Cabinet in March 2012.

If no decision is taken to go out to consultation, a significant opportunity to make savings in the service would be missed.

## **IMPLICATIONS AND RISKS**

### **7.1 Financial implications and risks:**

This report proposes to establish a budget to carry out an extensive consultation exercise with tenants, costing £50,000. The HRA contingency has sufficient resources to meet this expenditure. Section 4 provides indicative savings for the three options identified.

There are likely to be financial costs associated with any future decision to manage the stock differently than at present. These costs will be made

clear in the March 2012 Cabinet report relaying the results of the consultation exercise and seeking Cabinet approval on the way forward.

**7.2 Legal implications and risks:**

Section 105 of the Housing Act 1985 requires local authorities to consult tenants on matters of housing management. This means that the Council must ensure that tenants are aware of the Council's proposals, and that they have sufficient opportunity of commenting on them. The Council must then take the views of tenants into account before coming to a decision.

**7.3 Human Resources implications and risks:**

There are no direct implications for staffing from this report. There are likely to be extensive implications for staff if the consultation indicates tenants and leaseholders favour of re-integrating the housing management services with other council services. These implications will be made clear in the March 2012 Cabinet report relaying the results of the consultation exercise and seeking Cabinet approval on the way forward.

**7.4 Equalities implications and risks:**

In carrying out the consultation exercise, it is important to ensure that all tenants and leaseholders can participate. This means that attention must be paid to ensuring that elderly tenants are able to communicate in formats that are suitable to their needs. Consultation materials need to be available for all sections of the community.

**BACKGROUND PAPERS**

Working Papers in the Housing and Public Protection Service.

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# 6

## CABINET

28 September 2011

## REPORT

**Subject Heading:**

Review of Day Opportunities for People with Learning Disabilities

**Cabinet Member:**

Councillor Steven Kelly

**CMT Lead:**

Andrew Ireland

**Report Author and contact details:**

Bob Morgan Tel: 01708 433003  
[bob.morgan@havering.gov.uk](mailto:bob.morgan@havering.gov.uk)

**Policy context:**

Services for Individuals

**Financial summary:**

Revenue MTFs savings of £500k by 2013/14.  
 Capital spend re Nason Waters building works in the region of £300k (subject to approval).  
 Capital receipt re. the Western Road site (pending evaluation).

**Is this a Key Decision?**

Yes

**Is this a Strategic Decision?**

Yes

**When should this matter be reviewed?**

After one year of final decisions being made.

**Reviewing OSC:**

Individuals

**The subject matter of this report deals with the following Council Objectives**

- |  |     |
|--|-----|
| Clean, safe and green borough  | [ ] |
| Excellence in education and learning                                 | [X] |
| Opportunities for all through economic, social and cultural activity | [X] |
| Value and enhance the life of every individual                       | [X] |
| High customer satisfaction and a stable council tax                  | [X] |

**SUMMARY**

- 1.1 This report's purpose is to report on the outcome of consultation on day opportunities for people with learning disabilities, to consider the Equality Impact Assessment and recommend the way forward in modernising the service and achieving improved value for money.

**RECOMMENDATIONS**

- 2.1 Close St Bernard's Day Centre as soon as all individual clients have packages in place that continue to ensure that they receive appropriate support either through external provision or an Individual Service budget, subject to the safeguards set out at to reduce the level of adverse impact on service users and their carers
- 2.2 Undertake a programme of building works at Nason Waters (as outlined in Appendix M) in order to provide for the current range of activities plus extended choice on the site and to meet existing building maintenance requirements as well as an extended life cycle.
- 2.3 To agree that the Nason Waters programme of work is added to the Councils Capital Programme, to be approved by full Council in 2012 (to be funded by existing Adult Social Care capital budget)..
- 2.4 Close Western Road Day Centre and amalgamate the day care provision with Nason Waters Day Centre once the refurbishment programme Nason Waters site has been completed with a target date of June /July 2012.
- 2.5 To agree to the disposal of the Western Road site, with capital proceeds being considered in the overall context of the Capital programme.
- 2.6 Work with all service users on their future individual service plans that address the achievement of realistic goals for improving health, independence, skills and social engagement.
- 2.7 Develop a web based tool to support client choice and control about day opportunities.
- 2.8 Note the progress in developing new opportunities locally and how these can integrate with the work of the new Nason Waters.
- 2.9 Work with staff and unions in line with the Council's Change Management policies to minimise redundancies and to support the workforce to achieve the required service change.

**REPORT DETAIL**

**3 BACKGROUND**

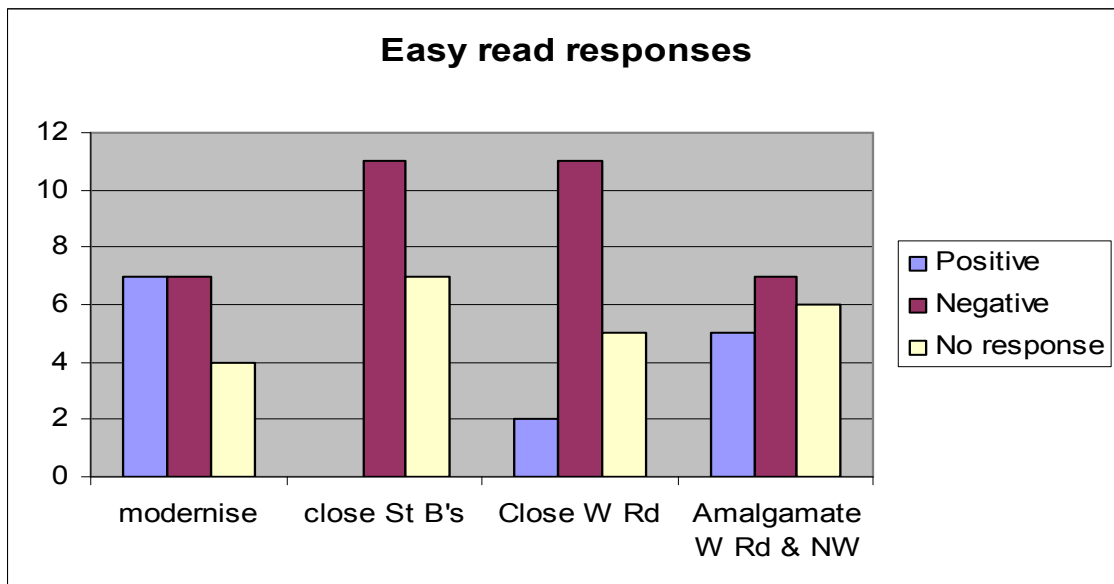
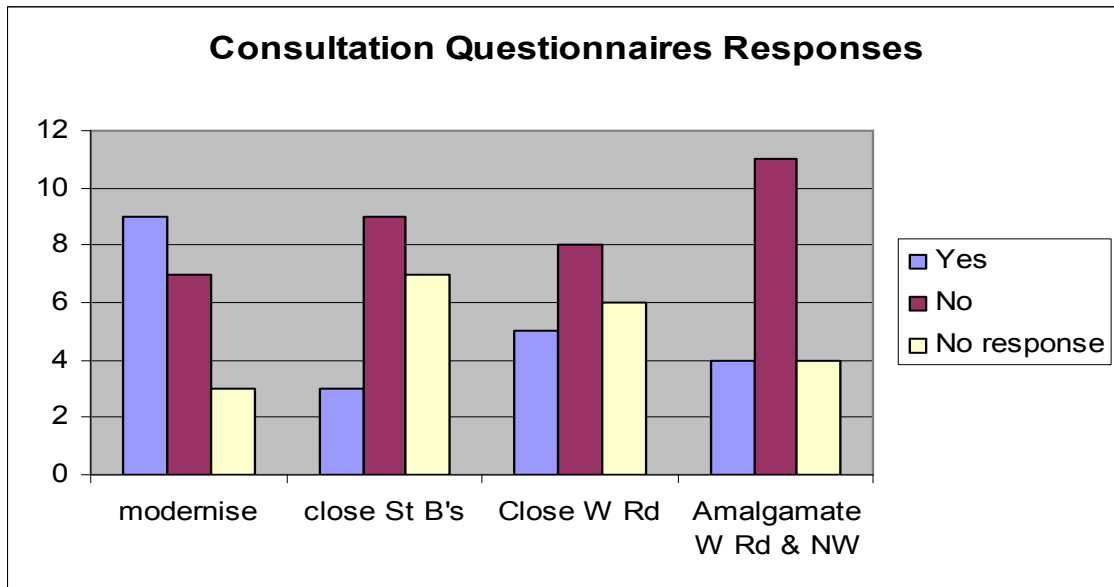
- 3.1 Cabinet received a report on the 18<sup>th</sup> May 2011 setting out a review of day opportunities for people with a learning disability. The report proposed options in order both to develop services to meet user/client choice and provide sustainable services going forward as well as delivering the improved efficiency required to meet the Councils Medium Term Financial Plan (MTFS) targets. These options were to be consulted on for a period of two months.
- 3.2 The recommendations were agreed by Cabinet but were requisitioned for consideration by the Individual's Overview and Scrutiny Committee. This committee met on 15<sup>th</sup> June 2011 and cleared the report for consultation. The committee also agreed to set up a Topic Group to monitor the consultation.
- 3.3 The Learning Disability Partnership Board also received a report at its meeting of 17 June 2011 and agreed consultation should happen. The consultation documents were issued on the 20<sup>th</sup> June 2011 with a closure date of 22<sup>nd</sup> August 2011. Consultation was carried out in a number of ways. The details are set out below along with the outcomes of each area of activity.

**4 THE CONSULTATION**

- 4.1 The consultation ran from the end of 21 June 2011 to the 22 August 2011. Following receipt of solicitors letters in respect of 3 service users who complained amongst other things that there was insufficient information given as to the alternatives. Further clarification was provided as to the alternative services available and an invitation given to make any further response by Monday 5 September 2011. In the event no further consultation responses were received from these service users. The Learning Disability Partnership Board received a report at its meeting of 17 June 2011 and commented on the report.

**4.2 The Questionnaires**

Over 100 questionnaires were distributed to Carers and a similar number of the easy read version were sent to clients of the service. Only 19 Carer and 18 Easy Read returns have been received. This despite reminders being given at each meeting held. Responses were mixed but generally against the closures. The two tables below provide an overview and Appendix A sets out the questionnaires and responses in more detail. The returns themselves have been collected together with all other material from the consultation and placed in a file for members attention within the Member's Room.



4.3 Comments and views about the proposals could also be e-mailed or phoned into dedicated lines set up for the purpose of this consultation. The use of this has been very limited but those responses will be also included with the material provided for Members.

**4.4 Meetings with Carers**

4.4.1 A Consultation meeting was held for carers of people who attend St. Bernard's Day Centre, and two for those at Nason Waters Day Centre and Western Road Life Skills Centre though in the event some carers from St Bernard's also attended. These meetings were recorded and these minutes are appended to this report (Appendices B, C & D). The meetings were well attended. Individual meetings were also offered if Carers were unable to attend and two carers took up this opportunity.

4.4.2 The meetings were conducted in accordance with the following agenda:

1. Questions/Issues for clarification on consultation proposals.
2. Opportunity to understand the processes of the consultation, how decisions will be made and timescales in going forward.
3. Recording of views from this meeting for feeding in to the Consultation

4.4.3 Key issues raised in relation to St Bernard's fell into three areas, concern over how the Centre had been allowed to reach a point that closure was the only real option; an issue over the level of monitoring that there would be for external providers and a view that some Carers would wish the Council to manage the relationship with new providers rather than the use of Direct Payments.

4.4.5 In regard to Nason Waters and Western Road key issues were the clarification of timescales and assurances on the long term future of Nason Waters were clear recurring themes. The future of transport was also raised, particularly in the light of the introduction of "meeting points" for school transport. Discussion also covered the management of the building works, the capacity and location of Nason Waters as well as the impact of new choices being introduced. There was a concern that we have gone round in a circle from one centre through seven and back to one over the last 35 years.

#### **4.5 Meetings with Clients**

4.5.1 People First and Mencap (at St Bernard's) provided advocacy for individual clients through the process and both have submitted reports of their overall findings. These are attached as Appendices E and F.

4.5.2 There have been open sessions conducted by People First culminating in an open session where questions they had prepared were put to the Council representative. There have also been sessions with the 3 A's group (Representative users of the Centres) ; The Quality Circle at Nason Waters (which also involves Carers & Staff), four Open meetings (Two with HavCare support) held at Western Road and Nason Waters and individual conversation with clients where requested at both Nason & Western Road.

4.5.3 There was huge overlap between all of the sessions - reassurance that people could continue to do the activities they like and would not be forced to "work", that they will be with people & staff they are familiar with, can travel on the same coaches and get to choose to do new things. Clarification of the timescale and building works were also much discussed. In the meantime suggestions were made to let people who are not familiar with Nason Waters to visit, to encourage social and other activity between the centres and to publish an easy read facts sheet for clients. A number of practical questions (Will I pay more for my Tea at Nason Waters, Will the name change, Can I take my locker, etc.) have been asked and responded to but these answers could be helpful to all users, these will also be discussed and communicated as we go through the transition if the amalgamation is agreed.

4.5.4 A document has been prepared setting out the issues raised and the responses in “easy read” format which will be distributed to all clients. A copy of this is attached as Appendix G.

#### **4.6 Work with Individuals**

4.6.1 In early discussions with Carers of clients of St Bernard’s it has been clear that the major concern has been the potential choices of alternative services which would be available in the event of closure. In order to take this forward in a positive manner we have provided a dedicated Care Manager to carry out reassessments of need as well as separately the provision of advocacy support to individuals and their carers through Mencap. All clients and their Carers have benefited from a reassessment and at least three choices of alternative services have been identified for all service clients. These have been discussed with families in order to agree what future arrangements will be put in place in the event of closure of St Bernard’s. A number of families have chosen to take up these options prior to any final decision on the future of St Bernard’s, however we have reassured all clients and carers that we will not close the service until satisfactory alternative services are in place. Appendix H sets this out in more detail).

4.6.2 Reassessments with clients and carers at Nason Waters and Western Road is at an earlier stage as no client will have a service withdrawn as an effect of the amalgamation. Clients have been reassured that all current activities, transport arrangements and friendship groups will be unaffected by the move of location. In two cases current travel arrangements will need to be reassessed as the clients travel independently to Western Road and this may not be possible after a shift to Nason Waters. Given that new choices of activities will be available after the amalgamation it is planned that new assessments leading to Individual Person Centred Plans will be undertaken for all clients over the next year. A small number of clients have requested early reassessments and these are being allocated.

#### **4.7 External provision**

4.7.1 In order to show how choice may develop in the future we are engaging with local providers to develop new facilities and projects. A local voluntary group is in discussions with officers with regard to developing a new domestic scale provision locally for those with the most profound needs and two new Mencap projects are about to open (Employ Me & Me Time), Shaw Trust are developing their Employment Project and further work is being conducted with Leisure Services, Adult Education, the local Employment Service and others to bring forward new opportunities available through the new Nason Waters service.

4.7.2 One of the external providers which will be particularly helpful for users at St Bernard’s is Eastway Care.

4.7.3 In early discussions between those Carers considering Eastway Care as one of their options, issues were identified where additional activities might be helpful in meeting the needs of existing clients of St Bernard’s. Eastway are looking to expand their space to meet these requirements.

## **4.8 Transport**

4.8.1 Transport Services are being kept up to date with the progress of consultation. An agreement is in place that any changes will allow for a period of six month notice to the in house provider of any changes in service levels, such as the ending of the two routes to St Bernard's. A protective notice has been given on these routes in order to ensure that the Transport Service is able to respond quickly if closure is agreed. The changes at Western Road and Nason Waters will not have any immediate impact on the remaining six routes other than the four routes which currently call at Western Road prior to going on to Nason Waters will go straight to Nason Waters.

## **4.9 Staff**

4.9.1 Information and briefing have been provided to all staff as well as a specific consultation meeting from which the minutes are attached as Appendices I, J and K. This is separate from the formal consultation processes with staff about how the changes will affect them. This has been commenced for St Bernard's already given the potential closure and loss of jobs but will happen for the other two centres later.

4.9.2 A formal consultation response has been received from GMB, one of the two Unions representing staff within the service. This is attached as Appendix L.

## **4.10 Overview & Scrutiny**

4.10.1 The original report was referred to the Overview and Scrutiny Committee for Individuals. It was also requisitioned for their consideration. They considered the report at their meeting on 15<sup>th</sup> June 2011 and allowed the report to continue to consultation. The Committee also agreed to establish a specific Topic Group to monitor the consultation. They concluded at their final meeting on 23 August 2011 that the consultation process had been carried out effectively.

# **5 RESPONDING TO THE CONSULTATION**

## **5.1 St Bernard's**

5.1.1 As set out earlier in the report there were three main issues raised in the consultation. The first of these was that the Council had allowed the service to reduce until the point that closure was the only real option. There have also been views expressed, for example by the GMB, that a sustained programme of investment and marketing could allow the service to become sustainable for the future. Against this is the evidence of the availability of alternative local services with the capacity to meet the needs identified at a lower cost than the Council can provide. This is supported by the evidence that these services are being chosen consistently by new clients coming to Adult Services. There have also been a number of initiatives (staff training, new management, new facilities etc.) over recent years which have not demonstrated any improved take up of the service.

- 5.1.2 The second issue raised has been the capacity of the Council to monitor the growing number of external providers and the quality of their services. This point is acknowledged and is more generally pertinent than just around St Bernard's. The Council over recent years has supported choice and a multiplicity of provision across all areas of Adult Social Care. In order to manage this effectively there has been an increased role for Commissioning (to maximise the effectiveness of Council purchasing, to put in place a robust framework of contracting and provider management and provide brokerage support to clients) as well as developing the Quality Team to carry out our own independent monitoring of provision. This compliments the individual work done by Care Managers in regularly reviewing all care packages. In the light of the specific changes in Day Opportunities for People with Learning Disabilities as well as other developments an increase in the Quality Team resources is planned.
- 5.1.3 In order to address the needs for the future for clients with complex needs the Service is producing two new plans specific to the needs of people on the Autistic Spectrum and those with Multiple Disabilities. These plans will be supported by specific resources and are due to be presented to the Learning Disability Partnership Board in the near future.
- 5.1.4 The third issue was the wish of some carers that the Council should continue to contract direct with any new service provision rather than requiring clients to take a Direct Payment or to manage their own provision through an Individual Service Budget. Though officers see positive benefits for the future in carers and clients exercising more direct control over the services they receive it is not a requirement of the closure of St Bernard's that these arrangements apply for all. If carers/clients wish the Council to continue to manage the contracts then this will be possible.
- 5.1.5 A more general concern that has been apparent through the consultation has been a general opposition to closure given the client and family capacity to cope with change. This was more evident in the early part of the process and it is believed that the focus on clarifying the choices available to every client and carer has alleviated some of this concern. It must still be acknowledged that this has been a stressful period for all concerned, particularly dealing with uncertainty. This has been evident in the desire of some families to move to new services even before a final decision has been made. Officers are confident that a clear decision and a focus then on proper transition planning will assist in reducing any anxiety. It is also important to note the conclusions of the Mencap report that although the discussion of moves has been difficult for users clients and carers that a move to new services is seen to be in the long term interest of those clients.
- 5.1.6 Early discussions with affected staff have been undertaken in line with good practice as expressed in the Council's Managing Organisational Change & Redundancy Policy. This has clarified that these staff do not want the Council to consider the potential application of TUPE to the process of closing St Bernard's and finding new provision for the service users currently attending the centre. Should St Bernard's close, the staff would wish the Council to use its efforts to identify suitable alternative employment through the redeployment process and or to access a redundancy payment. Within these discussions we have clarified the

timetable for this overall process under the Council's framework for dealing with workforce change. Formal consultation with affected staff will finish on the 27<sup>th</sup> October 2011 and if closure is to happen, then 12 weeks' formal notice of redundancy will be issued to displaced staff during the implementation stage for the proposal. The Council has indicated that it would wish to exercise some discretion in extending the notice of redundancy for displaced staff, paying staff in lieu of some of their notice period, or finding alternative work, in the light of actual moves of clients, which might mean that the actual date of closure is later or as more likely earlier than this. This would only be carried out with the agreement of the affected staff.

5.1.7 Appendix H sets out the progress in finding alternative services which meet the identified needs and the choices being made by carers and clients between the options set out. In the light of this officers do not believe there is any substantive reason not to agree the closure of St Bernard's. Letters have been received on behalf of two clients of St Bernard's from solicitors acting on their behalf. These letters are under the Judicial Review pre action protocol and have been responded to. This matter is dealt with in more detail under the legal implications paragraphs.

## **5.2 Amalgamation of Western Road & Nason Waters**

5.2.1 The key issues coming forward from consultation have been clarifying the timetable, the management of the building works, the capacity and location of Nason Waters as well as the impact of new choices being introduced. There was a concern that we have gone round in a circle from one centre through seven and back to one over the last 35 years and a fear that the commitment to the future service at Nason Waters was not there from the Council.

5.2.2 Many of the questions from carers and clients centred on the issue of the timetable for change. The lack of certainty about the planned date for amalgamation was seen to be undermining their confidence in the eventual outcome. Officers explained that even if a decision is made to amalgamate the two centres there would still need to be a period of consultation with staff over the changes to their conditions of service, building works would need to be finalised, tendered and completed and transition planning would need to be put in place. Consultees were advised that this would take some time and there was some uncertainty specifically about the building works about how long this take. Officers talked about amalgamation happening well after Christmas. In response it was suggested at one of the carer consultation meetings and reiterated at the other that setting a timetable that was clear that the amalgamation was planned to happen next June/July (even if there was further slippage) would be of great assistance to all parties as it would provide a clear timeframe.

5.2.3 Officers have reviewed this and believe that this does provide a realistic timeframe and if it assists in removing uncertainty should be agreed.

5.2.4 The nature and extent of building works was questioned. Officers clarified that plans would need further discussion but that initial work had focused on identifying improved utilisation of space to ensure that all current activities across the two centres could be reprovided at the one site plus improving facilities and dealing

with maintenance issues to ensure a life span of at least ten years. This did leave the potential to develop other aspects of the site to support new activities and additional external involvement. More detail is set out in Appendix M. Other questions questioned how building works could be conducted whilst maintaining the current service use on the site. Officers offered reassurance that any building works would be carried out with due regard to minimising any disruption to current activities and with due regard to Health and Safety. Discussions around this highlighted the potential to utilise the opportunity to run some activities in the interim at Western Road as this would have the additional benefit of encouraging interaction between the two centres before amalgamation.

- 5.2.5 Concerns were expressed about what new choices would be introduced. Discussions highlighted existing work that is going ahead with providers (Mencap, Shaw, Crossroads etc.) to extend the range of choice within the community which current and future clients can be supported into as well as the discussions with other partners (Education, Leisure, The Country Park etc.) about extending the range of choice within Nason Waters. The fundamental point though was that in future the service would be responding to the Person Centred Plans for each user in order to achieve their personal goals rather than offering the same range of activities year on year. This builds on changes already being introduced in Western Road where clients have six monthly reviews of the activities they wish to pursue.
- 5.2.6 In discussion with clients the basic issue was the reassurance needed that the move of location would not affect the clients ability to continue to do activities they enjoy, socialise with the friends they have at the centre, be supported by staff they know and continue to travel on the same transport. The detail of these questions and responses is set out in Appendix G. There was a lot of enthusiasm shown by users to get involved in planning changes and this is being capitalised on now with mixed groups from both centres working on building a model of Nason Waters to be used to help plan changes and organising joint social events across the two centres.
- 5.2.7 The capacity of Nason Waters to provide for all current clients was questioned even though the combined numbers would still be less than the original capacity of Nason Waters. Partly this was around building design (useful suggestions were made such as separating the pedestrian and vehicle entrances)but also reflected concerns over reduced staffing capacity. Though the specifics of the proposed staffing structure and new job descriptions are still to be discussed with affected staff and Trade Unions under the Council's Change Managing Organisational Change & Redundancy Policy, management, with the assistance of HR, were able to reiterate that the original proposals are based on maintaining current basic grade staffing levels and would represent an enhancement to the original staffing group at Nason Waters.

- 5.2.8 Concerns were expressed that the centre was more remote and therefore would find it more difficult to maintain and develop its community based activities. Officers were clear that this was the opposite of what is intended and that even though the centre is further from the centre of Romford that this does not provide a major barrier to more community involvement given the availability of three minibuses and some of the opportunities that have been identified locally.
- 5.2.9 Conversely there were concerns that the availability of new choices would undermine the long term sustainability of the centre as current and future users were likely to be choosing new provision. It was explained that the vision for the new service is that it is much more integrated with community and other provision so that clients could looking to make new choices and review their choices regularly rather than opting for a pattern of services that might continue for years. The centre would provide crucial support in supporting client choice and could facilitate this through developing taster programmes with external partners, supporting the development of independence skills as well as helping users to access information about what is available.
- 5.2.10 Discussion covered the potential to offer extended opening hours and weekend use of the site. The changes in the staffing arrangements, the involvement of external partners and volunteers and the additional budget provision specifically to address carer's assessed needs provide an opportunity to operate a more flexible service in the future if the need is identified. The initial focus however will be on ensuring that all current users continue to receive the service for which they have been assessed.

### **5.3 Other issues to be addressed**

#### **5.3.1 Transport**

As a consequence of the proposed closure of St Bernard's the two Coach services transporting current users will no longer be required. Individual travel needs have all been provided for as part of the choices put forward after reassessment. There will be net savings that accrue to the Council from this but these will be accounted for as part of the Transport Review. There are no immediate Transport changes arising from the amalgamation of Western Road and Nason Waters, but future reassessments of need will cover the provision of transport separately from the provision of day opportunities. The Council's review of Transport may also bring forward proposals for the future transport provision but this is separate from these proposals.

#### **5.3.2 Supporting Choice**

Information that supports clients to make choices about services and other opportunities and events has been highlighted, particularly in a event held for partner organisations. Work has commenced to look at options to provide a web based tool specifically for people with learning disabilities to allow them to access information and record user feedback about what is available. This could be supported through Nason Waters or through Libraries and other partners.

## IMPLICATIONS AND RISKS

### 6. Legal Risks and Implications

6.1 Any remodelling of the service, in particular any closure of a day centre, is likely to be controversial for both staff and service users. Several high profile legal cases have resulted from campaigns against the closure of day care centres. In general terms a Court is likely to give a local authority a range of flexibility in its decision making to ensure that it meets its macro resource needs etc although the Authority will have to ensure that it continues to meet all of its statutory duties, only considers relevant matters and disregards irrelevant matters and bases its decisions on accurate information. The Council must :

- 1) ensure that the process followed is lawful and,
- 2) ensure that the needs of specific individuals continue to be met.
- 3) ensure that it considers any adverse impacts under Equalities and Human Rights legislation, and any mitigation or justification for these impacts.

In particular:

- full meaningful consultation must to take place with all service users and other stakeholders
- assessments of the needs of service users must be undertaken
- the equality impact assessment must be carefully considered and any adverse impacts fully taken into account

6.2 The requirement for meaningful consultation involves consulting at a time before substantive decisions have been taken, giving sufficient time and information for consultees to comment and then conscientiously taking into consideration all representations/ comments before a final decision is taken.

Whether an authority has met these requirements can be tested through a Judicial Review. A letter before claim under the Judicial Review Pre action protocol was received by the Council on behalf of three clients (two from St Bernard's and one from Western Road. This is an early indication that there may be a challenge to the Council's decision. This letter raises a number of points which have been responded to, the key issues being:

- Whether the Equality Impact Assessment would be updated as part of the final decision;
- Whether consultation can be effective without clarity about the alternative services;
- Whether the decision should be made by Cabinet rather than Lead Member.

### 6.3 Consultation

Cabinet Members are reminded that they are under a personal duty to conscientiously take into account what citizens and groups have communicated to the Council during the consultation process and to consider whether, in the light of what has been said, the Recommendations should be varied or abandoned. The Consultation is summarised in paragraphs 4 and 5 of this Report. Cabinet members will also need to read the more detailed reports at Appendices A to M.

The time for providing response appears to have been adequate. No complaints have been received that there has been insufficient time.

The information given to the consultees has been user friendly, and although there has been a comparatively low response rate, the only significant issue on this aspect raised by solicitors acting for 3 service users is that it did not adequately address what alternatives were available. This will depend on individual circumstances but the 3 service users have been given an opportunity to comment further on the alternative proposals. Officers consider that the written consultation exercise, the meetings and the involvement of Mencap and other groups, has resulted in adequate information being communicated to service users and carers/families

One of the complaints made by the 3 legally represented service users is that the consultation appeared to lack meaning because the decision making had been delegated to the Lead Member. The Council has responded positively to this complaint by referring the matter to this Cabinet meeting.

### 6.4 Human Rights

Cabinet should recognise that for many service users they have been attending the same Day Centre for many years and have built up relationships with carers and other service users and therefore that this would be interpreted as being part of their private life. Article 8 of the Human Rights Act requires the Local Authority to respect the rights of its service users to their private and family life, their home and correspondence. Accordingly, a closure of the Day Centre involves interference with these rights.

Article 8 states that 'there shall be no interference by a public authority with the exercise of this right except such as is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety, or the economic well being of the country, for the protection of health or morals, or for the protection of the rights and freedoms of others.'

Cabinet will have to carefully consider the justifications for the proposals which may result in interference with Article 8 rights. They should also ensure that the views of affected people are fully considered before taking any decision.

Any final decision will have to balance the interference with human rights against the justification for such interference in the light of all available information.

## 6.5 Equalities

Cabinet Members are reminded that, when considering what decision to make, they are under a personal duty to have due regard to s149 Equality Act 2010 namely that the Local Authority when exercising its functions must have due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act; advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. Relevant protected characteristics include age, disability, and sex. The complete text of the Equality duty together with a useful publication by the Equality and Human Rights Commission, called Using the Equality Duties to make Fair Financial decisions is set out at Appendix P.

If the recommended proposals are agreed then it is likely that there will be an adverse impact on some groups with protected characteristics, particularly those with learning disabilities and those of an older generation who appear to favour the current day care provision.

Cabinet must pay particular attention to the Equality Impact Assessment which is at Appendix N. Within that document particular attention is drawn to paragraph 5 (Likely Impact).

Having had careful regard to the Equality Analysis, and also the Consultation responses, Cabinet members are under a personal duty to have due (that is, proportionate) regard to the matters set out above and (i) to consider and analyse how the decision is likely to affect those with protected characteristics, in practical terms, (ii) to remove any unlawful discrimination, harassment, victimisation and other prohibited conduct, (iii) to consider whether practical steps should be taken to mitigate or avoid any adverse consequences that the decision is likely to have, for persons with protected characteristics, and, indeed, to consider whether the decision should not be taken at all, in the interests of persons with protected characteristics, (iv) to consider whether steps should be taken to advance equality, foster good relations and generally promote the interests of persons with protected characteristics, either by varying the recommended decision or by taking some other decision.

However, whilst Cabinet Members are under a duty to have serious regard to the need to protect and promote the interests of persons with protected characteristics, in the ways just described, in reaching their decision, they may also take into account other considerations, such as the desirability of providing cost-effective and good quality services and, in particular in the current climate, the need to make budgetary savings. They may decide that those types of considerations ultimately justify their decision.

In terms of any alternatives, whilst savings clearly have to be made across the range of Council functions, the Cabinet should be open to the possibility that it may be necessary to avoid adverse impact to continue current provision and to identify savings elsewhere in the budget or to find ways to generate additional revenue, for example by increasing fees and charges or by raising Council Tax.

## **7 Financial implications and risks:**

- 7.1 There is an MTFs savings target of £500k to be achieved by the financial year 2013/14 in respect of day opportunities for people with learning disabilities. There will be the need for various actions to be taken to achieve this and the agreement of the recommendations set out in this report will make a substantial contribution to this as set out in the previous report to Cabinet in May 2011. Appendix O shows potential savings to be realised. Savings related to salaries budgets are subject to the Councils managing organisational change and redundancy policy. Other savings are dependant on the final cost of the future mode of service delivery. Ongoing monitoring of savings as realised will be necessary to ensure achievement of the MTFs savings target, in the context of the overall LD budget position.
- 7.2 There will be transport savings that will be achieved as a result to the closure of St Bernard's. There is a separate MTFs target in respect of client transport of £500k to be achieved by 2013/14 and these savings will count towards that target.
- 7.3 In terms of potential land disposal, it should be noted that the Council owns Western Road but does not own St Bernard's. Capital receipt figures assumed as part of initial option appraisal are based on estimated values as per the most recent valuations available, and can not be assumed until realised. Due consideration by Members will be given to deployment of the proceeds from the eventual sale of Western Road, as part of the Councils Capital Programme.
- 7.4 In order to develop Day Care provision at the Nason Waters site it is proposed that this project be added to the Councils Capital Programme (subject to the necessary authorities), and the works be funded by existing Adults capital budget. The works are estimated to cost in the region of £300k to be funded by an existing Department of Health capital grant.

## **8 HR Implications and Risks**

- 8.1 The staffing implications of the possible closure of St Bernard's are currently subject to formal consultation with affected staff (10 permanent staff are affected) under the Council's Managing Organisational Change & Redundancy Policy under a 90-day corporate statutory process. This consultation is due to end on

27<sup>th</sup> October 2011. Staff and Trade Union representatives have expressed a clear view that they do not wish the Council to exercise the potential application of TUPE with regard to finding new service provision for St Bernard's users. Their preference is for suitable alternative employment to be identified by the Council under the redeployment process or to receive a redundancy payment.

- 8.2 Proposed staffing arrangements, job/person profiles with revised job titles and new grading structures have been prepared for the amalgamation of Nason Waters & Western Road. The change management report to deal with these issues, as they sit under the proposals set out in this Cabinet report, will be made available to affected staff (26 permanent staff are affected) and Trade Unions and subject to formal consultation, which should commence in October 2011. Any formal consultation on the amalgamation of these two centres would need to be carried out in accordance with the provisions of the Managing Organisational Change & Redundancy Policy.
- 8.3 The council-wide programme of change towards Havering 2014 has meant that the Council views itself as a 'unit'. Therefore, affected staff under any proposed change management process within the council at a single point must be viewed in terms of being one group. This requires use of an HR1 form, which is lodged with the Department of Business Innovation and Skills on completion to enable a 90-day consultation period to commence as is statutorily required. Notices of redundancy cannot normally be issued until the 90 days of this formal consultation period have elapsed and the affected staff who are identified as being displaced during the implementation stage for these proposals have been identified.
- 8.4 It is anticipated that there would be a minimal number of posts where there is a risk of redundancy for the existing postholders due to rationalisation of staffing levels across these two centres. There is a risk of unfair dismissal claims with any redundancies. However, the likelihood of such a risk, and the potential number of any such claims, can both be minimised by following the Council's Managing Organisational Change and Redundancy Procedure. This would ensure that a fair process is followed in terms of selection for redundancy and that every effort is made to identify suitable alternative employment within the Council for displaced employees, with appropriate support put in place to aid the successful completion of any subsequent trial period within the redeployment process.

## **REASONS AND OPTIONS**

### **Reasons for the decision:**

- Meet national & local policy objectives – there are clear policy objectives that have been set both nationally and locally for personalisation, re-ablement, independence and choice that we are not currently meeting.
- Increasing numbers needing service in future – the number of service users is projected to continue to rise year on year placing significant pressure on budgets;

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- Changing patterns of usage – more individuals are choosing to take new forms of service (Direct Payments, External provision etc.) creating a vicious circle where usage (& sustainability) of internal services is reducing;
- Confusion between carers & users needs – there has been a lack of clarity as to the provision needed to support users and that which provides respite for family carers.
- Little evidence of reducing dependency – current services appear to be a provision for life without showing how they contribute to reducing the need for future support;
- Improve Value for Money; the current model of service is not affordable particularly when considering the growth in demand and the restrictions on Local Authority spending.

### **Other options considered:**

The options considered have been the subject of consultation.

### **Equalities implications and risks:**

An updated Equality and Fairness Assessment has been carried out and is attached as Appendix N.

## **BACKGROUND PAPERS**

- a. Various Budget Reports (2010/11)
- b. Employment data provided by Human Resources
- c. Development of Day Opportunities for People with Learning Disabilities in Havering - Options Paper 18/8/11
- d. Monthly Performance Reports for Adult Social Care.
- e. Consultation material and responses placed into the Member's room (some of the detail of which is exempt from publication because it is private information relating to individuals)

Appendix A



Consultation Document

**Review of day opportunities for people with a learning disability**

Introduction

On 18 May 2011 Cabinet considered a report looking at the future of day opportunities for people with a learning disability in Havering. This follows work that has been undertaken to review these services. This review has highlighted the need for changes in the way these services are provided. We are committed to consult with people who may be affected by the changes about our preferred options and will listen to all the views we receive.

This note is intended to provide a summary of the Cabinet report to help you understand the reasons for change and the options being considered.

Why do we need to change?

- The review is about encouraging day opportunities that are flexible, centred round the individual, and which provide varied, meaningful and stimulating activities.
- The number of service users is projected to continue rising year on year so we need to ensure there are effective resources in place.
- The number of people choosing to use Council services has really declined. Because our services are very traditional, more and more people are choosing to use external providers or have chosen to have direct payments for individual budgets.
- We need to ensure that our services provide support for carers but they also provide users with positive outcomes for their health, well being, education, and employment.
- The current services need to change to help increase people's skills.
- We need to make sure we deliver services that are fair and focussed on the individual but are also efficient and good value for money. In some cases, better and more cost effective schemes are already being provided by external organisations.

### The Financial Position

- Because less people are choosing to use our services, the buildings are underused and becoming expensive to maintain.
- This means that costs per person are more expensive and, at St Bernard's, are significantly more than from external providers.
- Current levels of direct payments being made for external day services are not sustainable.
- The potential to access new funding streams, for example welfare to work, charitable funding, capacity in mainstream services, etc needs to be explored.

### A new service model

- Each service user needs a person-centred plan which identifies key targets around their health, employment, social interaction, learning and independence.
- In order to respond flexibly to supporting individual care plans through individual service budgets, the money tied-up in fixed infrastructure (eg buildings and buses) costs has to be reduced.
- We want day opportunities to have positive outcomes and stimulate the local market to provide the opportunities that people with learning disabilities need. This is particularly so for people with low or medium needs.
- The new service should increase access to mainstream services and education, rather than create separate specialist provision which does not support inclusion.
- We will conduct a separate assessment of carers' needs to make sure there is fair support in place.

### Managing the transition

- We will support existing users to make the change. The Council has a responsibility to them to manage the pace of change, which allows them to move to new services as they are able. There may be a number of users (legacy users) for whom the Council will need to ensure a continuing support as they are comfortable in the current service.
- We will manage the costs of the market place to make sure they are affordable. This can be achieved through market stimulation, innovative schemes and careful commissioning as well as the use of mainstream services and funding opportunities.

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- We will provide support for each user and their carers to make appropriate choices and set realistic goals.

### The proposals

- To close St Bernard's and have an external body providing its services using individual budgets. We will work closely with users and carers to support them through the change.
- Amalgamate Nason Waters & Western Road, ensuring Nason Waters can accommodate the current users of Western Road.
- Change the services at Nason Waters so they provide positive outcomes for people's health, wellbeing, education, employment, social inclusion and independence.
- We will also look at our transport arrangements and make sure they are suitable for our users' needs.
- We will engage with the local market so we can offer advice on current opportunities as well as stimulating new opportunities.
- Undertake separate carers' assessments and review person-centred plans for all users.

The full report is available on our website [www.havering.gov.uk](http://www.havering.gov.uk) but this note hopefully helps people understand what the scope of this consultation is. Your views will be valued and form part of the consideration before any final decision is made.

### Timetable:

The consultation will run from 16 June for two months. All contributions need to be received by 22 August 2011.

Consultation will be through the following ways:

- Consultation events will be held for carers of people who attend St Bernard's Day Centre, Nason Waters Day Centre and Western Road Life Skills Centre. Information about these will be sent out shortly.
- A consultation event will be held at Havcare.
- A consultation event will be held at People First Havering Drop-in.
- The Learning Disability Partnership Board will be asked to give its views.

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- Comments and views about the proposals can be e-mailed to: [yourviews@haverling.gov.uk](mailto:yourviews@haverling.gov.uk)
- Comments and views about the proposals can be made by calling 431064.

We are happy to arrange individual meetings with service users and carers if need be.

Support from a specialist advocacy service from Mencap will be provided to people who attend St Bernard's Day Service.

Below, there are a set of questions to enable you to give your views about the proposed changes. If you want to contribute to the consultation process, one way of doing so is by answering these questions and returning the slip in the envelope provided.

**Do you agree that the current day services cannot stay as they are and need to be modernised?**

Yes/No.

If not why not?

**Do you agree that St Bernard's should close and existing clients be helped to find suitable alternatives either from external providers or through individual budgets?**

Yes/No.

If not why not?

**Do you agree that the services from Nason Waters and Western Road need to be changed so they focus on inclusion rather than a traditional model of care?**

Yes/No.

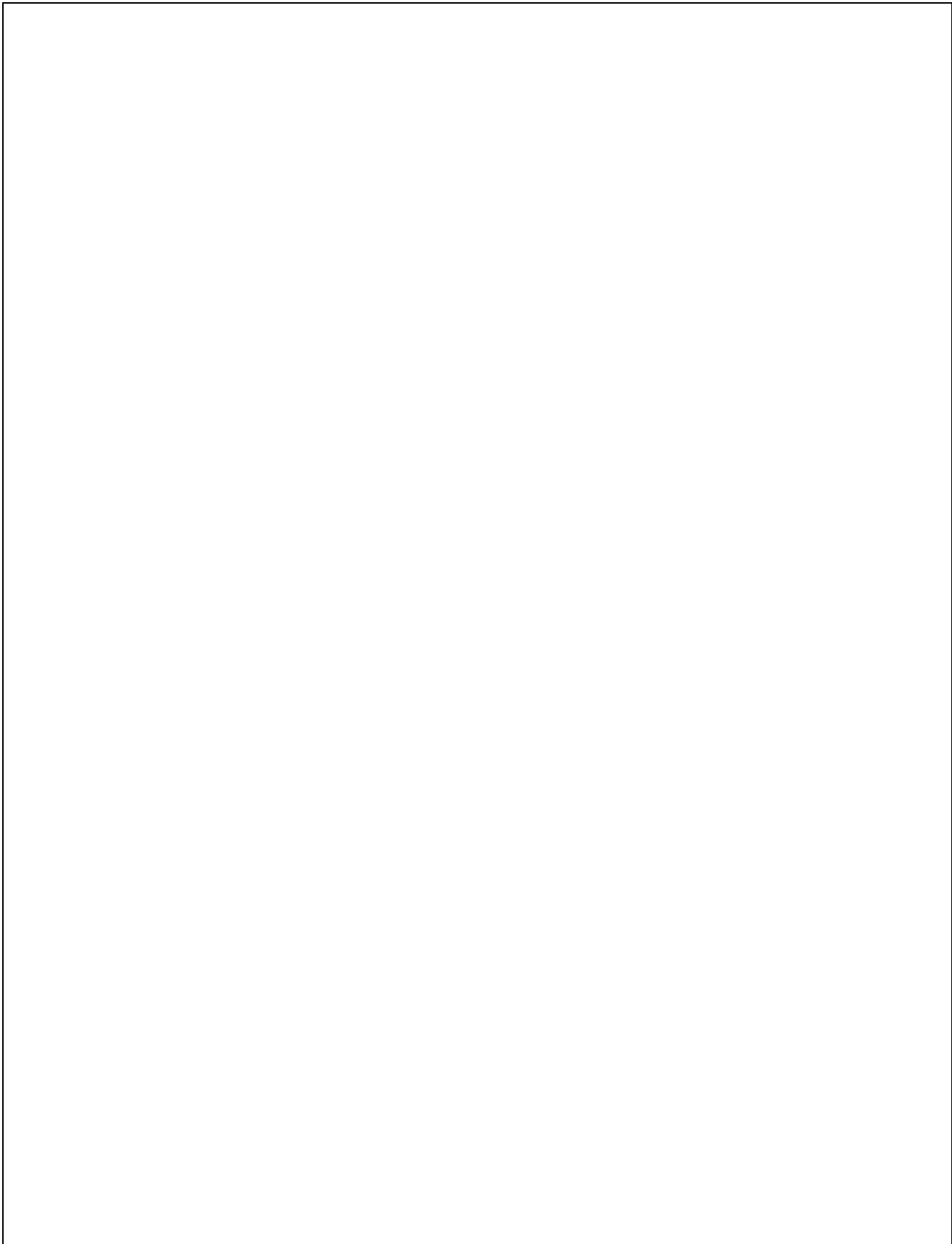
If not why not?

**Do you agree Western Road should close and the service be amalgamated with Nason Waters on a refurbished site at Nason Waters?**

Yes/No.

If not why not?

**Do you have any other comments about the proposals or do you wish to suggest any alternatives?**

A large, empty rectangular box with a thin black border, intended for providing comments or suggestions. It occupies the majority of the page's vertical space below the question.

Easy Read Version

## **Havering Council**

### **Changing your day services**



We need to make some changes to day services.  
We want to know what you think about our ideas to  
change day services.

**Easy read**



**Tell us what you think about these changes**



**Before we make any changes we want to know what you and your family think.**



**There are some questions at the end of this information about what we want to change.**



**Send your answers to**

**The Hermitage  
Billet Lane  
Hornchurch  
Essex  
RM11 1XL**



**People who go to St. Bernard's Day Centre will have support from an advocate.  
An advocate is someone who helps you to speak up or who can speak up for you.**



We are running meetings for you and your carers at

- your day centre
- Havcare
- People First Havering Drop-in.

**You need to tell us what you think by 22<sup>nd</sup> August 2011**

**Some of the other reasons we need to change day services**



Lots of people are choosing services and support from other groups.

This means each year fewer people are using our day centres.

We need to use the money we have to help people in the best way we can.



Spending a lot of money on things like day centre buildings and mini buses is not really the best way to help people to have interesting things to do.

## Individual budgets



More people are choosing to have an **individual budget**.

An **individual budget** means that the money to pay for services comes to you. You choose what you want to spend the money on.



An individual budget gives you more choice and control about what you do in the day.

## What the changes will mean for you

You will have a person centred plan.

A person centred plan is about

- what you like to do
- the support you want
- what new skills you want to learn.



You will have more chance to go out and do activities like everyone else does.

## How we will help you with the changes



We will make sure you and your family have help to

- choose what new things you will be doing.
- understand about your individual budget.



We will make sure we find out what support your families need.

The change to doing new things will be done slowly.

You will have time to get used to doing different things in the day.

## The changes we want to make



We want to close **St. Bernard's Day Centre**.

If you go to St. Bernard's a group, not the council, will support you with things to do in the day.

You will get more choice about what you do.

## More about the changes



Join up **Nason Waters Day Centre** and **Western Road Life Skills Centre**.  
This means **Western Road will close**.



We will change Nason Waters so there is room for the people that go to Western Road.



We will make changes to what you do at Nason Waters.

The changes will help you to

- learn new skills
- go to activities where you live
- try out new activities.

## **More about the changes**



We will look at the person centred plans you have now.

We will work with you to make sure your plan is right for you.



We will help you to think about what new things you might want to try.



We will look at the different transport people use like mini buses.

We will think about if the transport we have now is the best way to help people get out and about.



On the next pages are some questions to help you say what you think about our plans to change your day services.

**Questions about changing your day services**



**What do you think about changing day services so you have more choice about what to do?**



**What do you think about closing St. Bernard's?**



**What do you think about closing Western Road?**



**What do you think about Western Road closing and changing Nason Waters so everyone can go there?**



**Anything else you want to tell us about changing your day services?**

## Questionnaire Analysis

Q	Questionnaire	Y/N	Q	Easy Read
1	Why change things that are working & not broken	N	1	As long as I can continue to attend NW.
2	Fear service users will end up with carers pushing or dragging them round Romford/Lakeside taking no notice of them	N	2	Sorry for those who like it there
3	Only if it benefits users to have more facilities		3	I hate places that are packed
4	Only if it really happens		4	Don't want it to get over packed
5	concentrate on those who deserve it - i.e. not alcoholics & drug addicts		5	I like the people. Don't want to change
1		Y	1	Good to have choice & to learn more
2	Would alternatives be enough	N	2	If St B's closes then NW, W Rd will be 3 services together, 1 will suffer & some lose out
3		Y	3	If smaller than other two then maybe
4		Y	4	Might be good but will everyone benefit?
5			5	Changing day centres is no good without more choice
1		Y	1	Do not know or understand
2		Y	2	N/A
3		Y	3	N/A
4	People at Nason would have to change & overcrowded	N	4	Yes
5			5	X is not capable of understanding money
1	Students are happy at present- they like routine	N	1	Is a good idea
2	Clients know & trust routine	N	2	Wrong to close as they have been there a long time
3	After Spillsbery closure only remaining Day Project is Western	N	3	Sad - but still have somewhere to go
4	Going back 18 years - all services under 1 roof	N	4	It is a good idea
5	Appreciate Financial but LD is the Cinderella of Havering		5	
1		Y	1	I am happy to take on board - I am active and this would give me a challenge
2	Why not form a unit at NW	N	2	
3		Y	3	Sad as I will miss my fellow users
4		Y	4	I would be happy to go to NW
5			5	I am happy - only worry is if places are limited.

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1	We are not asking for modernisation - carry on as normal	N	1	Nice to have more choice
2	All you are trying to do is cut budget & quality of life for disabled people	N	2	N/A
3	N/A		3	Sad
4	N/A		4	Nice to be more involved - but Nason is not central
5	Eastway offers less hours - less weeks - extra costs of respite		5	Perfect if new complex in Central position

1		Y	1	
2		Y	2	
3	WRd in centre NW hidden away. X has only gone		3	
4	Spillsbury Road - smaller projects		4	
5	College at Nason Waters leaves a lot to be desired ?mixing - bad transport. LC picks up after 9am		5	

1	Things are constantly changing - WRd last project after Spillsbury	N	1	X isn't able to choose ...
2		N/A	2	Happy at St B's - they don't like change
3	Ever since ASC have been hearing of Personal Planning	N	3	do not agree - attends StB
4	Where has the idea of small projects gone - allotments a long walk from NW	N	4	do not agree - attends StB
5	?Legacy users ? Market stimulation - Smaller is better		5	Reviews should have been done first - Western Road move into StB's upstairs - all about saving money

1	Gets activities & choice at W RD	N	1	It may be a good idea
2	?no lift		2	It might be a shame
3	What do you mean traditional model - already goes out	N	3	It's a shame
4	Western Rd in better location for activities	N	4	might be a good idea if there is room
5	? Too many in one unit (Spillsbury Rd.) How will skills increase? More users but closing units? X is provided for in health wellbeing & education. ?Transport arrangements		5	

1	Long overdue	Y	1	my sister can't choose - already doing what she wants
2	Sad - purpose built building - why not move to Nason Waters	N	2	Only cutting budget & quality of life
3		Y	3	
4	Focus should be on less able rather than amalgamation	N	4	
5	Long comment - not very clear		5	Eastway has shorter day - worried Eastway will not accept X. Eastway shut 4 weeks

1	They know each other & moving them about will upset relationships		1	Why can't I stay at W Rd & have more choice
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2	Lot of clients cannot go anywhere else - split from friends	N	2	N/A
3	Not room at Nason Waters for both	N	3	Bad - it is upsetting me
4	Not enough space, loss of activities, Building work could upset users & H&S risk	N	4	I like being in Romford - see my Mum & Dad & friends at shops
5	Leave the vulnerable alone - how would you like to sit at home day after day.		5	I am very worried & keep talking about it
1			1	Like going out, art, music - run at H.H Church - costs little
2			2	
3	X is settled - to move her would cause problems	N	3	
4	X doesn't want to go to NW	N	4	
5	Leave students where they are		5	
1	Council has not spent enough on day services	Y	1	Why change what is successful
2	Don't know		2	If it works keep it
3	People with LD have there own friends like themselves - inclusion does not happen in the real world	N	3	If it works keep it
4	Each place is different	N	4	Everyone is happy where they are
5	People only choosing PB because they are not informed of alternatives. PA's not inclusion. PB's spent on private centres that are dearer. Is there really inclusion - how many employed at Billet - at the pub/golf club? Not many		5	Parents, Carers & Clients affected - only means more money for the Council.
1	Stress it causes to X & friends - at NW for 30 years	N	1	
2	N/A		2	Ridiculous
3	Happy with Nason Waters	N	3	Daft to close a well run & loved centre
4	Nason will become overcrowded	N	4	You will run out of space & people may be stuck at home.
5	No common sense - Cut expenses & salaries & stop "Living" Should not have stopped residential attendees. Respect staff at NW but not the rest of you. Residential bad (?Acorn Village)		5	
1	Not qualified to comment		1	
2	Not qualified to comment		2	Not happy but know changes have to be made
3	Not qualified to comment		3	Know nothing of Western Rd
4	This goes back 17 years - Spillsbury Road to 7 projects - now have all gone. There was more choice		4	Never been to either centre
5	Does not show compassion or understanding of needs of special people.		5	
1	in the interests only of each client	Y	1	Not a good idea & there won't be more choice
2	because it is the only special needs day centre I am aware of	N	2	X is very happy there do not want it closed

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3	Not clear what is meant - seem happy at present		3	
4	There would not be a significant change for my daughter	Y	4	
5	Transport arrangements if not designed to meet the needs of users would waste the investment in Nason Waters		5	All about money - if X in care then cost more - We have saved thousands - our choice is St B's. You don't want our suggestions you have already decided.
1	Old ground - closure of Spillsbury Road gave 7 projects then closed.	Y	1	X should stay where they are - it is like home
2	N/A		2	
3	N/A		3	It will harm the students
4	NW is the furthest & most remote	N	4	
5	Change is not always good - going in a complete circle. Should be more central. Issue of the Transport depot moving out of borough & now back in.		5	
1		Y	1	May have less choice
2		Y	2	Not qualified to comment
3		Y	3	
4		Y	4	
5	We would like disabled people to live their life like normal people & do what they want		5	Clock back 17 years Kings Fund mandated - sold Spillsbury & created 7 new community projects. Now all gone. Opportunity wasted.
1	Very happy at St B & friendship	N	1	Not right - most can choose now.
2	Very vulnerable people - show respect - go back to when previous manager when they went out before H&S taken to extremes	N	2	Shameful - greed taken over Council. Why open Eastway when St B's & Western not full
3	DC should be kept - look at private care homes. What would happen to our children. Only Eastway in Borough	N	3	Should not close
4	Client at Western enjoy lots including travel. Can't be done from Nason, in back of beyond	N	4	NW in back of beyond with no transport access. Most like it at Western & it would be further to travel.
5	What Council has done this is disgusting. 1 man to make decision is dictatorship. None involved in decision have a disabled child or family member to look after. All about saving money - money for I pads found! Stop taking from vulnerable & helpless. Let Eastway run St Bernard's at Peel Way. Councillors should visit to see who they are hurting.		5	Don't change them. Move clients from Eastway into St B's. They have been there longer than Eastway.



## DAY OPPORTUNITIES FOR PEOPLE WITH A LEARNING DISABILITY

### CONSULTATION MEETING

### ST. BERNARD'S DAY SERVICE

30<sup>TH</sup> June 2011

#### Attendees

Four families plus Havecare were represented at the meeting. A further two families sent apologies.

**Bob Morgan (BM)** - London Borough Of Havering (LBH): Interim Strategic Review Manager

**Linda McMeakin** - London Borough Of Havering: Adults Transformation Projects Manager. Minute taker.

#### **Introduction and background**

BM explained that in July 2010 he had carried out a review of LBH's three in-house day services for people with a learning disability, and, based on the findings of this review, wrote the report which was presented to Cabinet on 18<sup>th</sup> May 2011, setting out the options on which consultation is now taking place. A summary of the options given in the Report is given in the consultation document which has been sent to all carers of people who use the day services, and an accessible, easy-read version to service users. Everyone had received a copy of this.

#### **Purpose of consultation meeting**

BM said that the meeting is an opportunity for people to get clarification and to ask questions.

He said that he would try to meet with everyone who could not attend this meeting, if they wished to.

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BM said that questions would be recorded and would form part of the consultation outcome.

### **Consultation process and period**

The consultation ends on 22<sup>nd</sup> August 2011.

The Report detailing the outcome of the consultation will be finalised at the end of August.

Overview and Scrutiny Committee will give its views on the process towards end of August (since this meeting, the date has been confirmed as 23<sup>rd</sup> August).

BM acknowledged that it is a difficult and anxious time for clients, carers and also staff as, at the moment, the options are only proposals, and not decisions. He emphasised, though, that we need to go through the process in order to make the right decision.

BM also stressed that the proposals are not about taking services away, but about changing them. LBH continues to have a responsibility to meet assessed needs and it will make sure that it does so.

The consultation is not only about this meeting. People are asked to give their responses and views by completing the questionnaire at the end of the consultation documents, or by e-mailing [yourviews@havering.gov.uk](mailto:yourviews@havering.gov.uk) or by using the telephone number dedicated to the consultation process: 01708 431064.

BM said that he would also try to respond if people wished to put questions to him in the future, not just today.

### **Reassessments**

A care manager has been appointed specifically to carry out reassessments and to enable service users and carers to be clear about available choices should the outcome of the consultation be that St. Bernard's is to close.

BM said that there are various ways in which service users' assessed needs could be met, examples being:

- Eastway Care
- Direct Payments
- LBH is in discussion with Crossroads about a possible small-scale service, but no definitive decisions have been made as yet.

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- Other services for which LBH pays, which are outside the Borough (BM said he was not suggesting that these be used; he was merely indicating that there are a range of services that LBH currently commissions).

BM said that he would try to facilitate visits to services if people would find this helpful, and look at the potential to talk to people who use those services.

### **Support for service users and carers during consultation**

BM said that there is a need to support both service users and carers through the consultation process. Mencap Advocacy Service has been appointed by LBH, but is separate from them, to provide independent advocacy, primarily for service users, but will also be available to support carers if they wish it, and should be arranging surgeries for carers. They will engage as much as they are able to with clients, and will provide a report on their findings. Mencap began its work on 23<sup>rd</sup> June.

**Issue raised:** Carers have not been informed that Mencap had commenced its work (**this was taken up with Mencap following the meeting; letters to carers had been sent that day by Mencap**).

### **Questions, comments and discussion points**

**Q.1.** What is the reasoning behind closing St. Bernard's?

**Response:** The use has decreased so it is less sustainable, both in terms of cost and in the ability to provide a full range of services.

**Comment:** Some parents from Ravensbourne School had not heard of St. Bernard's, and it seemed that they were not being given information about it.

**Response:** Everyone in transition is given information about all available appropriate services. For some people. St. Bernard's would not be a suitable option. Some choose not to go there after visiting it, and over the last 18 months, there has only been one new client.

**Q.2. Eastway Care:**

1. People were told that the facilities at Eastway Care would be exactly the same as those provided at St. Bernard's. This is not the case, as Eastways is closed for four weeks of the year.
2. Carers have been told that Eastways will only take the clients that they wish to.

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3. Carers have also been told that Eastways would need further development in order to take all clients from St. Bernard's.
4. How much cheaper is Eastways Care in comparison with St. Bernard's?
5. Cllr. Kelly has stated that he brought Eastway Care into the borough 2 years ago in order to take on service users from St. Bernard's. Did we let the service run down in light of this?
6. Could Eastway Care take over St. Bernard's? There could be a lot of merit in this. Some service users would like to stay in the Centre on some days, and Eastway Care cannot provide this.

### **Responses:**

1. It is correct that Eastways closes for 4 weeks. LBH has to ensure that any assessment of need is met and would therefore have to put something in place if an assessment indicated that support for 52 weeks of the year is required.
2. It has never been suggested that Eastways provides the same service as that at St. Bernard's. It can support clients with similar levels of needs to those at St. Bernard's, but has a different style of provision and support. In the same way that LBH has to carry out assessments of needs, Eastway Care also carries out an assessment to ensure that it can fully meet a client's needs and is an appropriate provision.
3. There have been discussions with St. Bernard's about their capacity, and Eastway have confirmed that they have sufficient to meet the potential number of clients who may go there. There is not a decision that all current service users at St. Bernard's will go to Eastways. This will depend on whether it is most appropriate for an individual, and this will be considered during the reassessment process. It is also not possible at this stage to enter into direct discussion with Eastways about contracts, levels of business etc as no decision has yet been made to close St. Bernard's.
4. In terms of unit cost, Eastway is £100 less per day than St. Bernard's.
5. The Council was paying for 2 vehicles to take people to Eastway Care in Leytonstone, which was a high cost to the Borough and also meant that service users were travelling for long periods of time. Eastway Care was brought into the Borough to change this situation for the better for both the Council and for service users.

6. This has not been completely ruled out. However, Eastway Care is trying to find an additional unit in Stanton Gate to enable clients to remain and do activities in the Centre, if that better meets their needs. There will need to be an appropriate transition plan for each service user, and the need for quiet times met for those people who need them.

**Q.3. Sustainability of St. Bernard's**

1. Why has the council allowed St. Bernard's to become a service which people do not choose to use, and therefore to become unsustainable?

**Response:** It has not been allowed to happen, but it has happened over time, gradually proving less popular. It also has high fixed overheads, which makes it expensive to sustain in comparison with some external services, where costs can be scalable.

2. Why has there not been more use made of the building e.g. installation of a lift?

**Response:** There has been no financial capacity to do this sort of work and there are technical issues, as the Council does not own the building.

**Q. 4. Who is responsible for ensuring that clients and carers get the best possible service?**

**Response:** The Council is responsible to the tax payer in terms of ensuring best value, to clients and carers in terms of meeting assessed needs, and has to work within the legislation to ensure that services that are provided meet government guidance requirements.

In the past, local authorities used to both assess needs and provide services, as there was little choice in the external market. Over a number of years changes have taken place, with increased choice, personal budgets, changes in people's expectations, particularly for younger people, with more integration into mainstream services. Councils are increasingly going to become purchasers rather than providers of services, and will not be in a position to provide this type of small-scale, specialist provision in the future.

As people have chosen to take up direct payments, personal budgets or external provision, it has become difficult for councils to sustain the services it provides. A vicious circle is thereby set up. The Council would have liked to invest in St. Bernard's, but the funds were not available as they had to be diverted to direct payments etc.

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It was questioned whether the sole cause could be lack of financial investment.

**Response:** There had been changes in management at St. Bernard's over the last 2 years to try to reinvigorate St. Bernard's, but there had been no fundamental shift.

**Q.** I believe in Value for Money. If the Council is going to spend money on private organisations, which will make a profit from it, why cannot the Council make a profit?

**Response:** Councils cannot make a profit, but do need to run their services efficiently. However, they cannot risk-take or respond quickly to a changing market in the way that private providers can, and have to work within large overheads and a bureaucracy.

**Q/Comment:** Bob Morgan has been open and honest in his responses. What can we say to stop you from closing St. Bernard's?

**Response:** In order to achieve this, we would need to be able to:

- Operate it at maximum capacity
- Make it sustainable for the future
- Change the style of operation dramatically to make it attractive for future users

It is difficult to come up with scenario that would encompass all of the above. It could not be ruled out that a one-off investment might improve it, but this is highly improbable.

**Q/Comment:** We understand that the Council has to make savings, but it is not taking clients' welfare into account. This is a step backwards. Don't close St. Bernard's. Go elsewhere to save money. The impact of savings on someone with a profound learning disability versus the impact of those made elsewhere is much larger.

**Response:** St. Bernard's is part of an overall programme to save money. The Council has an overall reduction of 23% in its budget. Adult Social Care and Learning Disability Services have to make much lower savings in comparison overall.

**Q/Comment:** It is clear that we are highly unlikely to come up with a solution to save St. Bernard's. Therefore, what are the alternatives? We need to focus on choices, and on ensuring that friendship groups are maintained. People cannot respond to the consultation if they are not yet aware of the available choices.

**Response:** As indicated earlier, there is a range of other providers, apart from Eastway Care and the use of personal budgets/direct payments: William Boyce (Essex), Heathlands (Barking and Dagenham), Trinity London Care in Leyton, which is a specialist provision for people with autism, Mildmay (Redbridge). We are also in discussion with Crossroads to provide a domestic scale project for clients with more profound needs.

All service users are having re-assessments carried out as soon as possible and these will factor in choices. Individual needs will be specified and then the best way of meeting those needs will be identified from the range of options. Direct Payments may be one possibility and should be considered; they do not necessarily have to be used to purchase a place at a day centre.

**Comment:** It seems that the Council just wants to give the money to us and leave us to sort everything out. Also, our sons and daughters find any change very difficult.

**Response:** We understand that clients may find the change of service difficult initially, but people can change and people with a learning disability where similar changes have been implemented elsewhere have gone through a rapid and very positive transformation. It may be helpful to talk to carers of people who already attend Eastways.

In terms of direct payments, no-one will be forced to have a direct payment if they do not want one.

**Comment:** Our clients are not like that. They are also different from others at Eastways, both in age and ability. No account has been taken of the impact of this on carers and the stress and worry it has caused for them. We do not have enough information about the options. We

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would much rather see a Crossroads type setting, rather than individuals being 'peeled off', and LBH should be looking to commission something of this type. There is still time to work together to make this happen, but, if it does not, there will be a lot of dissatisfaction.

**Response:** There is a process in place to ensure that there will be a satisfactory outcome for all concerned:

- Consultation on the broad principles
- Reassessments to ensure that each individual has an appropriate and acceptable solution
- There will be an appropriate process and time-scales for the transition
- Work and consult with staff, whose futures are uncertain, and whose work is valued and who are key to the success of the transition

We need to use this time positively.

**Comment:** (The person making this point prefaced it with her opinion that Eastway Care seems to be a good service, from what she had seen). After all the reassessments have been carried out, it would be helpful to look at a discrete project for St. Bernard's clients. This would give confidence and reduce the impact of change. It would be helpful to meet at that time to consider this further.

**Response:** we would be happy to arrange a meeting once the reassessments are complete.

### **Summary of main issues**

- The council has failed to manage St. Bernard's adequately, and this has led to the current position, where it appears that closure is the only option.
- The ability to consult meaningfully has been frustrated by not having a clear idea of where/what the alternative provision will be. There needs to be a focus on this, and on refining what provision there may be.
- There is concern that carers will be expected to manage direct payments to purchase alternative provision, when this should be the Council's responsibility.
- A meeting is to be arranged once all reassessments complete.



Appendix C

**London Borough of Havering**  
**Consultation Meeting**  
**Review of day opportunities for people with learning disability**  
**on 13 July 2011 at the YMCA**

**Panel:**

Bob Morgan, Strategic Review Service Manager (BM)– (Chair)  
Linda McMeakin, Adults Transformation Projects Manager  
Josephine Buckle, Learning Disability Team (Minute Taker)

**Attendance:**

37 Carers attended plus support from Havecare and one Councillor

Bob Morgan opened the meeting and explained that the Consultation meeting was convened to give an opportunity for carers to hear directly from and communicate back to representatives of the Council following the report and recommendation on the future of day opportunities, for people with learning disability in London Borough of Havering. He introduced his two colleagues, Linda McMeakin and Josephine Buckle. Josephine would be taking notes of the meeting to form part of the formal record of consultation, however these would not be a verbatim record, but all issues raised will be included.

The meeting was conducted in the following ways:

1. Questions/Issues for clarification on consultation proposals.
2. Opportunity to understand the processes of the consultation, how decisions will be made and timescales in going forward.
3. Recording of views from this meeting for feeding in to the Consultation.

All responses received on the consultation will form part of the report that goes forward, prior to final decisions being made.

Consultation responses can be sent by email to: [yourviews@haverling.gov.uk](mailto:yourviews@haverling.gov.uk) or phone call to 01708 431064. 1-1 meetings can also be arranged for service users and carers if this is required.

**Summary of Proposals:**

The proposals are set out in the report and the consultation documents, Bob checked that everyone had seen these. The following points were clarified following questions.

- Amalgamation of Nason Waters and Western Road services at the Nason Waters site will mean a daily attendance in the region of 65. The current services at Nason Waters has a capacity of 68 (daily attendance of around 45). The proposal is to provide current services available plus extension of choices and activities.
- At the point of transfer, services at Nason Waters will offer current individual activities as well as developing the range of on and off site choices available. This would enable and encourage better contact with other community services and ensure that 'person centre plan' is embedded around every individual. This means agreeing individual outcomes improving the individual's opportunities, health and employment, promotion of independence, if possible, skills or independent living and good social and friendship networks. The Council is planning thjat services and activities on offer are improved and can attract new service users to the centres for the sustainable future.
- The physical review of the structure and building construction at Nason Waters. This review will allow improvement on current facilities and activities, create space for new activities and potentially using the external environment of the centre better in the provision of further choices.
- The proposal on the sale of Western Road: The Councils' Director of Finance will have the agreement on how the money from the sale of Western Road will be used. Part of the money from the sale will provide capital to allow significant work at Nason Waters site. Due to the capital regulations on local authority the revenue is not totally ring fenced.

**Issues around amalgamation:**

- It was clarified that changes to Direct payments were not part of the consultation and these will still be available but only in line with assessed needs; assessment of individual needs will follow amalgamation unless there is a specific request to do this earlier.
- The impact of changes to parents/users on amalgamation was stressed and was recognised.

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- It was explained that the Council's intention was that staff would transfer with clients to the new service (apart from some rationalisation of management & administration) but this was still subject to agreement with staff & Unions. Transfer of staff at Nason Waters and choices available to individuals
- Standard of services and capacity of service users at both centres were both questioned and reassurances given that the new service will have better facilities and staffing levels alongside new service choices which would be introduced
- Transportation issues – there are no proposed changes to transport arrangements but these are subject to a separate review.
- Social enterprise and educational needs including personal assistant rates
- Information sharing on consultation processes and Nason Waters
- Equality Impact Assessment, support to parents/carers of challenging individuals

### **Managing the Transition:**

- The transitional period will be carried out sensitively. There will be provision of personal visits for individual to manage the transitional anxieties.
- Current days and activities will be maintained at the point of transfer though this may change in the future as new choices are introduced.
- There are no confirmed closure dates for Western Road, but the original working notion was a potential for closure will be around December 2011 but there has been slippage.
- Provision of capital from the sale of Western Road will be utilised partly for building work at Nason Waters.

### **Social Enterprise:**

- Promotion of social enterprise by allowing provision to be managed outside the Council to provide flexibility of services to meet individual needs. This is not part of the current proposals but may be considered in the future.
- No date for set for the opening as building programme would need to be looked at and confirmed.

**Equality impact assessment:**

- It was stated that account was not taken at Carers/service users in terms of timescales especially for individuals with challenging behaviours. Bob outlined the special arrangements that have been put in place.
- Support and adequate care for individuals with Health Care needs. How can this be provided outside of the Council? Bob cited existing external services already carrying this out.
- Health needs – individual user and carer would need an assessment of needs focusing on outcomes to drive the services that are required. Programme to be developed will support personalised services to client.

Staff consultation at both sites will be conducted sensitively and transition managed effectively prior to final agreement. As part of the consultation, there are provision of 'visits' for clients to both sites in order to manage transitional anxieties and assurances on the service and activities available.

It is to be noted that there is no proposal to change the pattern of services and attendance days. The building programme will be designed to take account of the transitional processes and currently there is no set date of the site opening until the building programme is completed.

Effectively more choices will be on offer going forward. There will be no removal of current services for individuals unless they are choosing to do something different.

For the future, the council will be looking to offer more services and activities outside the Nason Waters Site. There are currently activities taking place outside the community eg drama groups, community activities and the council will look to build on this. The overall capacity will not be affected.

The building project will be looking to create and increase capacity, create smaller spaces, lower ceiling, better lighting and with more built in facilities etc. The facilities will provide flexibility around the individual offering a variety of services and facilities to ensure 'Person Centre Plan' activities. Discussion has been held with to incorporate outside service and the education facilities which will be available on site and will not be withdrawn.

The Council will make a direct provision in going forward by providing a place to support individuals to make the choices and a facility to encourage and promote activities that individuals with learning disability will find useful, valuable and beneficial.

**Next Steps:**

If individuals have an objection to the amalgamation, they should provide an alternative suggestions to the proposal as a way forward in the context that:

- The Council needs to provide a service for the future to deliver fair and focussed individual services that are efficient and good value for money.
- The Consultation process will take account of demographics for the future provision of services.
- If there are any other comments that has not been aired at this meeting, individuals can contact Bob direct.
- Specific concerns around individual issues can be directed to BM or utilising some of the response avenues listed on the Proposal (this information is available below).
- Updates on the proposal/consultation was requested and emails will be sent to individuals who have given their contact addresses.
- No decisions has been has been made whilst the consultation proposal is carried out.

**Action (Bob Morgan):**

- To check processes on individual assessment that has been carried out. If any editing has been carried out after an assessment, individuals have the right and option to take it up with the Council.
- Clarification of financial assessment that had not been completed.
- To investigate the concerns raised about staff at Nason Waters/Western Road not having enough information on the Consultation Processes.
- To provide information on the proposed transitional arrangements/programmes when in place.
- Agencies – to look at points raised about difficulties with financial advice for the provision of personal assistants to support individuals.

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Bob stressed that all responses received on the proposals will be reviewed prior to decisions taken on the amalgamation of Nason Waters and Western Road.

Copies of the confirmed notes will be sent to all individuals present at this meeting.

For those individuals who were unable to attend today's meeting, a second Consultation meeting will be held at Scimitar House on Wednesday, 27<sup>th</sup> July at 10.30 am until 12.30 pm.

Appendix D

<p style="text-align: center;"><b>London Borough of Havering</b></p> <p style="text-align: center;"><b>Consultation Meeting</b></p> <p style="text-align: center;"><b>Review of day opportunities for people with learning disability</b> <b>Held on 27 July 2011 at Scimitar House</b></p>
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**Panel:**

Bob Morgan, Strategic Review Service Manager (BM)– (Chair)  
Linda McMeakin, Adults Transformation Projects Manager  
Josephine Buckle, Learning Disability Team (Minute Taker)

**Attendance:**

20 Carers attended plus support from Havecare

Bob Morgan opened the meeting and explained that the Consultation meeting was convened to give an opportunity for carers to hear directly from and communicate back to representatives of the Council following the report and recommendation on the future of day opportunities, for people with learning disability in London Borough of Havering. He introduced his two colleagues, Linda McMeakin and Josephine Buckle. Josephine would be taking notes of the meeting to form part of the formal record of consultation, however these would not be a verbatim record, but all issues raised will be included.

The meeting was conducted in the following ways:

1. Questions/Issues for clarification on consultation proposals.
2. Opportunity to understand the processes of the consultation, how decisions will be made and timescales in going forward.
3. Recording of views from this meeting for feeding in to the Consultation.

All responses received on the consultation will form part of the report that goes forward, prior to final decisions being made. Bob stressed that all responses received on the proposals will be reviewed prior to decisions taken on the amalgamation of Nason Waters and Western Road. Copies of the confirmed notes will be sent to all individuals present at this meeting. Consultation responses can be sent by email to: [yourviews@haverinq.gov.uk](mailto:yourviews@haverinq.gov.uk) or phone call to 01708 431064. 1-1 meetings can also be arranged for service users and carers if this is required.

**Summary of Proposals:**

The proposals are set out in the report and the consultation documents, Bob checked that everyone had seen these. The following points were clarified during the meeting:

- Amalgamation of Nason Waters and Western Road services at the Nason Waters site will mean a daily attendance in the region of 65. The current services at Nason Waters has a capacity of 68 (daily attendance of around 45). The proposal is to provide current services plus extension of choices and activities.
- At the point of transfer, services at Nason Waters will offer current clients the same activities as well as developing the range of on and off site choices available. This would enable and encourage better contact with other community services and ensure that 'person centre plan' is embedded around every individual. This means agreeing individual outcomes improving the individual's opportunities, health and employment, promotion of independence, if possible, skills or independent living and good social and friendship networks. The Council will ensure that services and activities on offer are improved can attract new service users to the centres for the sustainable future.
- The physical review of the structure and building construction at Nason Waters. This review will allow improvement on current facilities and activities, create space for new activities and potentially use the external environment of the centre better in the provision of further choices.
- The proposal on the sale of Western Road: The Councils' Director of Finance will have the agreement on how the money from the sale of Western Road will be used. Part of the money from the sale will provide capital to allow significant work at Nason Waters site.

**Issues around amalgamation:**

- Transportation issues especially on the drop off points – BM stated that there are no proposed changes to transport arrangements but these are subject to a separate review. The amalgamated service at Nason Waters will continue to be served by the six coaches currently used for both Western Road & Nason Waters. The only difference will be that the vehicles go direct to Nason Waters rather than going via Western Road.
- Lack of appropriate information on the timescales re the closure of Western Road and the amalgamation of Western Road and Nason Waters. BM confirmed that the closure of Western Road and the

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amalgamation of both centres is unlikely to take place prior to the end of 2011. It is anticipated that the closures will happen around the end of the 2011 financial year. This is because of the need to programme and complete the required building works and provide a managed transition programme. There is also a separate requirement to consult with staff on the impact on them of the changes and this will not commence until September. BM agreed to explore the request to extend the timescales on closure of Western Road to June/July 2012 and will put forward a proposal to this effect.

- Lack of direct information to services users on the proposals and processes involved. BM is meeting with service users at both Nason waters and Western Road to inform consultation processes and progress to date as well as engaging through People First; the 3 A's Group and the Quality Circle.
- Issues of developing employment for service users in a supported role (not the usual 9-5pm working patterns).
- Provision of capital from the sale of Western Road will be utilised partly for building work at Nason Waters.
- Staff relocation at Nason Waters and Western Road: BM explained that the Council's intention was that staff would transfer with clients to the new service (apart from some rationalisation of management & administration) but this was still subject to agreement with staff & Unions. Transfer of staff at Nason Waters and choices available will be informed to individuals concerned.
- Standard of services and capacity of service users at both centres were both questioned and reassurances given that the new service will have better facilities and staffing levels alongside new service choices which would be introduced.

### **Managing the Transition:**

- The transitional period will be carried out sensitively. There will be provision of personal visits for individuals to manage the transitional anxieties.
- Current days and activities will be maintained at the point of transfer though this may change in the future as new choices are introduced.
- There are no confirmed closure dates for Western Road. It is anticipated that Western Road closure may be around the end of the 2011 financial year. BM to explore the request to defer

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timescales on closure of Western Road to be around June/July 2012.

**Social Enterprise:**

- Promotion of social enterprise by allowing provision to be managed outside the Council to provide flexibility of services to meet individual needs. This is not part of the current proposals but may be considered in the future.

**Equality impact assessment:**

- It was stated that account was not taken at Carers/service users in terms of timescales especially for individuals with challenging behaviours. Bob outlined the special arrangements that have been put in place.
- Support and adequate care for individuals with Health Care needs. How can this be provided outside of the Council? Bob cited existing external services already carrying this out.
- Health needs – individual user and carer would need an assessment of needs focusing on outcomes to drive the services that are required. Programme to be developed will support personalised services to client.

Staff consultation at both sites will be conducted sensitively and transition managed effectively prior to final agreement. As part of the consultation, there are provision of 'visits' for clients to both sites in order to manage transitional anxieties and assurances on the service and activities available.

Effectively there will be:

- more choices will be on offer going forward.
- no proposal to change the pattern of services and attendance days.
- no removal of current services for individuals unless they are choosing to do something different.
- the building programme will be designed to take account of the transitional processes and currently there is no set date of the site opening until the building programme is completed.

For the future, the council will be looking to offer more services and activities outside the Nason Waters Site. The building project will be looking to create and increase capacity, create smaller spaces, lower ceiling, better lighting and with more built in facilities etc. The facilities will provide flexibility around the individual offering a variety of services and facilities to ensure 'Person Centre Plan' activities. The overall capacity will not be reduced. There are currently activities taking place outside the community eg drama groups, community activities will continue and the council will look to build on this.

The Council in these proposals is committed to direct provision in going forward and providing a place to support individuals to make the choices and a facility to encourage and promote activities that

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individuals with learning disability will find useful, valuable and beneficial.

**Next Steps:**

If individuals have an objection to the amalgamation, they should provide try to provide alternative suggestions to the proposal as a way forward in the context that:

- The Council needs to provide a service for the future to deliver fair and focussed individual services that are efficient and good value for money.
- The Consultation process will take account of demographics for the future provision of services.
- If there are any other comments that has not been aired at this meeting, individuals can contact Bob direct.
- Specific concerns around individual issues can be directed to BM or utilising some of the response avenues listed on the Proposal (this information is available below).
- No decisions has been has been made whilst the consultation proposal is carried out.

**Action (Bob Morgan):**

- To investigate the concerns raised about transport issues and pick up points.
- The request to defer the move/closure of until the end of June/July 2012.
- To look into the issue of the developing supported employment for service users.
- To investigate the recommendation put forward for developing broader scope and support to work benefits which can start to fulfil aims and objectives and give a sense of achievement to service users.
- To provide the communication/correspondence from the Council to service users/carers informing the termination of attendance to the centres.
- To provide further information on the proposed transitional arrangements/programmes when in place.

Appendix E

## People First Talking & Listening Event – Changes to Day Centres in Havering

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Held at 2 People First Advocacy Drop Ins      6th  
June                      4th July      2011

**6<sup>th</sup> June 2011**

**Some people who came to the event from Nason  
Waters said -**

**Enjoy knitting  
Going out**

**Bowling**

**Lunch**

**Garden places  
Needlework**

**Puzzles**

**More time at Day Centres**

**More activities**

**Keep Day Centres open  
education**

**Like to learn more**

## Talking & Listening Event – Changes to Day Centres in Havering

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Held at 2 People First Advocacy Drop Ins      6th  
June                      4th July      2011

**4<sup>th</sup> July 2011**

**Some people who came to the event from  
Western Road said -**

**Upset closure      Cutting grass watering plants**

**William costuming Victorian      Keep fit  
Baskets**

**Cooking                      Bowling                      Pottery**

**December – moving                      Don't know what's  
going on.**

**Writing letters      Who's going to do drama group  
when moving?**

**Going out Outings                      Dancing Musical  
Chairs**

**Transport – not sure                      Shopping –  
lunch**

**Tap dancing                      Horse  
riding**

**What will happen to Western Road building when  
closed?**

**Sad                      Being safe at Nason Waters  
Confusion**

Would like to do cooking  
dressing up

Themed

Snooker and pool  
Woodwork

Sewing

Netball  
Cooking Book

Frog Project

Design Healthy

Beauty Therapy Day – women & men  
Knock Out

It's A

Womens Group in Church

Appendix F



**Mencap Advocacy Service  
St Bernard's Day Service Consultation  
June 11**

**Introduction**

The aim of this report is to provide a summary of the results of the 4 week consultation period with people with a learning disability who attend St Bernard's Day Service and their family Carers.

The aim of the 4 weeks consultation was to give the people with a learning disability and their families the opportunity to share their opinions and feelings with an independent advocacy service that was impartial to all views regarding the possible closure of St Bernard's Day Service.

The process was extended to having the opportunity to look at other Day Provision in the area and that advocacy would be available to attend assessments ensuring that the user's/carer's voice was heard.

**The Process**

The consultation process sought to ensure that the service users and their family carers were fully engaged and all were invited to contribute throughout the process.

Over the 4 week period the dedicated advocate was available for 30 hours per week to work with service users at St Bernard's ensuring that their voice was heard. A scheduled 2.5 hours per week per service user was initially decided as an appropriate amount of time. This would include observations for individuals and groups taking part in the activities daily at the centre or in the community.

At the start of process we introduced ourselves to the service users and encouraged them to work with us. Getting clients ready for the consultation and allowing them to feel comfortable when talking with or being observed by the advocate was of necessity a slow process.

We worked with the individual service users to enable them to make choices by showing pictures of different activities or buildings where activities could take place. We used other paths of communication that had already been identified by carers or support staff. We acknowledge that services users' mental capacity might be in question on some choices but felt that with the use of communication tools the service users could actively make choices for their day activities.

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The Advocates supported the individual to voice their likes, dislikes, fears and their aspiration goals regarding their day service activity.

All conversations followed the Mencap confidentiality policy.

The first week of the consultation we did not ask any questions regarding the potential closure of St Bernard's, we intermingled with the service user so they got to know us, took part in activities and observed interaction from staff with the service users.

All services users were given the opportunity to engage with us including a small number who were withdrawn by their families from the process. As everyone was in the same large room we did observe everyone and we have included this in the overall conclusion of this report. We took service users in to a private room to discuss the possibility of the closure. Some service users did have a staff member with them to help express their views.

How we engaged with people

Verbal Communication

Observations

Interaction with activity (offering activity to engage with service users who were excluded)

Body Language

Staff assistance

Pictorial

### **Service Users**

During the consultation period all 12 service users had potential access to the advocate but unfortunately some family carers did not want us to engage with their family members. We have still included these service users as part of our observations. The process was specifically organised to engage with service users who had different disabilities and to take into account their special communication needs and understanding.

It became increasingly apparent that the staff had worked with the service users for such a long time that they no longer interacted with the individuals to have choices. Throughout the process we did not see staff giving any choices of activity or encourage people with a more profound disability to join in.

We were given access to service user's files, we found that they were not up to date with activity plans and the service users were not consulted with individual or group activities.

We witnessed no individual activities; the activities that we did witness were around the main table with a small number of service users who were more able, with the other service users with more profound learning disabilities sitting in wheelchairs or seats with little or no interaction. There was a beauty session that everyone took part in.

The main activity was picture dominos for a small number of service users or listening to music. Every afternoon after lunch a quiet time was imposed on the service users whether they wanted to take part or not.

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We did deploy a number of creative ways of engaging with the services users including initiating activities including table games. Due to the lack of communication tools, meetings were held with individuals and staff were present to support the service users to give responses from people who were non verbal. We also utilised our time by carrying out observations of service users when engaging in activities.

### **Family Carers**

We wrote to all 12 service users' family carers regarding our attendance at St Bernard's and gave a brief description of the role that we had been commissioned to carry out. The letters had our contact details, dates and times that we would be available. We also offered 2 specific meetings on an individual basis for family carers at the day centre for them to express their views for this report. The meetings were facilitated by the advocate and the area manager from Mencap. Only three carers took up this offer to voice their views

### **Staff**

The staff at St Bernard's was not part of the advocacy consultation and views were not discussed or noted throughout the 4 week process. Mencap did acknowledge this was a difficult time for them. Separate meetings and team briefings were held which we were not party to or have any knowledge of the content of the meetings.

We did engage staff to help with communication with service users and this was welcomed by the staff as they said they wanted the best outcome for the service users,

### **Analysis of Themes Arising Out of the Consultation Process**

As meetings and observations were the main way for people to give their views and comments summarising the wide range of views has been a challenging exercise. The summary sets out the key issues recorded during the consultation and the main sources of the responses.

### **Key Messages from Observations**

Our main concern was the lack of interaction from staff and the lack of choice of meaningful age appropriate activities available at the centre. The activities did not reflect the individual service user's ages. Everyone done the same activity at St Bernard's and didn't take in to account the age differences for the adults who were older.

- Mencap's advocate made negative comments around observations that staff do not interact well with service users. Activities were based in the main room around a table. Staff could be impatient if service users changed their mind about a game.
- The sensory room and garden was not used in our 4 week attendance
- One beauty activity took place where a female service user had her nails painted and others had a foot spa.

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- We were informed that weekly meetings were held to discuss activity plans but we saw no outcome from these meeting and no additional activities took place.
- No outside activities took place in the 4 weeks of our attendance.
- On one occasion there were more staff than service users but still no outside activity took place. The activity was to sit around the table in the main room
- We did not see any engagement between staff to empower the service user or to offer them choices at any point throughout our 4 week attendance.
- After lunch, staff imposed a rest time with everyone sitting around the table in the main room quietly.
- 2 service users did use the bean bag regularly
- We did not see any meaningful activities or individual age appropriate activities.

### **Service Users Key Messages**

These key messages were obtained by the advocacy service by verbal, pictorial and observations.

- Service users liked St Bernard's and staff
- Service users would like more activities outside the centre
- Service users would like to make friends
- Service users like food and would like Chinese at lunch
- Service users are apprehensive of new services
- Concerned they might not be able to find new day provision if the bus doesn't know where to go
- Would like to learn new skills i.e. cooking, computers

### **Family Members Key Messages**

**These key messages were obtained by telephone and face-face meetings**

- Opposed to Closure
- Concerned over safety (the main message is that family carers want their people to be safe at a day service and they believe that their family member is safe at St Bernard's)
- Private providers costs
- Concerns over being let down and family member having to stay at home
- Change of staff. St Bernard's staff have known service users and family carers a long time
- Concerns over losing friends and contacts from St Bernard's
- Family members do not want day support delivered in their own homes.
- Too many people at new day services, how would their person be supported?
- Only one big room at a new day service, what if my family member wants a quiet time?
- Concerns that the consultation was genuine
- Concerns over how care would be provided in fewer day centres
- Concerns day centres would be over-filled
- Concerns that their family member will be taken out everyday, when they don't want to.

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- Concerns over having different staff or staff losing their jobs

### **Visits to Other Day Service Provision in Havering**

- Positive acceptance of new service users joining their service
- Eastway gave the impression of being a very professional and personalised service that wanted to empower service users and ensure that the activities that service users took part in was of their choice and age appropriate. We were pleased by the enthusiasm of staff in providing individual activity plans to suit people with complex needs
- Very community focussed activities

### **Conclusions**

Not surprisingly the consultation has been a very difficult event for some service users and carers and there is a strong opposition to the possible closure of St Bernard's. This has been represented consistently at all meetings with service users and family carers. The main concern about the possible closure was the fear of a loss of a familiar service and the impact that the changes will have on the people who have been attending the centre for many years, with people that they perceive as their friends or staff whom they have known for a long time and are very familiar with.

St Bernard's service delivery is very old and institutionalised. The service is not empowering to the individuals who attend there. No choice is offered and no meaningful activities take place. The building is not utilised and only one room out of a very large building is used regularly. Staff came across as not motivated and did not seem to want to enhance the skills of the people they support or do any activities outside.

Mencap Advocacy Service feels that it is in the best interest of the service users that they be moved to a more person centred service where their needs are met, that they have choices in taking part in meaningful activities and that they are in a safe environment. Knowing that everyone's needs are being re-assessed is an excellent practice throughout a change process, and we are reassured that this will be empowering to enable the service users to meet their full potential.

Mencap Advocacy Service feels that more assistance is needed to ensure that service users can express their personal preferences through a carefully managed planning phase. Every effort should be taken to try to accommodate as many individual choices as possible and to ensure that service users are introduced gradually to their new settings. We would recommend that family carers are fully involved in how decisions are made about service users in any new day provision.

Tina Ryan  
Mencap Advocacy Service

**Cabinet, 28 September 2011**

[www.mencap.org.uk](http://www.mencap.org.uk)

Registered charity number 222377

Appendix G  
Easy Read Client Responses –



**Haverling**  
LONDON BOROUGH

APPENDIX G

# What will happen when Western Road and Nason Waters join together?

**Western Road**



**Nason Waters**



# Questions and Answers.

Easy read

## What this booklet is about



Bob Morgan has been meeting with lots of people to talk about Western Road and Nason Waters day services.



He has been finding out what people think about the 2 day services joining together.



He has been answering people's questions about what will happen when the day services join together.



This booklet shows you some of the questions that people asked Bob. It also tells you the answers to the questions so everyone knows more about what is going to happen.



## Who did Bob talk to?

Bob talked to

- people that go to Western Road day service
- people that go to Nason Waters day service
- their parents and carers
- staff that work at the 2 day services





## Questions and answers

Here are some of the questions that people asked Bob. Bob's answers are written under the questions.

### **Will I still get to do the things that I do now?**



Yes you can carry on doing the same things.

You can also try new things if you want to.

### **What new things will there be?**

We will support you to find activities that will help you

- be healthy
- be independent
- learn new things
- have more friends
- go out and about more



We will also try and start up more outdoor activities that people have asked for like football and gardening.

## More questions and answers

## **Will the Education Project at Nason Waters change?**



The project will carry on but we are going to try and make it better for everyone.

Some people have said they would like to use the computers so we will make sure this happens.

## **Will I have to work?**



No you don't have to work if you don't want to.

If you do want to work then we will support you to try and find a job.

## **Will I still see my friends?**



Yes. The same people will still be going on the same days.

There will be more people as well which means you might make some new friends too.

## **More questions and answers**

## **Will the staff be the same?**



We are hoping that the staff from Western road will join the team at Nason Waters. We will have to check that the staff are happy with this first.

## **How will I get to Nason Waters?**



You can still get the coach if this is how you travel to your day service now.

If you travel on your own then you should still be able to do this but we will check to make sure.

## **Will it be more crowded at Nason Waters?**



There is space at Nason Waters at the moment so the people that come from Western Road will make it nearly full.

We will make the centre better and have more staff so other people can join too.



There will also be more chances to do things in the local area so people won't always be at the day centre all day.

## **More questions and answers**

## **When will the 2 day centres join together?**

We think it will happen by the middle of next year.

We will make sure that you know when things are going to happen. We will also make sure you get a say in how the changes happen.



## **Will I have to pay more for my tea at Nason Waters?**



No. We will make sure that no one has to pay more than they do now for their tea.

## **Can I take my locker to Nason Waters?**



No. You can not take your locker with you but you will get a new locker at Nason Waters.

## **More questions and answers**

**Can I visit Nason Waters before I start going there?**

Yes. If you want to have a look around Nason Waters first then we can sort this out for you.

**Can Nason Waters and Western road do some activities together before they join together?**

This is a good idea. We will try our best to sort something out.

**Can I see what Nason Waters will look like after the changes happen?**

The staff are planning to make a model to show you what the centre will look like. You will be able to have a look at this when it is ready.

**More questions and answers**



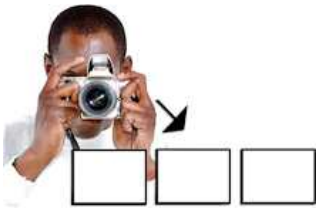
## Is the name of Nason Waters going to change when it joins with Western Road?

If people want the name to change then we can talk to everyone about it and think about some ideas.



## Can we have some photos of Western road?

Yes. The staff will help you to take some photos if you would you like some.



## More Information

If you have any more questions you can



- Call **01708 433446**



- Send an email to **bob.morgan@havering.gov.uk**



- Write a letter to **The Hermitage  
Billet Lane**

**Hornchurch  
Essex  
RM11 1XL**



- speak to a member of staff at your day centre.

## Thank you

**Bob would like to say a big thank you to everyone that came to ask questions and listen.**

He would also like to thank the groups that helped to set up meetings like

- People First
- The 3 A's Group
- The Quality Circle at Nason Water
- HavCare Support



Appendix H

Summary of St. Bernards Reassessments of Need

All 12 service users at St. Bernards have had a re-assessment of need and have been offered Carer's assessments. These assessments have been completed with input from parent, carers, staff (who have known service users for a number of years). MENCAP advocacy was also available to everyone but not all accepted this support. For one client the reassessment identified that there was a need to look at a residential placement now and this is being progressed with family support.

The other 11 service users have all been given at least 3 choices of new provision, all with transport where necessary. These choices include:

- Self directed support
- Heathlands day opportunities
- Eastway Care
- Employment for Life (education provision)
- Nason-Waters (day opportunities)

Some assessments identified additional need for respite care and domiciliary support and this has been offered to all where need has been identified.

On completion of all assessments families, individually, have all been met with and options discussed. Families were given advice and information on these services and supported to visit and talk through the needs of their sons and daughters with staff. A number of service users and carers have now chosen their options and are looking for a date to take up the new provision. Other families are awaiting the final decision on the future of St Bernard's before making a final choice.

Appendix I

Note of meeting of staff at St Bernard's 19/7/11

Present:- 9 from 10 staff

Bob Morgan opened the meeting and set out the purpose. It is the opportunity for staff to contribute to the consultation on the future of day opportunities for people with learning difficulties in Havering. The consultation will continue until 22 August 2011 and decisions will be made with the benefit of a full presentation of the feedback from consultation. Staff should have seen the consultation documents and have access to the full Cabinet report. If this is not the case Bob would ensure that copies were available. Today was not the only opportunity to comment and staff could feed in through the questionnaire, phone line or e mail as well as any written submission. Bob made it clear that staff should make it clear on their submissions that the submission comes from a member of staff.

Bob explained that he would take the meeting in three parts. First he would deal with any questions about clarifying what was being proposed. Next he would try and clarify the process and timetable and lastly he would seek to record any key messages that staff wished recorded as part of consultation.

In discussion the proposal for closure of St B's was clarified, issues raised related more to the process rather than the background though there was a clear feeling that the service provided by St Bernard's has been undervalued by the Council. There were concerns about the client reassessments and how far these had utilised the expertise of staff. The view was that they had happened too fast and that Mencap had encouraged some clients to have unrealistic expectations. Staff felt that if clients were to transfer to new services then they should be able to work with the new provider on the transfer. Bob felt that this would be essential.

Staff were also concerned that some clients were not attending St Bernard's and parents were taking them to Eastway Care. It was felt that this was dangerous as no handover had happened with the new provider. Bob explained that if Carers were taking them to the new service and remaining there with them then this was their responsibility.

Discussion then focused on the process that would follow for consultation with staff on the potential impact on them of a closure.

B Morgan  
19/7/11

Appendix J - Note of meeting of staff at Western Road 19/7/11

Present: - 8 From 12 staff.

Bob Morgan opened the meeting and set out the purpose. It is the opportunity for staff to contribute to the consultation on the future of day opportunities for people with learning difficulties in Havering. The consultation will continue until 22 August 2011 and decisions will be made with the benefit of a full presentation of the feedback from consultation. Staff should have seen the consultation documents and have access to the full Cabinet report. If this is not the case Bob would ensure that copies were available. Today was not the only opportunity to comment and staff could feed in through the questionnaire, phone line or e mail as well as any written submission. Bob made it clear that staff should make it clear on their submissions that they come from a member of staff.

Bob explained that he would take the meeting in three parts. First he would deal with any questions about clarifying what was being proposed. Next he would try and clarify the process and timetable and lastly he would seek to record any key messages that staff wished recorded as part of consultation.

**The Proposal**

Staff wanted to be clear about the fact that the new Centre would operate as one centre and that new working methods would be instituted. There were clear fears that the good work and community focus achieved at Western Road might be lost in any move. Bob responded by explicitly commending the work done and saying that this needed to be taken forward in the new centre.

A commitment to working across the two centres to plan out the new service was shown and Bob laid out the additional resources provided in order to support the two staff groups in taking this forward.

**The Process & Timetable**

Bob explained that though a decision on the way forward was expected to be made in September, that there was likely to be an extended period whilst building works were planned and carried out and transition arrangements agreed. This would include the consultation with staff and unions on the changes to their contracts. This was likely to get underway in September. There was a discussion of how we might involve clients in the discussions of building changes. Clarification was sought over whether staff would be assimilated into the new staffing structure and Bob explained that for most basic grade staff this would be the proposal but this would be the subject of the consultation with staff and unions.

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Key Messages

There were no additional issues raised.

BM 19/07/11

Appendix K

Note of meeting of staff at Nason Waters 12/7/11

Present:- 11 from 14 staff.

Bob Morgan opened the meeting and set out the purpose. It is the opportunity for staff to contribute to the consultation on the future of day opportunities for people with learning difficulties in Havering. The consultation will continue until 22 August 2011 and decisions will be made with the benefit of a full presentation of the feedback from consultation. Staff should have seen the consultation documents and have access to the full Cabinet report. If this is not the case Bob would ensure that copies were available. Today was not the only opportunity to comment and staff could feed in through the questionnaire, phone line or e mail as well as any written submission. Bob made it clear that staff should make it clear on their submissions that they come from a member of staff.

Bob explained that he would take the meeting in three parts. First he would deal with any questions about clarifying what was being proposed. Next he would try and clarify the process and timetable and lastly he would seek to record any key messages that staff wished recorded as part of consultation.

**The Proposal**

Staff looked to clarify what change if any there would be with the education for employment project. Bob clarified that the project would continue at Nason Waters but that he was due to meet to discuss the potential for future closer co-operation. He was asked to explain whether other services would be coming into the centre, he explained that the initial priority was to reprovide the current range of activities provided across the Nason Waters & Western Road Services, but the introduction of new choices was the intention and one way off achieving this was to invite into the centre external providers, whether these were mainstream, voluntary or other as well as promoting the centres role in supporting clients in using community facilities or new services such as those being set up by Mencap.

There was a clear enthusiasm from staff to get involved in planning the changes and transition. A lot of ideas were put forward including the improvements to the building and how joint work with Western Road could help plan and manage the transition. Bob explained that there was a provision for additional training and support (six days per member of staff) that was intended to support team building and planning.

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Bob stressed that what the Council was proposing was to achieve efficiencies by amalgamating the two under utilised services but also to invest in the new service to make it the service of choice for new clients under an Individual Service budget in order to ensure a sustainable service into the future. Questions were asked about the advisability of clients having five days of service in one location. Bob explained that Nason Waters already supported clients to access community provision and this is something he would want to see build in the future.

### The Process & Timetable

Bob explained that though a decision on the way forward was expected to be made in September, that there was likely to be an extended period whilst building works were planned and carried out and transition arrangements agreed. This would include the consultation with staff and unions on the changes to their contracts. This was likely to get underway in September. There was a discussion of how we might involve clients in the discussions of building changes and some good proposals were put forward including the possibility of using Lego to build a model of the Centre as a focus of discussion. Clarification was sought over whether staff would be assimilated into the new staffing structure and Bob explained that for most basic grade staff this would be the proposal but this would be the subject of the consultation with staff and unions.

A concern was expressed about some carers opting to take Direct Payments now in order to avoid uncertainty over the future of the centres. Bob echoed this and suggested that this would need to be addressed through reassessments to establish what is in the best interest of individual clients. He stressed that the Council do not want to see people opting out as the intention is to make sure that in future that more clients are choosing to use the new service at Nason Waters.

There was some discussion of future changes. Bob said that the possibility of developing a Social Enterprise for the future had been highlighted in the report but that there were no plans to make further changes at Nason Waters but rather to enable it to develop in response to client need and choice.

### Key Messages

There were no additional issues raised.

BM 12/07/11

Appendix L

**GMB Response to the Proposed Closure  
of St Bernard's Day Centre**

The GMB Union is quite aware of the current financial climate and that the local authority budgets are under a lot of pressure at this time and for the foreseeable future. But we feel that there comes a time when all the hard work and dedication of the staff that work at St Bernard's Day centre is taken in to consideration along with the service users who attend this day centre and the resultant knock on effects to other services.

Many of the service users who attend the day centre don't have a voice of their own to object to this closure and fight for their democratic rights – although we are aware that an advocacy service was provided for the service users during this consultation by an outside agency. People who attend St Bernard's have got complex high dependent needs and enjoy attending St Bernard's as place were they can meet other people with similar needs as their own and have a safe and familiar environment to be in – which also includes outside activities.

We are concerned about the possible closure as this is the only day centre in the borough that can meet all the needs of this client group. This day centre is located in the centre of Harold Wood and in a good location for the service users to be part of the community. St Peters church in Harold Wood have over the years welcomed service users from the centre providing special services and functions for them to attend with parents and carers along with helping within the building and gardens.

This centre has had lots of investment over the years in the form of adaptations and equipment and parents and carers have also contributed to help fund projects that are beneficial to meet the needs of the service users. Also with the help of the local businesses they have sponsored the Mini Bus for the service users to access outside activities.

If this centre were to close the Council will not be able to offer this service for people with learning Disabilities with high support needs at any other day centres around the borough. The GMB would like the members to reconsider their position with regards to the closure of this service and maybe instead look at investment, marketing and modernising the existing facility to encourage and promote the use of the service and not close it down. This would not necessarily be in the building that it is presently situated; maybe they could share the excellent facilities at Yew Tree Lodge or extend the facilities at Nason Waters? It would be sad to lose the expertise and commitment of the staff who know this client group so well.

COLIN KERR  
BRANCH SECRETARY  
GMB HAVERING

Appendix M – Building Programme

**1. Nason Waters**

**1.1. Background.** *The premises was constructed approximately 30 years as an Adult Training Centre much of which has remained unchanged to date. The last Property Condition Survey (PCS) in 2007 addressed all aspects of the accommodation aspects of the premises (building, mechanical & electrical services). In essence, the engineering services require to be upgraded to comply with current legislation and workplace standards.*

*1.1.1. The key elements of the engineering services installation which require to be renewed are the Heating & Hot Water boiler & control system and the hot water services. The refurbishment of which will achieve significant the energy consumption improvements and secure considerable financial benefits through reduced the running costs. The lighting controls are basic, and the light fittings throughout are old and need renewal which will address a potential Health & Safety problems as well as achieve further major energy savings through upgrade. The electrical power installation will require testing & inspection and may require some remedial works for compliance.*

*1.1.2. The PCS identified extensive refurbishment and decoration works, in particular the toilet & welfare areas, to bring the premises up acceptable standards. The Asbestos Register indicates that there is limited asbestos (bitumen floor tiles in a few of locations). The assessed cost to undertake the works over a 5 year period were approx. £153k.*

*1.1.3. The Energy & Environment Unit commissioned an energy survey in 2011 and produced a feasibility report which re-affirmed the issues above and also identified other energy savings/improvements for the remainder of the building(expected cost of £10.2k with savings of £2.3k). The overall building fabric insulation was also included in the report and a number of recommendations put forward to underpin further energy consumption economies for which cost/saving have yet to be quantified.*

*1.1.4. The emergency lighting Central Battery Unit has failed and the first phase of individual emergency light fittings has been completed in specific locations around the premises through consultation with Corp. Health & Safety to ensure the continued operation of the Day Service. The second phase will require to be coordinated with any refurbishment programme.*

**1.2. Building Adaptations.** *The curtilage of the building lends itself to easy adaptation without major structural modification to accommodate potential changes to the existing premises room, office & workshop layouts for the re-provision of the Life Skills Centre facility (Western*

Road) in the Nason Waters building. The changes required are deemed the short term priority and will need to offer the key Client Service currently available at Western Road i.e. 6 classrooms/workshop areas and cooking facility.

1.2.1. There are a number of options in respect of location placement of classroom areas within the Nason Waters building which will meet the primary Service need. Those options will need to address the heating, lighting and ventilation aspects and ensure adequate provision of sufficient natural daylight. Although there will be an impact upon the some of the existing Nason Waters Day Centre areas with the potential works, the Service should be able to be sustained without adverse consequence to the Clients through careful planning and effective environmental protection.

1.2.2. With regards to the longer term utilisation of Nason Waters site, the Regeneration (Environmental Strategy Unit) is looking to enhance the Community facilities of the Country Park adjacent to Nason Waters. The tentative discussions have established that Heritage Lottery funding is available for them to provide Portable Classroom/toilet Unit as part of their support for LD services to the Community.

**1.3. Financial Aspects.** An estimate of the costs to accommodate the relocation of Western Road Life Skills Unit are assessed at around £150-200k, and would include much of the works identified in the PCS and embrace energy conservation improvements opportunities. The longer term utilisation of Nason Waters site will require further £90-100k approx. To minimise unnecessary waste, any future works will need to integrate with the upgrade & refurbishment of those areas of the premises which may not be significantly impacted by the changes.

1.3.1. The monies for the relocation and refurbishment programme would be funded in part from the Dept. of Health Capital Grant [LASSL(DH)(2010)2] allocation which is available for 2011 & (2012 provisional at this time), and the Corp. H&S budget (Emergency Lighting only).

**1.4. Project Programme.** In conjunction with Asset Management, a more defined project programme will be established with a focus on the initial phase of work for the relocation of Western Road.

At this stage only preliminary discussions have been held with Asset Management around the major elements of the refurbishment project. The more detailed dialogue has been in respect of the Heating & Hot Water boiler & control system and the hot water services, and emergency lighting. The primary concern for Asset Management sits with the planning resources available against the timeframe for the relocation of Western Road unit. Other elements for the future utilisation

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*should be able to programmed effectively to align with the resources available.*

**1.5 Supporting Documents.**

*Dept. of Health Capital Grant [LASSL(DH)(2010)2]  
Property Condition Survey (PCS) 2007  
LBH Energy Efficiency Project Report*

**2. Western Road**

*The closure of Western will necessitate some minor expenditure for relocation to Nason Waters which should not exceed £3-3.5k. Other expenditure with the closure and subsequent disposal of the premises will be within Asset Management's remit.*

Appendix N



# LONDON BOROUGH OF HAVERING EQUALITY ANALYSIS

PROPOSED POLICY, SERVICE, PROJECT, PROGRAMME, ORGANISATION, OR OTHER  
EXECUTIVE DECISION

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## REVIEW OF DAY OPPORTUNITIES FOR PEOPLE WITH LEARNING DISABILITIES

### SCOPE OF PROPOSAL

- 1. What is the scope and intended outcomes of the proposal, in terms of both the Council's organisation and staffing, and services to the community?**

In line with the Transformation Programme, in 2009 the Council decided to review its Day Opportunities for adults with social care needs. Cabinet agreed to focus initially on achieving changes in services for Older People and those with Physical or Sensory Disabilities. In 2010, it was considered timely to consider the development of a more personalised and community integrated service for people with a learning disability, and particularly so for people with low or medium needs.

Work was therefore undertaken to review the day opportunities for people with a learning disability.

#### Current in-house services

- There are three existing in-house services: St. Bernard's Day Centre, Nason Waters Centre and Western Road Life Skills Centre
- All the centres are operating significantly below capacity and are not getting new clients
- Despite the efforts of staff, the centres are struggling to provide personalised services
- All three Centres are valued by the current service users and their carers

The review also took into account demographic and service trends in relation to people with a learning disability.

#### General demographic and service trends

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- The Borough provides for less people with learning disabilities in the community than would be expected, but for a higher number of people in nursing or residential care
- The use of in-house day services is reducing
- There is a marked difference in the age profile between users of Council services and users of external and community options, with younger people less likely to use local authority day centres
- Growth has mainly been in the use of Direct Payments and External Provision
- If more users are returned to live in supported settings within the borough, as is occurring, this will lead to a need for increased day opportunities.
- Demographic trends would suggest that more service users from ethnic minority groups will be coming forward for services in future years

The review highlighted the need for a radical change to the ways in which day opportunities for people with a learning disability are provided, resulting in proposed changes to the Council's three in-house day services for people with a learning disability.

As well as meeting the policy objectives of Valuing People Now, personalisation and transformation, the intended outcomes of the proposals are to address the budget pressures caused by supporting new choices (Direct Payments, Individual Budgets and external services), whilst maintaining current internal services for a reduced clientele, and to deliver efficiency savings to contribute to the targets set under the Council's Medium Term Financial Strategy (MTFS).

A report was presented to Cabinet on 18<sup>th</sup> May, 2011 requesting agreement for consultation on the proposed changes to the day services. Following a 2-month formal consultation process with service users, carers and staff, which ended on 22<sup>nd</sup> August 2011, the main recommendations pertinent to this Equality Analysis are to:

- Close St. Bernard's Day Centre as soon as all individual clients have packages in place that continue to ensure they receive appropriate support
- Close Western Road Life Skills Centre and amalgamate its current day care provision with Nason Waters Day Centre once a refurbishment programme at the Nason Waters site has been completed.
- Work with all service users on their future individual service plans that address the achievement of realistic goals for improving health, independence, skills and social engagement.
- Note the progress in developing new opportunities locally and how these can integrate with the work of the new Nason Waters.
- Work with staff and Trades Unions in line with the Council's Change Management policies to minimise redundancies and to support the workforce to achieve the required service changes.

These recommendations will be presented to Cabinet on 28<sup>th</sup> Sept 2011 for a decision to be made about whether or not they should be implemented. This Equality Analysis will inform the decision-making process.

### **1 (a) Organisation and Staffing**

#### **St. Bernard's Day Centre**

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The closure of St. Bernard's Day Centre will give rise to a risk of redundancy affecting all staff there, all of whom are female. They would have rights in relation to redundancy pay and possibly pension, in accordance with the Council's Managing Organisational Change and Redundancy Policy and Procedures.

### **Western Road Life Skills Centre and Nason Waters Day Centre**

The amalgamation of Western Road Life Skills Centre and Nason Waters Day Centre will give rise to a risk of a small number of redundancies due to rationalisation of staffing levels across the two centres.

Some staff at the two centres currently have different job titles, grading structures and job descriptions, all of which will have to be reviewed in light of the revised requirements of the amalgamated centre.

### **1 (b) Services to the Community**

The broad scope of the proposals is to address the needs of people with a learning disability who require community support (either funded or unfunded) to enable them to have much wider access to a wide range of opportunities which promote independence i.e.:

- meaningful and paid employment
- relevant and meaningful education and training, with an emphasis on mainstream provision
- leisure pursuits
- genuine and purposeful social interaction and community involvement, such as volunteering

The intended outcomes of all of the above are to ensure that people with a learning disability are able to access:

- individualised services which offer real choice and control
- services which focus on enablement and re-enablement
- services which maximise independence and which have positive impacts for their health, economic well-being and social and community integration

In addition, the needs of the carers of people with a learning disability for respite and support are included in the scope.

All of the above will be achieved by the development of new external services and the development of the Council's mainstream services, both of which are underway, and by making the changes to the existing three in-house services as described above.

### **PEOPLE AFFECTED**

#### **2. Which individuals and groups are likely to be affected by the proposal?**

##### **2 (a) Staff Individuals and Groups**

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Staff at St. Bernard's Day Centre, Western Road Life Skills Centre and Nason Waters Day Centre will all be affected by the proposal.

The post of Resource Centre Manager will also be affected. This post manages the three current centres, but has not been filled for some time, whilst the future of the centres was discussed. The current post-holder has been acting up into a different role. Redeployment or redundancy will need to be explored for this individual if the Resource Centre Manager post is deleted.

There will be implications for the Transport Service from both the closure of St. Bernard's (possible loss of two current rounds – Driver and Escort) and the rationalisation of remaining routes. This Equality Analysis does not include the impact on the Transport Service as this is subject to a separate process which looks at the overall position of transport given the changes faced not just in this service area. A separate Equality Analysis has been carried out in relation to those proposals.

### **2 (b) Community Individuals and Groups *(including voluntary organisations)***

Current users of the three in-house day services (adults with a learning disability)  
Parents, carers and family members of current users  
Potential future users of day service provision, and their carers and family members  
No community groups are directly affected, although Havcare, which supports carers of people with a learning disability, and a local advocacy organisation, People First (Havering) have been actively involved in the consultation process.

There is likely to be a positive impact on potential providers of day opportunities for people with a learning disability, whether from the voluntary, private or statutory sector, given that London Borough of Havering is actively seeking to broaden the market for day opportunities.

## **DATA AND INFORMATION**

**3. What data/information do you have about the presence of people with 'protected characteristics' (age, disability, gender reassignment, pregnancy and maternity, marriage and civil partnership, race, religion or belief, gender, sexual orientation) or other socio-economic disadvantage (eg low income households, looked-after children, vulnerable adults) among these individuals and groups? What information do you have about how they will be affected by the proposal? Will you be seeking further information in order to assess the equalities impact of the proposal? How is this information being used to influence decisions on the proposal?**

### **3 (a) Staff**

#### **St. Bernard's Day Centre**

- There are a number of vacancies at St Bernard's Day Centre
- No recruitment has taken place in recent years
- 10 staff are affected by the project.

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- The affected group of staff are all female, with no ethnic minority members of staff and none with disabilities. The vast majority of affected staff are aged 55 or under.

As all of the workforce is female, the proposed closure will affect a disproportionately high number of female staff. One member of staff was on maternity leave when the formal consultation process began, but she was invited to both group and one to one meetings, which she has attended. Support to enable her to attend these meetings was offered, although has not been required. The same process has been followed with 2 members of staff who are term-time workers.

Individual training plans are being discussed with members of staff and their trade union representatives, to develop skills where appropriate to enhance employability.

### **Western Road Life Skills Centre and Nason Waters Day Centre**

- 26 staff are affected across both centres
- 31% are male (8 members of staff) and 69% are female (18 members of staff)
- 54% (14 people) are aged 55 or older
- 1 member of staff is from an ethnic minority group
- 3 members of staff (12%) have a declared disability

Other than the risk of redundancy for a small number of staff due to the rationalisation of the service, the impact on other staff will be largely as a result of the amalgamation of 2 staff teams, and, for staff currently working at Western Road, working at a different site. Staff from both centres have displayed a positive attitude to these proposed changes.

New job descriptions have been written for posts which are being changed due to the amalgamation. These have to be evaluated and, if the jobs are wider in scope, it is possible that they will be of a higher grade than the existing equivalent posts.

### **3 (b) Community**

#### **St. Bernard's Day Centre**

St. Bernard's specialises in providing day activities for people with complex learning, physical, sensory and high support needs.

There are currently 12 service users who attend St. Bernard's Day Centre. The age profile is as follows:

1 person - aged 64  
1 person - aged 53  
1 person - aged 51  
1 person - aged 50  
1 person - aged 48  
1 person - aged 42  
1 person - aged 41  
1 person - aged 40  
2 people - aged 39  
1 person - aged 37

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1 person - aged 24

The average age of those attending St. Bernard's Day Centre is 44.

Two service users are from ethnic minority groups.

The average number of days per week that people attend St. Bernard's is 4.42, with 9 people attending 5 days per week.

### Information on how service users and carers will be affected by the proposal

All of the above service users will be affected by the proposed closure of St. Bernard's, particularly given that most are over 40, have been attending St. Bernard's for many years and attend for several days per week. They are very familiar with the environment, staff and the routine of their journey to the Centre and back home. It is therefore acknowledged that any change for the majority of this group of people is going to prove difficult and disruptive for them, particularly as changes cannot easily be explained to them. Therefore, any change has to be dealt with extremely sensitively and over a period of time, involving people with whom they are familiar in order to reassure them.

The staff at St. Bernard's also work closely with carers and relatives, who very much value the service provided there. The majority of the carers and family members are elderly, some of whom have their own health problems, and they have high anxiety levels about its proposed closure, so there is an adverse impact on these, too. They are concerned for the safety and well-being of their family members who attend St. Bernard's, but also rely on St. Bernard's to provide needed respite from their demanding carer role.

### Western Road Life Skills Centre and Nason Waters

There are 25 service users who attend Western Road Life Skills Centre only. Their ages range from 21 to 55, with the average age being 40.12.

The impact of the proposed amalgamation of the two services is likely to be greatest on these, particularly the older service users, in that they are not familiar with Nason Waters Day Service and change for this group of people can be difficult.

The ages of those who attend Nason Waters, including some who also attend Western Road, range from 20 to 77. There are 86 people who attend in total, of whom 26 also attend Western Road Life Skills Centre.

There are only two people who attend either Western Road or Nason Waters who are recorded as being from an ethnic minority group.

Some, particularly older service users, may initially find new service users and staff attending and working at Nason Waters disruptive and create some anxiety.

Carers and family members of people who attend Nason Waters and Western Road Day Centres have been extremely anxious about the proposed changes. It is acknowledged that the consultation process and period leading to it has been a time

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of apprehension and concern, particularly for older carers, and that there has been particular pressure for them in having to deal with the anxieties of their family members who use the day services.

### **CONSULTATION**

- 4. What consultation have you carried out with individuals and groups who are likely to be affected by the proposal, including those with protected characteristics or other socio-economic disadvantage? Will you be carrying out further consultation in order to assess the equalities impact of the proposal? How are the results of consultation being used to influence decisions on the proposal?**

#### **4 (a) Staff**

Information and briefings have been provided to all staff as well as a specific consultation meeting at each of the day centres. This is separate from the formal consultation processes with staff about how the changes will affect them. This has been commenced for St Bernard's already given the potential closure and loss of jobs but will happen for the other two centres later.

A formal consultation response has been received from GMB, one of the two Unions representing staff within the service.

#### **4 (b) Community**

There was a formal consultation process which ran from the end of 21st June 2011 to the 22nd August 2011.

#### Questionnaires

Over 100 questionnaires were distributed to Carers. An easy read version was produced for service users and sent to all people who use any of the three day s centres. Only 17 Carer and 14 Easy Read returns have been received. Responses were mixed but generally against the closures. A detailed analysis of the responses is included in the Report to be presented to Cabinet on 28<sup>th</sup> September, of which this Equality Analysis will form part, and therefore the detailed responses are not included here.

#### Dedicated telephone line and e-mail address

Comments and views about the proposals could also be e-mailed or phoned into dedicated lines set up for the purpose of this consultation. The use of these has been very limited.

#### **Consultation with service users**

##### St. Bernard's Day Centre

All service users have benefited from a reassessment and at least three choices of alternative services have been identified each person. These have been discussed

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with families in order to agree what future arrangements will be put in place in the event of closure of St Bernard's. A number of families have chosen to take up these options prior to any final decision on the future of St Bernard's; however service users and carers have been reassured that the service would not be closed until satisfactory alternative services are in place.

Mencap Advocacy Service was commissioned to provide advocacy support for individual clients through the consultation process over a period of four weeks. The advocates engaged with service users in the following ways, depending on individual abilities and needs:

Verbal Communication

Observations

Interaction through activities

Body Language

Staff assistance

Pictorial

Support for carers was also offered, although only 3 people took advantage of this. Mencap has submitted a report of its overall findings, the key messages of which in relation to service users are:

- they like St. Bernard's and its staff, and fear the loss of a familiar service and of people they perceive as friends, along with staff whom they have known for many years
- they are apprehensive of new services
- they are concerned they might not be able to find the new day provision if the bus does not know where to go
- they would like to learn new skills
- they would like more activities outside the Centre
- they would like to make friends

### Nason Waters and Western Road Day Services

People First (Havering) provided support to individuals where required.

There were open sessions conducted by People First culminating in an open session where questions they had prepared were put to the Council representative.

There have also been sessions with the 3 A's group (representative users of the Centres) ; The Quality Circle at Nason Waters (which also involves Carers & Staff), four Open meetings (two with HavCare support) held at Western Road and Nason Waters and individual conversations with clients where requested at both Nason Waters and Western Road.

There was a great deal of overlap in relation to the issues and concerns raised between all the sessions for service users who attend Nason Waters and Western Road:

- reassurance that people could continue to do the activities they like and would not be forced to "work"

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- that they will be with people & staff they are familiar with
- that they can travel on the same coaches as currently
- that they will have the opportunity to choose to do new things
- clarification of the timescales
- clarification about the building works

Suggestions were made to:

- enable people who are not familiar with Nason Waters to visit the Centre
- to encourage social and other activity between the centres
- to publish an easy read facts sheet for clients

All of these will be acted upon. There has already been a 'joint day' held, where service users from Western Road, along with staff, spent the day at Nason Waters. This was extremely successful, and more such days will be arranged to ensure that all service users are able to become familiar with the new environment.

There were a number of practical questions raised, such as:

- Will I pay more for my tea at Nason Waters?
- Will the name change?
- Can I take my locker?

These were responded to but they will continue to be discussed and communicated throughout the transition if the amalgamation is agreed.

A document in easy read format has been prepared, setting out the issues raised and the responses. This is going to be distributed to all clients.

### **Consultation with carers**

#### **St. Bernard's Day Centre**

All carers have been offered assessments of their needs. A budget is being created to ensure that identified specific need for support for carers can be met.

A consultation meeting was held for carers of people who attend St. Bernard's Day Centre.

The key issues that were raised fell into three areas:

- concern over how the Centre had been allowed to reach a point that closure was the only real option;
- the level of monitoring that there would be for external providers;
- a view that some Carers would wish the Council to manage the relationship with new providers rather than through the use of Direct Payments.

These were all responded to and information given during the meeting and recorded in the minutes.

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In relation to the level of monitoring, in the light of the specific changes to Day Opportunities for people with learning disabilities an increase in the Quality Team resources is planned in order to be able to provide effective independent monitoring of provision.

If carers/clients wish the Council to continue to manage contracts with providers, rather than use Direct Payments, then this will be accommodated.

Only 3 carers took up the offer to meet with the Mencap Advocacy Service. The key messages identified by Mencap in relation to carers are:

- they are opposed to its closure
- they are concerned about the safety of their family members if they attend another provision
- they fear being let down by new provision and their family member having to stay at home
- change of staff
- loss of friends and contacts
- concerns family members will be taken out every day, even if they do not wish to go out

Carers have had the opportunity and been supported to visit alternative provision. As a result of this, a number of families have chosen to take up an alternative option prior to any final decision on the future of St Bernard's; however service users and carers have been reassured that the service would not be closed until satisfactory alternative services are in place for each service user.

### Nason Waters and Western Road

Two consultation events were held for carers/family members of people who use Nason Waters Day Centre and Western Road Life Skills Centre; some carers from St Bernard's also attended. These meetings were recorded and the minutes form part of the report to be presented to Cabinet on 28<sup>th</sup> September.

Both meetings were well attended. Individual meetings were also offered if Carers were unable to attend and two carers took up this opportunity.

Key issues were:

- clarification of timescales
- assurances on the long term future of Nason Waters
- the future of transport, particularly in the light of the introduction of "meeting points" for school transport
- the management of the building works
- the capacity and location of Nason Waters
- the impact of new choices being introduced

Information and reassurances were given on all of the above, and are dealt with in detail in the Report to Cabinet.

### Changes to proposals as a result of the consultation

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Many of the questions from carers and clients who attend Nason Waters and Western Road centred on the issue of the timetable for change. The lack of certainty about the planned date for amalgamation was seen to be undermining their confidence in the eventual outcome. In response it was suggested at one of the carer consultation meetings and reiterated at the other that setting a timetable that was clear that the amalgamation was planned to happen next June/July (even if there was further slippage) would be of great assistance to all parties as it would provide a clear timeframe.

Officers have reviewed this and believe that this does provide a realistic timeframe and if it assists in removing uncertainty should be agreed by Cabinet.

Reassurance has also been given on the long-term future of the new amalgamated service at Nason Waters; there is going to be a physical review of the structure and building construction at Nason Waters. This review will allow improvement on current facilities and activities, create space for new activities and potentially improved usage of the external environment of the centre in the provision of further choices. The Council is planning that the improved services and activities on offer can attract new service users to the centres and ensure a sustainable future.

Some carers from St. Bernard's expressed the wish that the Council should continue to contract directly with any new service provision rather than requiring clients to take a Direct Payment or to manage their own provision through an Individual Service Budget. Though officers see positive benefits for the future in carers and clients exercising more direct control over the services they receive it is not a requirement of the closure of St Bernard's that these arrangements apply for all. If carers/clients wish the Council to continue to manage the contracts then this will be possible.

### **LIKELY IMPACT**

**5. Based on the above information and consultation, what will be the likely impact of the proposal on individuals and groups with protected characteristics or other socio-economic disadvantage?**

#### **5 (a) Staff**

##### **St. Bernard's Day Centre**

As already noted, 10 permanent staff, all of whom are female, are at risk of redundancy due to the possible closure of St. Bernard's, resulting in a disproportionately high impact on this group. This impact is due purely to the make-up of the workforce.

These staffing implications are currently subject to formal consultation with affected staff under the Council's Managing Organisational Change & Redundancy Policy under a 90-day corporate statutory process. This consultation is due to end on 27<sup>th</sup> October 2011. Staff and Trade Union representatives have expressed a clear view that they do not wish the Council to exercise the potential application of TUPE with

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regard to finding new service provision for St Bernard's users. Their preference is for suitable alternative employment to be identified by the Council under the redeployment process or to receive a redundancy payment.

As noted earlier, the post of Resource Centre Manager will also be affected. This post manages the three current centres, but has not been filled for some time, whilst the future of the centres was discussed. The current post-holder, who is male, has been acting up into a different role. Redeployment or redundancy will need to be explored for this individual if the Resource Centre Manager post is deleted.

### **Western Road and Nason Waters**

As already noted, the amalgamation of Western Road Life Skills Centre and Nason Waters Day Centre will give rise to a risk of a small number of redundancies due to rationalisation of staffing levels across the two centres.

Proposed staffing arrangements, job/person profiles with revised job titles and new grading structures have been prepared for the amalgamation of Nason Waters & Western Road. Any formal consultation on the amalgamation of these two centres, where 26 permanent staff are affected, will need to be carried out in accordance with the provisions of the Managing Organisational Change & Redundancy Policy.

## **5 (b) Community**

### **St. Bernard's Day Service**

As a result of their complex disabilities, their special communication needs and their understanding, it is recognised and acknowledged that the majority, if not all of the service users will experience, at least for a period of time, an adverse impact if the decision is made that St. Bernard's should close. This will be particularly so for those who have attended St. Bernard's for a considerable number of years and those who are older, along with their relatives and carers. It is not possible to predict how this may manifest itself as this will depend on each individual, but is likely to result in high levels of anxiety and may have a detrimental impact on service users' health and behaviour, which could further impact on the health and well-being of their carers, especially those who are older and frail. 2 carers themselves are in poor health, and one has a disability. It is not possible to predict the period of time needed for service users to adjust to a new setting and therefore for the adverse impact of the closure of St. Bernard's to reduce or be eliminated completely.

The findings in the report submitted by the Mencap Advocacy Service indicate that service users like St. Bernard's and its staff are apprehensive about new services, adding weight to the likely adverse impact of the closure. There will also be a loss of contact with familiar staff, which could cause unhappiness whilst new relationships are made, as also noted in the Mencap Advocacy Service report.

There will be, or may be, in some cases, a loss of contact with some other service users, which again could cause unhappiness whilst new relationships are made.

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All of the above notwithstanding, Mencap is unequivocal in its conclusion that it is in the best interests of service users that they move to a more person-centred service, where they are afforded choices not available to them at St. Bernard's, which they describe as institutionalised, and where they can participate in meaningful activities, appropriate to them as adults, whether young or older.

Furthermore, service users indicated that, though they may have some apprehensions, they would like to make new friends, engage in more activities outside St. Bernard's and learn new skills, all of which is likely to be more possible in a different environment.

One of the major concerns for service users and carers has been the potential choices of alternative services which would be available in the event of closure of St. Bernard's. In order to take this forward in a positive manner a dedicated Care Manager was appointed to carry out reassessments of need, which was applauded by Mencap.

All clients and their carers have benefited from a reassessment and at least three choices of alternative services have been identified for all service users. These have been discussed with families in order to agree what future arrangements will be put in place in the event of closure of St Bernard's. A number of families have chosen to take up these options prior to any final decision on the future of St Bernard's; however clients and carers have been reassured that the service would not be closed until satisfactory alternative services are in place.

There is a private service provider for people with complex needs based within the Borough, as well as other options elsewhere. The Council already contracts for several service users with the provider based within the Borough. It is able to provide an individualised service and is highly valued by both service users who currently attend it as well as their carers. An advocate from Mencap visited this service. In the report from Mencap, it states that, '(this service) gave the impression of being a very professional and personalised service that wants to empower service users and ensure that the activities that service users take part in are of their choice and are age appropriate. We were pleased by the enthusiasm of staff in providing individual activity plans to suit people with complex needs'.

It is therefore possible that, with careful and sensitive management of the transition from St. Bernard's to this alternative service, which several people have already indicated they would wish to attend, once service users have had time to adjust to what will inevitably be a huge change for them, their experience of day opportunities will be extremely positive, with improved outcomes for them. However, it is acknowledged that carers are likely to continue to experience considerable anxiety in relation to the proposed closure of St. Bernard's, until they are reassured that any new service provision provides a safe, high-quality and reliable provision for their family members.

Mencap recommends that there is a carefully managed transition process, with service users being gradually introduced to any new setting. All necessary steps will be taken to ensure that this is in place, with existing staff at St. Bernard's assisting in this so that service users are supported by staff whom they know well, through this

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difficult time and process. Carers and family members will also be fully involved in how decisions are made about service users in any new day provision.

### Western Road and Nason Waters

As indicated above, the impact of the proposed amalgamation of the two services is likely to be greatest on those service users who do not currently attend Nason Waters, particularly the older service users, in that they are not familiar with Nason Waters Day Service and change for this group of people can be difficult.

However, as indicated earlier, there has already been a 'joint day' held at Nason Waters, and further visits and 'joint days' are being planned to enable service users to become familiar with the new setting. Staff from Western Road will also be transferring to the new amalgamated service, which will greatly assist in allaying service users' anxieties; they will also continue to participate in their current activities. They will also continue to travel by Council transport if they currently do so.

Some, particularly older service users who currently attend Nason Waters, may initially find new service users and staff attending and working there disruptive and create some anxiety, although, given that they will still be in an environment that is familiar to them and with staff and other service users whom they know, the adverse impact of this is not likely to be great or long-lasting.

It is also likely that some service users will experience a positive impact from the start, with the possibility of making new friends and benefitting from a wider choice of activities if they wish.

Building works are going to be carried out to re-furbish and improve the environment at Nason Waters and to ensure that it accommodates the increased numbers of service users and staff comfortably. Both staff and service users are being involved in planning the re-modelling of the building.

Over the next year, it is planned that reassessments and person-centred reviews are carried out to ascertain what other activities service users may wish to engage in, so that, over time, they will have increased choice in what they do, if they wish this.

It is also proposed that other community groups, such as Crossroads or Mencap may be able to use the facilities at the re-modelled Nason Waters, thereby further increasing the choice and variety of activities available to service users.

### Transport arrangements

There is a review of transport provision generally and the outcome of that is not yet known. The issues around transport are being considered entirely separately to the matters under consideration for the Day Opportunities Review. If any consultation is required in relation to transport issues this will be undertaken. Cabinet is not being asked to make any decisions in relation to transport as part of these recommendations, and transport does not form part of this equality analysis. However, transport has been a source of concern for St. Bernard's carers as well as carers for users of Nason Waters and Western Road.

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For service users from St. Bernard's, transport will either be provided as part of the service offered by the alternative provider, or Council transport will be provided. If someone chooses an individual budget then they would have the flexibility to arrange for what alternative services they consider appropriate, including transport.

Service users from Western Road and Nason Waters have been reassured that current transport arrangements will be unaffected by the move of location. In two cases current travel arrangements will need to be reassessed as the service users travel independently to Western Road and this may not be possible after a move to Nason Waters. If this proves to be the case, alternative arrangements to meet the service users' needs will be put in place, including provision of Council transport if appropriate.

### **Future service users**

Younger service users, who may wish to access day opportunities in the future, and their carers, including those from BME groups, are likely to experience only a positive impact, resulting from a greater range of individualised and flexible services. For example, at one of the local alternative services, a young woman from an Afro-Caribbean background who has recently begun attending there is being afforded the opportunity to join in activities with her peers, both in terms of interest, age and ethnicity.

## **PREVENTING DISCRIMINATION**

**6. How will you ensure that the proposal minimises the potential for discrimination against, or disproportionate impact upon, individuals and groups with protected characteristics or other socio-economic disadvantage? How can any disproportionate impact be justified?**

### **6 (a) Staff**

As acknowledged, the impact on female staff is disproportionately high due to the make up of the workforce. It is considered that the impact on staff is justified because the proposals have been developed in the light of the need to enable people with a learning disability to access personalised services which maximise independence, choice and control and which positively impact on their health, economic well-being and social and community integration.

As already indicated, the proposed changes which affect staff are being managed and implemented in accordance with the Council's Managing Organisational Change and Redundancy policy, with staff being supported through timely management and HR support. On-going support and training will be provided to ensure that staff are adequately skilled to carry out changed roles, or to increase skills to enhance employability for those staff at risk of redundancy.

### **6 (b) Community**

By the nature of the changes to services proposed, those affected will be adults with a learning disability and their carers. Therefore, there will be a disproportionate

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impact on these groups. Actions to try to minimise the impact of the changes have been taken, such as reassessments to ensure that any new service provision will meet service users' needs and lead to improved outcomes. However, as described elsewhere in this Equality Analysis, particularly for those service users who attend St. Bernard's, the initial impact is likely to be great.

The intended purpose of the proposals is not to discriminate against these groups, but is necessary for the following reasons:

- To meet national and local policy objectives – there are clear policy objectives that have been set both nationally and locally for personalisation, re-ablement, independence and choice that we are not currently meeting.
- To achieve better outcomes for individual service users.
- To accommodate changing patterns of usage – more individuals are choosing to take new forms of service (Direct Payments, External provision etc.) creating a vicious circle where usage (and sustainability) of internal services is reducing.
- To meet the needs of increasing numbers of people who are likely to need a service in the future – the number of service users is projected to continue to rise year on year, placing significant pressure on budgets.
- To resolve confusion between carers' and users' needs – there has been a lack of clarity as to the provision needed to support users and that which provides respite for family carers.
- To reduce dependency – current services appear to be a provision for life without showing how they contribute to reducing the need for future support.
- To improve Value for Money; the current model of service is not affordable particularly when considering the growth in demand and the restrictions on Local Authority spending.

### **PROMOTING EQUALITY**

#### **7. How will the proposal help the Council fulfil its legal duty to advance equality of opportunities, and reduce inequality of outcomes due to socio-economic disadvantage, in the way Council services are provided?**

##### **7 (a) Staff**

It is not possible to take any further actions to reduce inequality of opportunity in relation to staff, other than those already described elsewhere in this Equality Analysis.

##### **7 (b) Community**

As indicated earlier in this analysis, the Borough is committed to enabling people with a learning disability to have access to:

- meaningful and paid employment
- relevant and meaningful education and training, with an emphasis on mainstream provision

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- leisure pursuits
- genuine and purposeful social interaction and community involvement, such as volunteering

The intended outcomes of all of the above are to ensure that people with a learning disability are able to access:

- individualised services which offer real choice and control
- services which focus on enablement and re-enablement
- services which maximise independence and which have positive impacts for their health, economic well-being and social and community integration

Such services will advance equality of opportunities for people with a learning disability, and help to reduce inequality of outcomes.

### **SPECIFIC NEEDS**

#### **8. What steps will be taken to ensure that the specific needs of individuals and groups with protected characteristics or other socio-economic disadvantage will continue to be met following implementation of the proposal?**

##### **8 (a) Staff**

Staff will continue to receive support in accordance with the Council's Managing Organisational Change and Redundancy Policy, including individual consultation for those whose jobs are at risk. Staff from Western Road and Nason Waters Day Services will receive management and HR support as required during and after the transition to an amalgamated service.

##### **8 (b) Community**

The Council will continue to consider and review the specific needs of all adults with a learning disability affected by these proposed changes.

For people who currently attend St. Bernard's, who will move to an alternative service, a review will be carried out after 6 weeks to ensure that the new service meets the service user's assessed needs. Should a review be requested in advance of that time scale, as a result of any difficulties arising, this will be facilitated urgently.

Annual, or, if deemed necessary, more frequent reviews will be carried out to take a holistic look at each person's situation.

Over the next twelve months, person-centred reassessments are going to be carried out for all service users who currently attend Western Road and Nason Waters Day Service.

Carers' assessments will be offered to all carers.

### **MONITORING/REVIEWING**

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**9. Once implemented, how do you intend to monitor and review the actual impact of the proposal upon individuals and groups with protected characteristics or other socio-economic disadvantage?**

**9 (a) Staff**

There are already established regular staff meetings, and these will be used to monitor the impact of the proposals and adapt as necessary.

**9 (b) Community**

- Care managers will carry out annual reviews of service users needs.
- There will be close liaison with HavCare and People first (Havering) who will provide feedback from affected services users and carers.
- Feedback will be sought from the 3 A's Group and the Quality Action Group.
- Commissioning will ensure a robust framework of contracting and provider management.
- In the light of the specific changes to Day Opportunities for people with learning disabilities an increase in the Quality Team resources is planned in order to be able to provide effective independent monitoring of provision, with regular formal inspection visits being carried out.
- Any complaints, compliments or issues arising from the changes will be recorded, reviewed and escalated as appropriate.

**HEAD OF SERVICE**

**Name:**

**Date:**

**Signature:**

# Finance

## Appendix O

### Day Opportunities Review savings analysis

Options as per Day Opportunities Options report	Subjective Area Type	A	B	B - A	
		ORIGINAL BUDGET 2011/12	Proposed Cost	(Saving) v Budget	
Reduce Transport Services	St Bernard's		0		See note 1
	Nason Waters		183,000		
	Western & Nason				
	<b>LD DAY CENTRE TRANSPORT</b>	475,800	<b>183,000</b>	<b>(292,800)</b>	
<b>a) Amalgamate Nason Waters &amp; Western Road</b>					
	Staffing	816,210	653,370	(162,840)	
	Building costs	46,720	35,800	(10,920)	
	Running costs	48,880	48,070	(810)	
	Income	(23,040)	(34,300)	(11,260)	
		<b>973,630</b>	<b>702,940</b>	<b>(185,830)</b>	
<b>b) Reprovide on same cost basis as external provider</b>					
	<b>SKILLS FOR LIFE EDUCATION</b>	<b>104,340</b>	<b>67,320</b>	<b>(37,020)</b>	See note 2
<b>c) Move users of St Bernard's to external provider and close</b>					
	Staffing	466,600			
	Building costs	11,430			
	Running costs	13,420			
	Income	0			
	<b>ST BERNARD'S DAY CENTRE</b>	<b>491,450</b>	<b>401,300</b>	<b>(90,150)</b>	See note 2 & 3

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Shaw Trust	LDD FUND SHAW TRUST	60,000	46,000	(14,000)	See note 4
<b>Review Jacksons Café</b>	Running costs	113,680			
	Overheads				
	<b>JACKSON'S CAFÉ</b>	<b>113,680</b>	<b>35,190</b>	<b>(78,490)</b>	See note 2
<b>Subtotal - Estimated Savings</b>		<b>2,218,900</b>	<b>1,435,750</b>	<b>(405,490)</b>	
	Plus saving from Resource Manager			(57,000)	
	Carers' budget			50,000	
<b>Total projected saving</b>				<b>(412,490)</b>	

**Notes:**

- 1 Transport savings committed to another MTFS target
- 2 Proposed budget based on proposed cost of new service (as per LD Service Manager)  
Skills for life @ £30 per day benchmark x 44 'client days' per week x 51 weeks per year  
Jacksons café @ £30 per day benchmark x 23 'client days' per week x 51 weeks per year  
St Bernard's  
@ £183 (highest private provider unit cost) x 5 days per week x 51 weeks per year x 8.60 average users per week  
£30 per day unit costs based on available budget for provision of service
- 3 Basis of external unit cost calculation is invoices paid 2009/10 divided by average days service provided in total. Internal unit costs are calculated based on 2009/10 outturn @ 5 days per week, 51 weeks per year, divided by number of attendees in an average week
- 4 Cost based on available budget for service provision

**Assumptions:**

- 1 No transport savings have been assumed  
Staffing savings do not factor in any exit costs due to those being met from corporate budgets
- 2 budgets
- 3 Staffing savings will be achieved under the Councils managing organisational change policy
- 4 All savings are best estimates and are contingent on any base pressures being addressed
- 5 All savings are contingent on proposed costs being as projected

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Appendix P

**Equality Act 2010**  
**s149 Public sector equality duty**

- (1) A public authority must, in the exercise of its functions, have due regard to the need to -
  - (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- (2) A person who is not a public authority but who exercises public functions must, in the exercise of those functions, have due regard to the matters mentioned in subsection (1).
- (3) Having due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to –
  - (a) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;
  - (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;
  - (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.
- (4) The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.
- (5) Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and

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persons who do not share it involves having due regard, in particular, to the need to -

- (a) tackle prejudice, and
  - (b) promote understanding.
- (6) Compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.
- (7) The relevant protected characteristics are-
- age;
  - disability;
  - gender reassignment;
  - pregnancy and maternity;
  - race;
  - religion or belief;
  - sex;
  - sexual orientation.
- (8) A reference to conduct that is prohibited by or under this Act includes a reference to-
- (a) a breach of an equality clause or rule;
  - (b) a breach of a non-discrimination rule.
- (9) Schedule 18 (exceptions) has effect.

### Day Opportunities Review savings analysis

			A	B	B - A	
Options as per Day Opportunities Options report	Subjective Area Type	Original Budget 2011/12	Proposed Cost	(Saving) v Budget		
<b>Reduce Transport Services</b>	St Bernard's			0		
	Nason Waters			183,000		
	Western & Nason					
	<b>LD DAY CENTRE TRANSPORT</b>		<b>475,800</b>	<b>183,000</b>	<b>(292,800)</b>	See note 1
<b>a) Amalgamate Nason Waters &amp; Western Road</b>	Building costs					
	Running costs					
	Overheads					
	Income					
	<b>Total S459 WESTERN ROAD</b>					
	Original 11/12 Budget S463	Staffing				
		Building costs				
		Running costs				
		Overheads				
		Income				
	<b>Total S463 NASON WATERS</b>					
		Staffing	816,210	653,370	(162,840)	
		Building costs	46,720	35,800	(10,920)	
		Running costs	48,880	48,070	(810)	
	Income	(23,040)	(34,300)	(11,260)		
		<b>888,770</b>	<b>702,940</b>	<b>(185,830)</b>		
<b>b) Reprovide on same cost basis as external provider</b>	<b>SKILLS FOR LIFE EDUCATION</b>	<b>104,340</b>	<b>67,320</b>	<b>(37,020)</b>	See note 2	
<b>c) Move users of St Bernard's to external provider and close</b>	Staffing	466,600				

Options as per Day Opportunities Options report	Subjective Area Type	Original Budget 2011/12	Proposed Cost	(Saving) v Budget	
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	Running costs	13,420			
	Income	0			
	<b>ST BERNARD'S DAY CENTRE</b>	<b>491,450</b>	<b>401,300</b>	<b>(90,150)</b>	See note 2 & 3
<b>Shaw Trust</b>	<b>LDD FUND SHAW TRUST</b>	<b>60,000</b>	<b>46,000</b>	<b>(14,000)</b>	See note 4
<b>Review Jacksons Café</b>	Running costs	113,680			
	Overheads				
	<b>JACKSON'S CAFÉ</b>	<b>113,680</b>	<b>35,190</b>	<b>(78,490)</b>	See note 2
<b>Subtotal - Estimated Savings</b>		<b>1,658,240</b>	<b>1,252,750</b>	<b>(405,490)</b>	
	Plus saving from Resource Manager			(57,000)	
	Carers' budget			50,000	
<b>Total projected saving</b>				<b><u>(412,490)</u></b>	

**Notes:**

- 1 Transport savings committed to another MTFS target
- 2 Proposed budget based on proposed cost of new service (as per LD Service Manager)
  - Skills for life @ £30 per day benchmark x 44 'client days' per week x 51 weeks per year
  - Jacksons café @ £30 per day benchmark x 23 'client days' per week x 51 weeks per year
  - St Bernard's @ £183 (highest private provider unit cost) x 5 days per week x 51 weeks per year x 8.60 average users per week
- 3 Basis of external unit cost calculation is invoices paid 2009/10 divided by average days service provided in total. Internal unit costs are calculated based on 2009/10 outturn @ 5 days per week, 51 weeks per year, divided by number of attendees in an average week
- 4 Cost based on available budget for service provision

**Assumptions:**

- 1 No transport savings have been assumed
- 2 Staffing savings do not factor in any exit costs due to those being met from corporate budgets
- 3 Staffing savings will be achieved under the Councils managing organisational change policy
- 4 All savings are best estimates and are contingent on any base pressures being addressed
- 5 All savings are contingent on proposed costs being as projected

# Using the equality duties to make fair financial decisions

A guide for decision-makers



## **Introduction**

With major reductions in public spending, organisations in Britain may be required to make difficult financial decisions. This guide sets out what is expected of you as a decision-maker and leader of a public authority responsible for delivering key services at a national, regional and/or local level, in order to make such decisions as fair as possible.

The equality duties do not prevent you from making difficult decisions such as reorganisations and relocations, redundancies, and service reductions nor do they stop you from making decisions which may affect one group more than another. What the equality duties do is enable you to demonstrate that you are making financial decisions in a fair, transparent and accountable way, considering the needs and the rights of different members of your community. This is achieved through assessing the impact that changes to policies, procedures and practices could have on different equality groups.

Assessing the impact of proposed changes to policies, procedures and practices is not just something the law requires, it is a positive opportunity for you as public authority leaders to ensure you make better decisions based on robust evidence.

## **What the law requires now**

Under equality legislation, your authority has legal duties to pay 'due regard' to the need to eliminate discrimination and promote equality with regard to race, disability and gender, including gender reassignment, as well as to promote good race relations.

The law requires that this duty to pay 'due regard' be demonstrated in the decision-making process. Assessing the potential equality impact of proposed changes to policies, procedures and practices is one of the key ways in which public authorities can show 'due regard'.

It is also important to note that public authorities subject to the equality duties are also likely to be subject to the obligations under the Human Rights Act. We would therefore recommend public authorities should consider the potential impact their decisions could have on human rights.

## **What the law will require from April 2011**

The Equality Act 2010 introduces a new public sector duty which extends this coverage to age, sexual orientation, pregnancy and maternity, and religion or belief.

In preparation for these new duties coming into force, we would recommend that you start to assess the impact your financial decisions might have on the new protected groups where relevant and proportionate.

### **Aim of this guide**

This guide aims to assist decision-makers in ensuring that:

- the process followed to assess the equality impact of financial proposals is robust, and
- the impact financial proposals could have on equality groups is thoroughly considered before any decisions are arrived at.

We have also produced detailed practical guidance for those responsible for assessing the equality impact of policies, which is available from our website. You can access this guidance at:  
[www.equalityhumanrights.com/financialdecisions](http://www.equalityhumanrights.com/financialdecisions)

### **The benefits of carrying out Equality Impact Assessments (EIAs)**

By law an assessment must:

- contain sufficient information to enable a public authority to show it has paid 'due regard' to the equality duties in its decision-making
- identify methods for mitigating or avoiding any adverse impact.

Such assessment does not necessarily have to take the form of one document called an Equality Impact Assessment (EIA), although this is what we recommend for reasons explained below. If you choose not to undertake an EIA, then some alternative form of analysis which systematically assesses any adverse impact of a change in policy, procedure or practice will be required.

An impact assessment is not an end in itself and should be tailored to and proportionate to the decision that is being made. Whether it is proportionate for an authority to conduct an assessment of a financial decision depends on its relevance to the authority's particular function and its likely impact.

We recommend using a formal EIA document when developing financial proposals as it is likely to help you to:

- **ensure you have a written record of the equality considerations** you have taken into account
- **ensure that your decision includes a consideration of the actions that would help to avoid or mitigate any unfair impact on particular equality groups.** Individual decisions should also be informed by the wider context of decisions in your own and other relevant public bodies, so that particular groups are not unduly affected by the cumulative effects of different decisions
- **make your decisions based on evidence:** a decision which is informed by relevant local and national data about equality is a better quality decision. EIAs provide a clear and systematic way to collect, assess and put forward relevant evidence
- **make the decision-making process more transparent:** a process which involves those likely to be affected by the policy, and which is based on evidence, is much more open and transparent. This should also help you secure better public understanding of the difficult decisions you will be making in the coming months
- **comply with the law:** the duties are legal obligations which should remain a top priority, even in times of economic difficulty. Failure to meet the duties may result in authorities being exposed to costly, time-consuming and reputation-damaging legal challenges.

### **When should assessments be carried out?**

An assessment of impact must be carried out at a formative stage so that the assessment is an integral part of the development of a proposed policy, not a later justification of a policy that has already been adopted.

Financial proposals which are relevant to equality such as those likely to impact on equality for your workforce and/or for your community should always be subject to a thorough assessment. This includes proposals to outsource or procure any of your organisation functions. The assessment should form part of the proposal, and you should consider it carefully **before** making your decision.

If you are presented with a proposal that has not been assessed for equality impact, you should question whether this enables you to consider fully the proposed change and its likely impact. Decisions not to

impact assess should be fully documented, along with the reasons and the evidence used to come to this conclusion. This is important as authorities may need to rely on this documentation if the decision is challenged.

It is also important to remember that potential impact is not just about numbers. Evidence of a serious impact that may affect a small number of individuals is just as important as a potential impact affecting many people.

**What should I be looking for in an assessment?**

An assessment needs to be based on relevant data and sufficient analysis to enable the decision-maker to understand the equality implications of a decision and any alternative options or proposals.

As with everything, proportionality is a key principle. Assessing the impact of a major financial proposal is likely to need significantly more effort, and resources dedicated to ensuring effective consultation and involvement, than a simple assessment of a proposal to save money by changing staff travel arrangements. There is no prescribed format for an EIA, however the following questions and answers provide guidance to assist you in determining whether you consider that an EIA is robust enough to rely on:

- **Is the purpose of the financial proposal clearly set out?**  
A robust EIA will set out the reasons for the change; how this change can impact on equality groups, as well as who it is intended to benefit; and the intended outcome. You should also think about how individual financial proposals might relate to one another. This is because a series of changes to different policies or services could have a severe impact on particular equality groups. Joint working with your public authority partners will also help you to consider thoroughly the impact of decisions on the people you collectively serve.

**Example:** A local authority takes separate decisions to limit the eligibility criteria for community care services; increase charges for respite services; scale back its accessible housing programme; and cut concessionary travel. Each separate decision may have a significant effect on the lives of disabled residents, and the cumulative impact of these decisions may be considerable. This combined impact would not be apparent where the decisions are considered in isolation.

- **Has the EIA considered available evidence?**  
Public authorities should consider the data and research already available locally and nationally. The assessment should be underpinned by up-to-date and reliable information about the different groups the proposal is likely to affect. A lack of data is not a sufficient reason to conclude that there is no impact.<sup>1</sup>
- **Have those likely to be affected by the proposal been consulted and involved?**  
Involvement and consultation are crucial to the EIA process. There is an explicit requirement to consult different ethnic groups under race relations law in the context of an EIA but, as a matter of best practice and in order to improve your evidence, applying the same principle to other groups should be considered. No-one can give you a better insight into how proposed changes will affect, for example, disabled people, than disabled people themselves.
- **Have potential positive and negative impacts been identified?**  
It is not enough to state simply that a policy will affect everyone equally; there should be a more in-depth consideration of available evidence to see if particular equality groups are more likely to be affected than others. Equal treatment does not always produce equal outcomes; sometimes authorities will have to take specific steps for particular groups to address an existing disadvantage or to meet differing needs.
- **What course of action does the EIA suggest I take? Is it justifiable?**  
The EIA should clearly identify the option(s) chosen, and their potential impacts, and document the reasons for this decision. There are four possible outcomes of an EIA. More than one may apply to a single proposal:

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<sup>1</sup> Where there is no detailed quantitative data available, there may often be national statistics or qualitative studies on the relevant policy area. These can be supplemented by local informal consultation. Providing evidence that your organisation has looked for data will improve the quality and transparency of your EIA. For longer-term monitoring of impact, you can include your plans to collect data in the EIA action plan.

- **Outcome 1: No major change required** when the EIA has not identified any potential for discrimination or adverse impact and all opportunities to promote equality have been taken.
  - **Outcome 2: Adjustments to remove barriers identified by the EIA or to better promote equality.** Are you satisfied that the proposed adjustments will remove the barriers identified?
  - **Outcome 3: Continue despite having identified some potential for adverse impact or missed opportunities to promote equality.** In this case, the justification should be included in the EIA and should be in line with the duty to have 'due regard'. For the most important relevant policies, compelling reasons will be needed. You should consider whether there are sufficient plans to reduce the negative impact and/or plans to monitor the actual impact, as discussed below.
  - **Outcome 4: Stop and rethink** when an EIA shows actual or potential unlawful discrimination.<sup>2</sup>
- **Are there plans to alleviate any negative impact?**  
Where the assessment indicates a potential negative impact, consideration should be given to means of reducing or mitigating the negative effects. This will in practice be supported by the development of an action plan to reduce impact that identifies the responsibility for delivering each action and the associated timescales for implementation. Considering what action you could take to avoid any negative impact is crucial, to reduce the likelihood that the difficult decisions you will have to take in the near future do not create or perpetuate inequality.

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<sup>2</sup> The relevant Codes of Practice and guidance on the public sector duties provide information about what constitutes unlawful discrimination. More information is available on the Commission's website <http://www.equalityhumanrights.com>.

**Example:** A University decides to close down its childcare facility to save money, particularly given that it is currently being underused. It identifies that doing so will have a negative impact on women and individuals from different racial groups, both staff and students.

In order to mitigate such impact, the University designs an action plan to ensure relevant information on childcare facilities in the area is disseminated to staff and students in a timely manner and to develop partnership working with its local authority and ensure sufficient and affordable childcare facilities remains accessible to its students and staff.

- **Are there plans to monitor the actual impact of the proposal?**  
Although an EIA will help to anticipate a proposal's likely effects on different communities and groups, in reality the full impact of a decision will only be known once it is introduced. It is therefore important to set out arrangements for reviewing the actual impact of the proposals once they have been implemented.

### **What happens if you don't properly assess the impact of relevant decisions?**

If you have not carried out an assessment of the proposal, or have not done so thoroughly, you risk leaving yourself open to legal challenges, which are both costly and time-consuming. Recent legal cases have shown what can happen when authorities do not consider their equality duties when making decisions.<sup>3</sup>

**Example:** A court recently overturned a decision by Haringey Council to consent to a large-scale building redevelopment in Wards Corner in Tottenham, on the basis that the council had not considered the impact of the proposal on different racial groups before granting planning permission.

However, the result can often be far more fundamental than a legal challenge. If people feel that an authority is acting high-handedly or without properly involving its service users or employees, or listening to their concerns, they are likely to become disillusioned with you. Above all, authorities which fail to carry out robust assessments risk making

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<sup>3</sup> See relevant case law on our webpage at <http://www.equalityhumanrights.com/financialdecisions>

poor and unfair decisions that could discriminate against particular equality groups and perpetuate or worsen inequality.

As part of its regulatory role to ensure compliance with the equality duties, the Commission will monitor financial decisions with a view to ensuring that these have been taken in compliance with the equality duties and have taken into account the need to mitigate impact where possible.

# Contacts

## England

Equality and Human Rights Commission Helpline  
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## Scotland

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FREEPOST RSAB-YJEJ-EXUJ  
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Fax: 0845 604 5530

## Wales

Equality and Human Rights Commission Helpline  
FREEPOST RRLR-UEYB-UYZL  
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Fax: 0845 604 8830

Helpline opening times:

Monday to Friday 8am–6pm.

Calls from BT landlines are charged at local rates, but calls from mobiles and other providers may vary.

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**CABINET**

28 September 2011

**REPORT**

**Subject Heading:**

**Cabinet Member:**

**CMT Lead:**

**Report Author and contact details:**

**Policy context:**

**Financial summary:**

**Is this a Key Decision?**

**Is this a Strategic Decision?**

**When should this matter be reviewed?**

**Reviewing OSC:**

Mayor's Outer London Fund – approval to make Round Two bids  
Councillor Robert Benham  
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Tel: 01708 432892  
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London Plan  
Local Development Framework  
Hornchurch Urban Strategy  
Rainham Compass programme

The GLA expects to allocate up to £40m in total in the second round of the Outer London Fund initiative.  
Guidance suggests that award to any one borough is unlikely to exceed £3m  
Maintenance cost for capital projects will be met from existing budgets.

Yes

No

March 2015

Towns and Communities

**The subject matter of this report deals with the following Council Objectives**

- Clean, safe and green borough
- Excellence in education and learning
- Opportunities for all through economic, social and cultural activity
- Value and enhance the life of every individual
- High customer satisfaction and a stable council tax

**SUMMARY**

The Outer London Fund is a £50m fund aimed at outer London boroughs to support local high streets and boost economic growth in areas benefitting least directly from Crossrail and the legacy of the 2012 Olympic Games. Havering has already successfully secured £445,000 for Round One projects in Hornchurch and Rainham that are designed to celebrate and enhance these areas through a range of events involving local businesses and the community. Round Two bids for those centres are described in this report. A similar bid related to Romford town centre was unsuccessful because the town will have a Crossrail station in the future. Following discussions with the Greater London Authority, however, it is possible that a Round Two bid that relates to a regeneration programme for Elm Park could meet the assessment criteria.

Round Two projects are required to deliver more physical changes to local areas and the submission of further bids for Havering is proposed to total approximately £3m. This report seeks the Cabinet approval required for the submission of Round 2 bids because they will exceed £500,000.

Summaries of proposed Round Two bids that relate to Hornchurch, Rainham and Elm Park are set out in paragraphs 13-15 of this report. Subject to Cabinet approval the bids will be developed with detailed costs for submission before the Round Two bid deadline of 14<sup>th</sup> October 2011.

**RECOMMENDATIONS**

1. To agree the submission of funding bids to Round Two of the Outer London Fund related to Hornchurch, Rainham and Elm Park that are based on the descriptions contained in paragraphs 13-15 of this report.

**REPORT DETAIL**

**Background**

1. In June 2011 the Mayor of London launched the Outer London Fund, a three year £50m scheme, aimed at high streets in London benefitting least directly from Crossrail and the legacy of the 2012 Olympic Games. The fund called for a range of initiatives designed to boost local economies, support local retailers and celebrate and improve the quality of local life.

2. The Outer London Fund has the following assessment criteria: Geographic suitability, deliverability, vibrancy and growth, place-shaping, and collaboration and support, which are supported by nine themes: Love your high street, nurturing street life, dressing up, shop front surgeries, community vibrancy, action for growth, enabling development, adjusting places, and working together.

### **Round One**

3. In Round One of the Outer London Fund £10m was available for preparatory work and celebratory events; this funding must be spent by the end of March 2012. Bids were put forward relating to three of the Council's priority areas for Regeneration – Hornchurch, Rainham and Romford.
4. Hornchurch - Hornchurch's Round One bid incorporated projects that celebrated the cultural offer of the area and the potential for extending this offer through planned activities for the community to develop a deeper understanding of the 'Story of Hornchurch' and to support the local high street to encourage a stronger retail offer. This bid was successful and the Council has been provisionally awarded £225,000.
5. Rainham - Rainham's Round One bid relied on projects that focused on the importance of the Village, its proximity to the marshes and the cohesion of projects with the Rainham Compass Regeneration Programme. This bid was successful and the Council has been provisionally awarded £220,000.
6. Romford - Romford's Round One was unsuccessful. Feedback from the GLA, suggested that despite being of similar quality the Romford bid was not successful because it will enjoy the direct benefits from Crossrail investment. Moreover, it is clear that a Round Two bid could not be recommended for the same reason. There is an opportunity, however to work with the GLA on the development of a bid that relates to a regeneration programme for Elm Park.

### **Round Two**

7. Round Two applications are required to be submitted by 14<sup>th</sup> October 2011. The GLA expect to allocate up to £40m in total in the second round. The likely maximum is £2m per place, though there may be exceptions. Informal discussions with the GLA suggest that the award to any one borough is unlikely to exceed £3m.
8. Guidance for applications states that Round Two applications can either be for more action and projects in the same places that succeeded in Round One (Hornchurch and Rainham) or be focussed on further places. The Mayor will choose places that deserve this support the most, where there is local enthusiasm and the desire to work together. The Mayor is particularly keen to support projects that embrace collaboration with community, creative, cultural and business groups, both local and London-wide. Given the need for

economic growth, prompt deliverability that can give an early boost to local economies will be a key qualification.

9. The impact of the Outer London Fund will be magnified if the applicant can achieve coordination with investments from other partners, including transport for London (through existing programmes) in either new or already live schemes. The support should be used wherever possible to lever additional resources and add value to existing or proposed investments.
10. There is flexibility about the actions and projects the initiative can support as long as they form part of a coherent package focussed on the uplift of high streets and communities and will clearly help boost self-confidence, vibrancy and economic growth. It is anticipated that Round Two projects will have a higher proportion of more substantial actions than Round One with a focus on physical projects. The available funding is, therefore, predominantly capital.
11. The funding period will be 2012/13-2013/14. At Round One stage three expressions of interest (EOI) were submitted for Round Two. These related to Romford, Hornchurch and Rainham. The Council will receive feedback on these EOI's but at the time of writing this report just informal comments had been received. Most significantly the Mayor's advisers have advised against the submission of a Round Two bid for Romford for the reasons previously outlined. Round Two bids can be submitted without a previous EOI and it is suggested that a bid related to Elm Park could meet the assessment criteria.
12. Subject to Cabinet approval it is proposed that that three Round Two bids are prepared and submitted related to Hornchurch, Rainham and Elm Park. These are summarised in paragraphs 13-15 below. Considerably more development work will be needed on each bid before the 14<sup>th</sup> October 2011 deadline.

### **Hornchurch**

13. The 2012/13-2013/14 programme will build on the first year of celebration, discovery and renewal of Hornchurch's heritage, High Street and cultural attractions through a comprehensive programme of renewal within and beyond the Hornchurch Conservation areas. We will continue to work with businesses and the Hornchurch Town Centre Partnership and engage with the community to establish a lasting legacy of celebration and improvement, which will support the economy of the Town. Programmes will include;
  - Works complementary to the Hornchurch Major Scheme that will ensure that the capital programme reflects the unique cultural, artistic and historical heritage of the town centre.
  - Celebration and events in Hornchurch – this will include celebrations for the 2012 Games (Cultural Olympiad), future Christmas events as well as the Hornchurch Festival and outdoor performances on the Hornchurch Green and other spaces in Hornchurch.

- Discovering Hornchurch's Heritage, Culture and High Street – this will include the establishment of a heritage trail and signage through the town centre with interpretation, which will explore the cultural attractions and historic features of the town and create points of interest for children and young people to enjoy.
- Renewing Hornchurch's Heritage, Culture and High Street – this project will complement the High Street works and develop improved links with the Cultural Quarter through the upgrade and enhancement of the public realm through the Conservation areas leading to the High Street including pedestrian and cycle improvements as well as community safety initiatives. It will provide an appropriate setting for the heritage of the town and support businesses through making Hornchurch a more pleasant and enjoyable place to shop and visit. The project will also bring forward improvements between the car parks and the High Street and create information points about the town and its heritage at these important gateways. This theme will include the first phase of the establishment of exhibition space in the listed Fairkytes Arts Centre.
- A celebration of the Ingrebourne Valley marshes that link Hornchurch and Rainham, of their landscape, ecological and cultural significance. It will deliver programmes that will complement the Sustrans Big Lottery funded Connect2 project and the Heritage Lottery funded Ingrebourne Valley project, and start to deliver the Ingrebourne Marshes 'Living Landscapes' initiative in partnership with Essex Wildlife Trust and Thames Chase Community Forest. This will include contribution towards the capital cost of the proposed Hornchurch Country Park visitor centre, a partnership between the Council and Essex Wildlife Trust, otherwise funded by the Heritage Lottery Fund and the Veolia Havering Riverside Trust.

## **Rainham**

- 14 The 2012/13-2013/14 programme will build on the first year of celebration, discovery and renewal of Rainham to the River through a comprehensive programme of revitalisation within and beyond the Rainham Conservation area. We will continue to work with businesses in Rainham and the Business Improvement District, and engage with the community to establish a lasting legacy of celebration and improvement, which will support the economy of the Village. Programmes will include;
- Celebration and events in Rainham – this will include celebrations for future Christmas events and a May Fayre as well as outdoor performances and activities in Rainham Hall Gardens and the Rainham Walkway.
  - Discovering Rainham to the River – this will include the establishment of a carefully designed and subtle heritage trail, signage and arts projects through the Village and onto the Marshes with interpretation, which will explore the cultural attractions and historic features of Rainham to the River. It will be an opportunity to engage with children and young people and create points of interest for them to enjoy.

- Renewing Rainham to the River – this project will complement the existing physical regeneration programme. It will create a new public space at the Rainham War Memorial to encourage events and pavement cafes. It will re-inforce the Rainham to the River Parklands funded project that has sought to restore the links between the village community, the River Thames and its associated marshes. It will deliver a first phase of the Rainham creek improvements, rediscovering the ancient wharf and allow future phases with the acquisition of land in order to open up the creek and facilitate development more appropriate to the historic scale of the village. It will also provide improved river walk facilities on the Thames, with potential for a temporary café.

## **Elm Park**

- 15 The 2012/13-2013/14 programme will support the delivery of a range of events focussed on bringing people into Elm Park for celebration and to boost the local economy alongside a range of physical improvements to improve the 'high streets'. We will work with businesses in Elm Park and the Elm Park Regeneration Partnership to establish a lasting legacy of celebration and improvement, which will support the economy of this district centre. Programmes will include;
- Christmas events and decorations and support for the Elm Park Fiesta, a shop local campaign and projects brought forward by the Partnership. This will include local information and promotions as well as a 'Talk of the Town' award scheme where residents can vote for their favourite shop.
  - There will be support for local businesses for promotion and marketing and help to improve their shopfronts, encouraging shoppers into their shops. This will improve the attractiveness of the town centre as well as supporting the local economy.
  - Environmental Improvements including upgrades to footways and roads, improved street furniture, signage and planting along the main shopping areas and security improvements around the Parades. This will involve working closely with businesses and the community to improve the shopping experience in Elm Park and encourage more people to enjoy and use the centre. We will also seek to improve links to existing open spaces.

**REASONS AND OPTIONS**

**Reasons for the decision:**

16. The Outer London Fund is an important opportunity for Havering to benefit from funding from the Mayor of London. In Round One £445,000 was secured for the borough and it is therefore likely that further bids for round two will have good chances of success provided they meet the bid criteria.
17. In order to maximise the benefits from the Outer London Fund to Havering a decision by Cabinet is required to authorise the submission of funding bids in excess of £500k. The Constitution sets out that pursuant to the delegated authority for general functions in Part 3 Section 2.1 in the following paragraphs to Cabinet:-

(g) To allocate and control financial and land and property resources, to determine priorities in the use of these resources, and take any other action necessary to achieve those objectives; and

(r) To be responsible for all executive matters even if not expressly set out in Part 3 of this constitution.

Pursuant to Corporate Functions under Part 3 Section 2.2:-

(a) To take decisions on all matters relating to the Council's finances including but not exclusively:

(i) budgetary control

**Other options considered:**

18. To maximise the likelihood of submitting successful bids it is essential to build on established coherent programmes to demonstrate the greatest benefit for the Mayor's funding. For this reason it is proposed to prepare bids based on the existing comprehensive programmes running in Hornchurch and Rainham and to submit a bid for Elm Park, building on the work of the local community and the earlier regeneration programme
19. Submitting bids above £500k requires Cabinet approval, without which there are no other options for approval.

**IMPLICATIONS AND RISKS**

**Financial implications and risks:**

20. The GLA expects to allocate up to £40m in total in the second round of the Outer London Fund initiative.
21. Guidance suggests that award to any one place is unlikely to exceed £2m. Informal discussions with the Mayor's advisors suggest that the total award to any one borough is unlikely to exceed £3m.
22. Subject to Cabinet approval detailed bids for Havering will be developed before the October deadline for bid submission. Projects described in paragraphs 13-15 above have not yet been fully costed, but will be to inform the basis of the bid.
23. Maintenance cost for capital projects will be met from existing budgets.

**Legal implications and risks:**

24. The legal implications and risks associated with this decision relate to the need to secure cabinet approval before making funding bids of more than £0.5m and to seek cabinet authority to make Round Two bids pursuant to constitutional authority set out in the report.
25. Should bids be successful there will be contractual arrangements relating to funding agreements, and other arrangements required to deliver specific projects that must comply with the Council's approved procedures for procurement.

**Human Resources implications and risks:**

26. There are no direct human resources implications and risks associated with a decision to make bids to Round Two of the Outer London Fund. Should bids be successful the workload associated with delivering the projects will be managed within existing staff resources.

**Equalities implications and risks:**

27. Issues of equality will be central to the delivery of these projects which will endeavour to develop an inclusive and cohesive community bringing opportunities for participation in heritage, arts, celebratory events and other activities.

**BACKGROUND PAPERS**

Outer London Fund Round Two bid guidance

Outer London Fund Round One bid documents and approvals

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**CABINET**

**28 September 2011**

**REPORT**

<b>Subject Heading:</b>	Rainham Traffic Management Scheme – Open Space Appropriation
<b>Cabinet Member:</b>	Councillor Robert Benham Councillor Andrew Curtin
<b>CMT Lead:</b>	Cynthia Griffin Group Director Culture and Community
<b>Report Author and contact details:</b>	Christopher Barter. <a href="mailto:Christopher.barter@havering.gov.uk">Christopher.barter@havering.gov.uk</a> 01708 4326124
<b>Policy context:</b>	Local Development Framework Site Specific Allocations Rainham Compass Local Implementation Plan
<b>Financial summary:</b>	The proposed appropriation does not involve expenditure of council funds, but will facilitate the delivery of the £1.5m Rainham Traffic Management Viking Way extension scheme.
<b>Is this a Key Decision?</b>	No
<b>Is this a Strategic Decision?</b>	No
<b>When should this matter be reviewed?</b>	N / A
<b>Reviewing OSC:</b>	Towns and Communities

**The subject matter of this report deals with the following Council Objectives**

Clean, safe and green borough	[y]
Excellence in education and learning	[n]
Opportunities for all through economic, social and cultural activity	[y]
Value and enhance the life of every individual	[n]
High customer satisfaction and a stable council tax	[n]

**SUMMARY**

In June 2009, Cabinet agreed the Rainham Compass regeneration programme, which included as one of its key improvement projects a traffic management scheme to allow one-way working and short-term parking on Upminster Road South, through the extension of Viking Way.

This report proposes the appropriation of 880 square metres of Open Space under the Local Government Act 1972, Section 122 (2A), Appropriation of Land for Highway purposes. The open space is situated at Rainham Recreation Ground and the appropriation is required to enable the extension of Viking Way to Upminster Road South as part of the £1.5m Rainham Traffic Management Scheme. Notices of the proposed appropriation were advertised in the Romford Recorder on two consecutive weeks, 17<sup>th</sup> and 24<sup>th</sup> June 2011, posted around the proposed area and displayed in the PASC (Public Advice Service Centres). Following a consultation period of four weeks which ended on 15<sup>th</sup> July 2011 no objections or representations were received by the Council.

The extension of Viking Way is identified as a Site Specific Allocation in the Local Development Framework and Planning Permission has been granted for the scheme.

**RECOMMENDATIONS**

That having considered all representations (no representations were made) following consultation that Cabinet approval is given to proceed with the appropriation for highway purposes of 880 square metres of Open Space at Rainham Recreation ground, extending east from Viking Way to meet Upminster Road South, as detailed on the attached plan.

**REPORT DETAIL**

1. The Council proposes to appropriate an area of land of approximately 880 square metres (see attached plan) formed of a grassed area of playground situated at Rainham Recreation Ground for highway purposes in order to construct an extension to Viking Way and facilitate a one-way system in Rainham Village. This relief road aims to facilitate access to the Village, alleviate congestion through the centre of the Village and improve parking. It will also allow for a significant uplift in the public realm and enhance pedestrian amenity and safety. There was strong local support for the proposal during public consultation.

2. The Traffic Management Scheme was approved as a site-specific proposal in Havering's statutory Local Development Framework (Site Specific Allocation SSA14), and planning permission was granted on 25 August 2011.
3. In order to ensure a safe set back from the proposed extended Viking Way road it is proposed to relocate the existing play equipment within the recreation ground area. The play facility will be removed from its existing location and reinstated approximately 10m north of the new road. The cost of relocating the play equipment will be met from within the £1.5m capital project grant allocation
4. Although there is no direct re-provision, the open space to be used for the road, it is offset by increases in accessibility to public open spaces as part of the wider Rainham Compass regeneration programme. Substantial improvements including improved access to open spaces are being undertaken on large areas to the north and south of the A13 on Rainham Marshes. In addition, Rainham Hall Gardens has recently been made more accessible and attractive for public use, though a major improvement programme.
5. A notice of the intention to appropriate the open space under the Local Government Act 1972, Section 122 (2A), was advertised in the Romford Recorder for two consecutive weeks from 17 June 2011. Plans of the area were made available to the public for inspection between 9.30am and 4.30pm on normal working days at the offices of the London Borough of Havering, in the PASC Liberty Shopping Centre, Romford.
6. The deadline for objections to the proposed appropriation was 15 July 2011. No objections were received by Legal and Democratic Services, and it is therefore recommended that the appropriation should proceed.

## **REASONS AND OPTIONS**

### **Reasons for the decision:**

To enable the extension of Viking Way to Upminster Road South and enable the highways and public realm improvements of the Rainham Traffic Management Scheme, as previously agreed by Cabinet (24 June 2009)

### **Other options considered:**

A two-way running extension to Viking Way option was considered and presented at public consultation in September 2010. This two-way option required additional open space above the 880 square metres currently being

considered. The current single carriageway extension to Viking Way was favoured by the public and the two-way working option was rejected.

7. The only remaining alternative option would be not to appropriate the open space and therefore sacrifice delivery of the £1.5m project, funded by Transport for London and Design for London, for the Rainham Compass programme. This option is rejected.

## **IMPLICATIONS AND RISKS**

### **Financial implications and risks:**

The proposed appropriation of land, for highways purposes, does not in itself involve council expenditure beyond the minor costs of advertisement which have been met from existing budgets. It will, however, facilitate the delivery of a £1.5m scheme for which funding has been secured from the Transport for London Local Implementation Plan and Design for London, which is time limited and would be lost if the scheme does not proceed. Some of this funding has already been utilised for design and technical fees and if deemed abortive may be subject to clawback. It is unlikely in the current financial climate that funding for this scheme would be available again in the foreseeable future. The £1.5m of funding includes an allowance for playground relocation. The £1.5m project will be monitored by council staff to ensure it remains within budget.

### **Legal implications and risks:**

The Council has a general power to appropriate land to different purposes, but in the case of land used for open space it has to first advertise the proposal and consider any representations made before reaching a final decision. The necessary advertising has been carried out, but no representations have been made. It is therefore open to the Council to make the appropriation.

### **Human Resources implications and risks:**

There are no Human Resources implications.

### **Equalities implications and risks:**

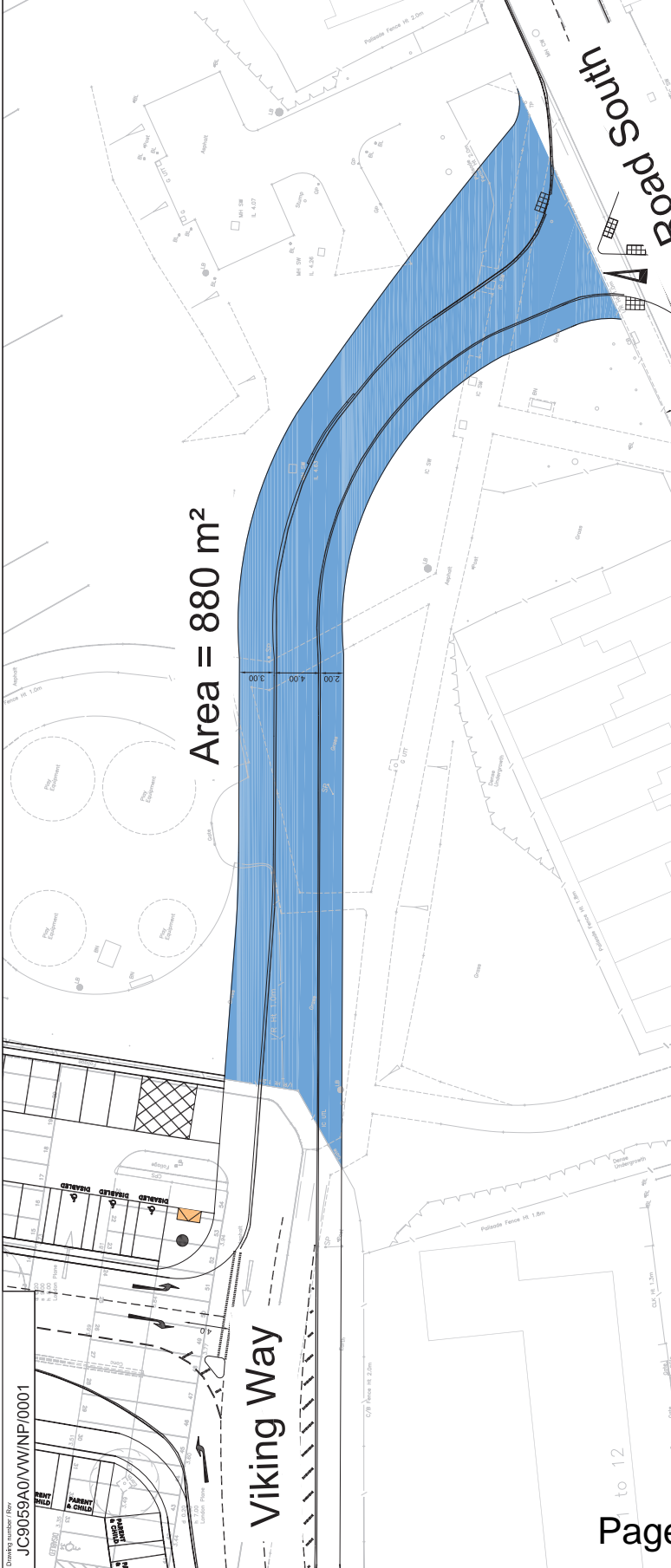
There are no direct equalities implications or risks. The play facility will be removed from the existing location and reinstated approximately 10m further north, and it is ensured that the play facility will be no less accessible to the community in its new position than it was in its old site.

**BACKGROUND PAPERS**

1. Planning Permission under planning reference P1070.11

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Drawing number / Rev  
JC9059A0/VV/WNP/0001



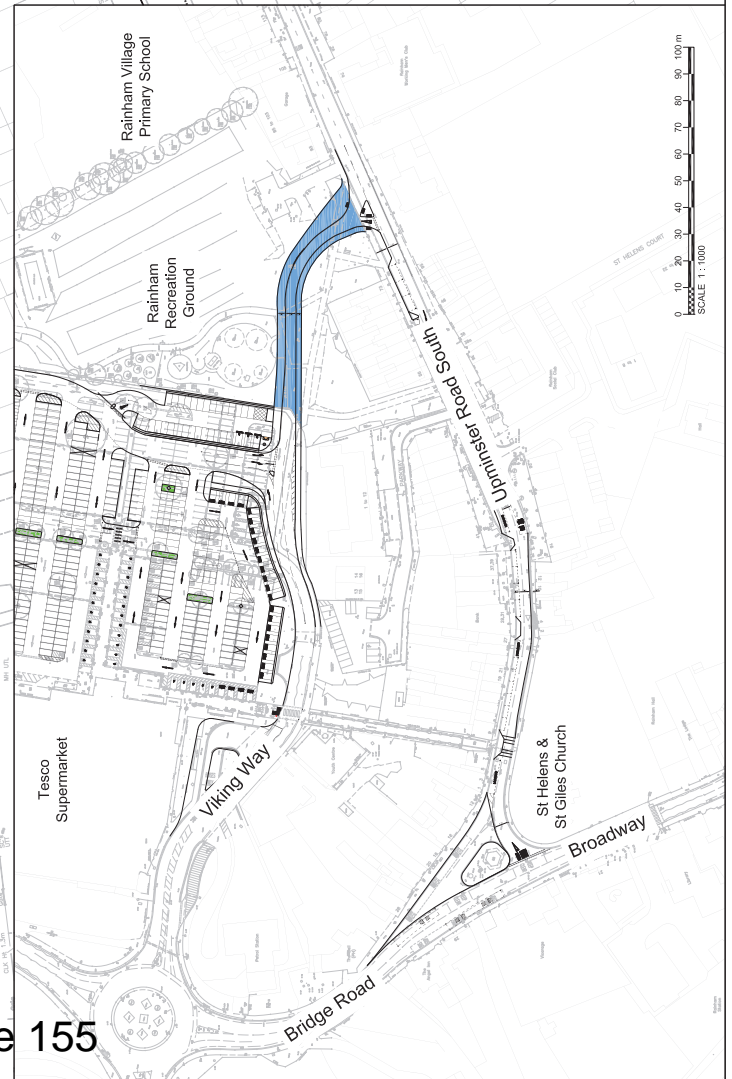
Appropriated Open Space  
64.5 m<sup>2</sup>/ha



Area = 880 m<sup>2</sup>

Viking Way

Upminster Road South



Rev	Rev. Date	Purpose of revision	Drawn	Checked	Rev. by	Approved
<p><b>JACOBS</b>          Tower House, Colindale Avenue, London, NW9 1EQ          Tel: +44(0)20 8323 2300 Fax: +44(0)20 8323 1400          www.jacobs.com</p>						
Client	London Borough of Havering					
Project	Viking Way & Upminster Road South Relief Road					
Drawing title	Open Space Alternative Use Notice Plan					
Drawing status	DRAFT					
Scale	1:200 @ A1 (first 1:1000) DO NOT SCALE					
JACOBS No.	JC9059A0					
Drawing number	JC9059A0/VV/WNP/0001					
Rev	0					



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**CABINET**

28 September 2011

**REPORT**

**Subject Heading:**

Draft Corporate Strategy 2011-14

**Cabinet Member:**

Cllr Michael White

**CMT Lead:**

Cheryl Coppell

**Report Author and contact details:**

Claire Thompson, Corporate Policy & Community Manager,  
[claire.thompson@havering.gov.uk](mailto:claire.thompson@havering.gov.uk)  
01708 431003

**Policy context:**

The Corporate Strategy sets out the overarching performance management framework for the Council over the next three years

**Financial summary:**

The Corporate Strategy outlines the strategic activities which the Council will deliver within the context of its budget.

**Is this a Key Decision?**

No

**Is this a Strategic Decision?**

Yes

**When should this matter be reviewed?**

An annual report will be produced after the end of each financial year detailing how the council has performed against the delivery of Corporate Strategy. The Strategy itself will be re-freshed every Autumn, in time for the start of the service planning process each year.

**Reviewing OSC:**

Value

**The subject matter of this report deals with the following Council Objectives**

- Clean, safe and green borough [X]
- Excellence in education and learning [X]
- Opportunities for all through economic, social and cultural activity [X]
- Value and enhance the life of every individual [X]
- High customer satisfaction and a stable council tax [X]

**SUMMARY**

The attached draft Corporate Strategy 2011-14 and the accompanying summary 'Plan on a Page' sets out the Council's corporate performance management framework. The Living Ambition vision statement, which was last agreed in 2008, has been re-freshed to take into account the changes in national policy and the financial climate since then.

The five Living Ambition Goals remain the same, and we have developed robust strategic objectives under each of these. The strategy identifies the key actions that will be delivered by the Council over the next 3 years and the measures that we will use to determine our success. Together, these form the golden thread of our new corporate performance management framework.

**RECOMMENDATIONS**

Members are asked to note the report and approve its ratification.

**REPORT DETAIL**

The text of the draft Corporate Strategy is attached along with a single page summary version.

**REASONS AND OPTIONS**

**Reasons for the decision:** Under the Council's constitution (Part 3, s.2.1, a-f), the Corporate Strategy, which sets the policy direction for the Council, must be considered and ratified by the Executive.

**Other options considered:** N/A

**IMPLICATIONS AND RISKS**

**Financial implications and risks:**

The strategy contains specific reference (page 6) to management of financial resources, and to savings activities to balance the budget over the planning period.

Clearly any plans will be subject to change, as both income streams and financial pressures can alter.

**Legal implications and risks:**

Under the Council's constitution (Part 3, s.2.1, a-f), the Corporate Strategy, which sets the policy direction for the Council, must be considered and ratified by the Executive.

Whilst the Corporate Strategy is not a statutory requirement, it is considered best practice to have in place an organisational plan that clearly sets out the council's strategic priorities and objectives, in the context of its budget, and how it intends to measure good performance, in one place. This then provides a strategic framework for managing performance throughout the organisation.

**Human Resources implications and risks:**

There are no specific Human Resources implications. The Corporate Strategy will provide the framework within which staff and service performance will be managed.

**Equalities implications and risks:**

Each of the projects identified in the Corporate Strategy that have an impact on customers or levels of service provision will undergo equality impact assessment to ensure the Council maintains its statutory obligations under the Equality Act 2010.

The Strategy sets out the Council's determination to target services at vulnerable residents who are most in need of our support, ensuring that we continue to do all that we can to reduce inequality in Havering.

**BACKGROUND PAPERS**

*None*

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**London Borough of Havering**  
**Corporate Strategy 2011-14**

Add logos of Awards e.g. Investors in People, LGC Awards

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## Living Ambition 2020 – The Way Ahead

As one of London's safest and greenest boroughs, Havering already provides a fine quality of life for its 234,000 residents.

In 2008 the Council launched 'Living Ambition' - a long-term strategy to improve still further the quality of life enjoyed by Havering residents, based on five **goals** for the **Environment, Learning, Towns and Communities, Individuals** and **Value**.

Since 2008, the country has changed significantly. Unprecedented levels of national debt mean that all councils have much less money to spend - and the relationship between public services and local communities is changing.

We are having to make difficult decisions in order to make large budget savings - £35m over three years. This is in addition to responding to the challenges of a more culturally diverse and growing elderly population, placing new pressures on our services.

Yet, despite these challenges, our Living Ambition for Havering hasn't changed. We want our residents to enjoy the highest possible quality of life and we are determined to be a borough that thrives on its links to the heart of the capital, without ever losing the natural environment, historic identity and local way of life that makes Havering unique.

We are adapting to our changing role and finding new approaches to delivering our Living Ambition. We are radically transforming the way we work and moving towards becoming a 'mixed economy council'. This means that we will:

- Continue to identify efficiencies in the way we work by streamlining back office functions, merging service areas and investing in technology to reduce costs
- Develop new ways of delivering services, including through commissioning and sharing services with other local authorities
- Work in partnership with other public agencies and third sector bodies to outsource and co-deliver services
- Promote personal responsibility and civic pride to reduce demand for services and increase community-led projects
- Seek and secure external funding to support programmes of work.

These changes are based on some clear principles:

- We will do the right thing by our residents by cutting our running costs first to protect frontline services where we can
- We will focus our efforts and target resources where they will do the most good for the communities and individuals we support to make the best use of taxpayers' money
- We will allow those individuals and communities that are able and willing to help themselves to do so without unnecessary interference from the Council
- We will be fair to those people who rely on our help and provide more choice, freedom and flexibility in the services they receive.

Together, these form the basis of a new pledge to our residents as we set out what you can expect from the Council and how you can get involved in improving the quality of life in your part of Havering.

## Our Corporate Strategy

The vision of our Living Ambition is that:

***Havering's residents enjoy the highest possible quality of life, in a borough that thrives on its links to the heart of the capital, without ever losing the natural environment, historic identity and local way of life that makes Havering unique.***

Underpinning this vision are five goals:

- **ENVIRONMENT** – to ensure a clean, safe and green environment
- **LEARNING** – to promote opportunities for education and learning
- **TOWNS AND COMMUNITIES** – to create towns and communities that are thriving with economic, social and cultural activity
- **INDIVIDUALS** – to value and enhance the lives of our residents
- **VALUE** – to deliver high customer satisfaction and a stable council tax

To achieve these goals, we have identified a series of key activities that we will undertake, along with performance measures that will assess how well we are doing. These are set out on the following pages.

Our Corporate Strategy is informed by the vision and priorities of the Havering Strategic Partnership (HSP), as set out in the wider Community Strategy 2008-13<sup>1</sup>, and the views of our residents.

We recently undertook a comprehensive survey – Your Council Your Say<sup>2</sup> - of all households in the borough to find out what residents thought were the most important factors in making the local area a good place to live and the issues they felt most need improving in the local area. We received an overwhelming response from over 11,700 residents, who told us that:

- They were satisfied with their local area as a place to live (75%)
- People get on well together in their neighbourhood (70%)
- They felt informed about what the Council does (44%)

The most important factors in making the local area a good place to live were:

1. Health services (55% of people)
2. Level of crime (51%)
3. Clean streets (49%)
4. Road and pavement repairs (40%)
5. Public transport (33%)

The issues that most need improving in the local area were:

1. Road and pavement repairs (64% of people)
2. Level of traffic congestion (34%)
3. Activities for teenagers (31%)

<sup>1</sup> Havering Strategic Partnership - [www.hspnetwork.org.uk](http://www.hspnetwork.org.uk)

<sup>2</sup> Your Council Your Say – [www.havering.gov.uk](http://www.havering.gov.uk)

4. Clean streets (29%)
5. Level of crime (29%)

The views of our residents on what matters most to them locally are extremely important to us and are reflected throughout the Corporate Strategy, as well as being passed onto our directorates to inform service planning and delivery.

In addition to the issues highlighted by this survey, there are a number of critical services the Council provides – like safeguarding children and adult social care - that are very important but which do not generally score highly in household surveys such as this. This is because they are used by our most vulnerable residents rather than the majority of households. These services continue to be considered a priority by the Council and are key activities in the Corporate Strategy.

DRAFT

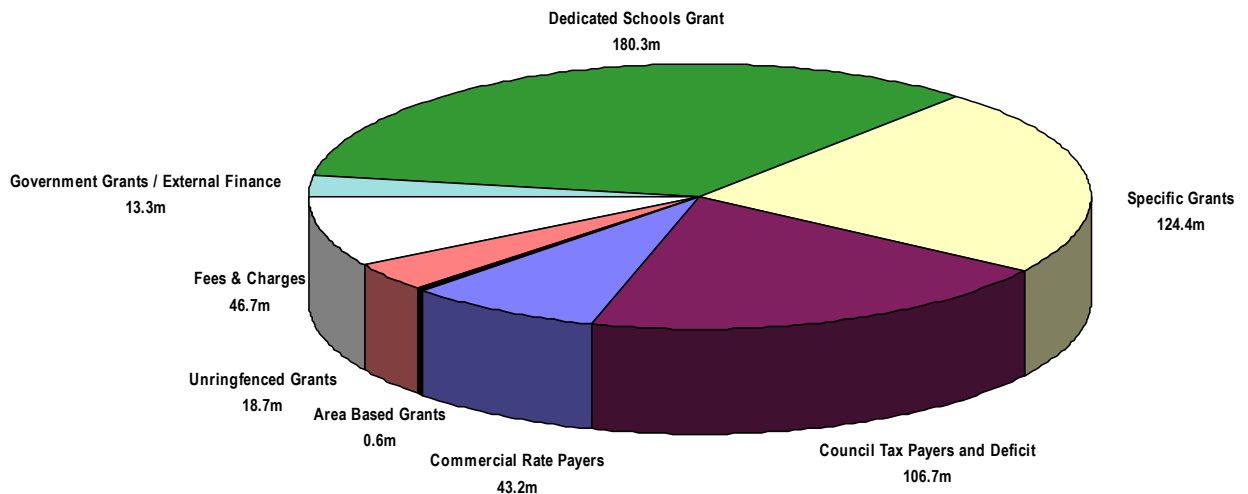
## Managing our Financial Resources

The Council has embarked on an ambitious transformation programme that is projected to save £40m over five years and change the way that services are delivered and the Council operates,, whilst ensuring the best outcomes for local people.

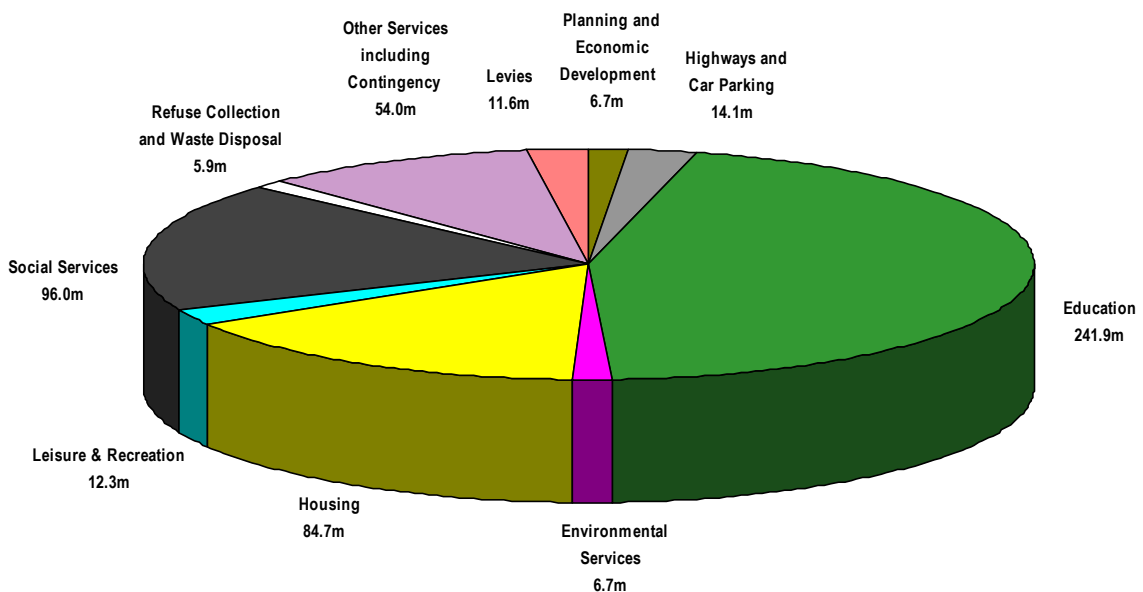
In July 2011, we agreed a Budget Strategy that will take us through to 2014. This has been developed in line with the five goals of our *Living Ambition*. We have listened closely to what our residents have told us is important, and developed our budget, so that as far as possible, frontline services like libraries and street care are protected.

Our budget for 2011/12 is £170,905,105. This is derived from Government grants, council tax and charges, and incorporates a freeze on council tax paid by residents for 2011/12.

### Where our income comes from ...



### ... and where it is spent



## **The Environment: To ensure a clean, safe and green borough**

Improving the cleanliness, maintenance and lighting of our streets and pavements will remain one of our top priorities, so that getting round the borough is safe, easy, accessible and enjoyable.

We will continue to work to keep Havering safe by encouraging local people to play a role in creating safer neighbourhoods and working with businesses to make town centres safe and attractive to visitors at any time of the day or evening.

We will work with our communities and businesses to cut the amount of waste we produce, and to recycle more. By promoting greener homes, buildings, travel, and lifestyles, we will minimise the impact on Havering's environment and help our residents and businesses to save money.

We will reduce our energy consumption by promoting sustainable energy and being more efficient with our resources.

We will make improvements to Havering's natural environment by opening up spaces for the local community to enjoy and attract visitors to the area.

We will work with Transport for London to improve public transport and reduce congestion as far as possible. Romford station and the surrounding area will be significantly improved through the Crossrail project and associated development. Walking and cycling will be promoted.

### ***Our key activities for the year ahead***

- Improve the cleanliness of Havering's streets and pavements by maintaining standards of cleansing and removing graffiti, fly posting and fly tips quickly
- Maintain our principal road network to a high standard
- Work with our partners to maintain one of the lowest crime rates in London and make people feel safer in their homes, neighbourhoods and town centres
- Develop our neighbourhood agreements with residents to reduce anti-social behaviour and keep local areas tidy
- Increase recycling rates and reduce waste that goes to landfill
- Invest in our street lighting and install energy efficient schemes that reduce carbon emissions and save money
- Deliver a programme of strategic environmental initiatives, including:
  - East London Green Grid
  - Hornchurch Country Park Visitor Centre
  - Thames Chase Community Forest
  - Wildspace and Rainham to the River
  - Ingrebourne Valley Project
  - Local nature reserves at Bedfords Park, Dagnam Park, The Chase, Cranham, Ingrebourne and Rainham

- Work in partnership with Transport for London to improve transport links inside the borough and across our borders
- Work with Crossrail and other stakeholders to improve Romford Station and surrounding area to enhance its function as gateway to the town
- Tackle congestion and improve traffic management, including projects arising from the Main Road and North Street Corridor Studies and Hornchurch High Street
- Deliver Havering's Biking Boroughs Strategy to encourage cycling in Havering and reduce congestion and harmful emissions from cars

### **Our measures of success**

Strategic Outcome	Indicator	Outturn for 2010/11	Target for 2011/12	Target for 2012/13	Target for 2013/14
Attractive, well-kept streets and pavements	1. Reduce the percentage of litter	12%	9%	9%	8%
	2. Reduce the percentage of detritus	16%	12%	12%	11%
	3. Reduce the percentage of graffiti	7%	5%	5%	4%
	4. Reduce the percentage of fly posting	1%	1%	1%	1%
	5. Reduce the number of fly tip incidences	2,846	2,704	2,569	2,440
Low rates of crime and the perception of crime	6. Reduce the overall crime rate in the borough	17,575	17,399 (-1%)	-1%	-1%
Increased recycling rates and reduced waste and landfill	7. Reduce the amount of residual household waste per household	727kg	691kg	679kg	667kg
	8. Increase the percentage of household waste sent for reuse, recycling and composting	31%	35%	36%	37%
Reduced impact on climate change	9. Reduce greenhouse gas emissions from local authority own estate and operations (tonnes)	30,242	29,940 (-1%)	-1%	-1%

## Learning: To promote opportunities for education and learning

We will work with schools and the further education sector to promote first class learning opportunities for all.

We will respond to the national agenda for developing new models of schools and learning provision, and target our support to the schools and pupils who need us most. We will forge new and different relationships with academy schools, which fall outside the local authority's control.

To ensure our young people get the best possible choice of career and study opportunities, we will continue to commission high quality curriculum pathways incorporating academic and vocational options.

We will lobby Government for additional resources to improve learning opportunities for adults and reduce the adult skills gap between Havering and the rest of London.

### Our key activities for the year ahead

- Seek sufficient provision of high quality pre-school and primary school places across the borough for 0 to 11 year olds
- Work in partnership with schools to seek the best provision of education and learning opportunities and intervene early to prevent failure
- Produce a borough-wide '14-19 Curriculum Map' to clearly identify the choices available to students
- Develop a 'Targeting Toolkit' to help identify those 14-19 year olds at risk of disengaging with education and training opportunities, and boost post-16 participation levels
- Develop a protocol for schools, colleges and providers to focus on reducing the proportion of young people not in education, employment or training
- Develop a Literacy Strategy to improve partnership working and deliver a more effective and joined-up service for raising literacy levels of children and adults in the borough
- Establish an Apprenticeship Training Agency to widen access to apprenticeship opportunities in the borough
- Maximise learning opportunities for residents and employers to reduce the adult skills gap between Havering and the rest of London

### Our measures of success

Strategic Outcome	Indicator	Outturn for 2010/11	Target for 2011/12	Target for 2012/13	Target for 2013/14
First class learning opportunities for children and	10. Maximise the percentage of 3 and 4 year olds who have access to a place if their parents wish	78% (09/10)	90%	N/A	N/A

young people	11.	Increase the percentage of children with a good level of achievement in Early Years Foundation Stage	60% (09/10)	61%	62%	63%
Council resources focused on schools and pupils who need our support most	12.	Reduce the number of schools where fewer than 60% of pupils achieve Level 4 or above in both Maths and English	5 (09/10)	0	0	0
Good education and training opportunities for young people	13.	Reduce the percentage of 16-18 year olds who are Not in Education, Employment or Training	4% (Jan 11)	4%	4%	4%
	14.	Increase the number of apprenticeships on offer in the borough	New	440	460	480
Reduced adult skills gap between Havering and London	15.	Maintain the number of adult learning courses delivered in the borough	355	355	355	355

## **Towns and Communities: To create towns and communities that are thriving with economic, social and cultural activity**

We will encourage local people to play an active part in shaping the places where they live. We will make it easier for individuals and community groups to organise themselves and meet their own needs locally, and will provide information and support to increase volunteering.

We will strive to ensure affordable homes are provided for local people. We will continue to invest in bringing Council-rented homes up to a good standard, as quickly as Government funding allows.

We will seek to create business opportunities and more jobs through the new promotion and investment strategy for Romford town centre and by encouraging enterprise in Rainham. We will continue to secure grants, including Transport for London Major Schemes monies, to fund town centre improvements in Havering.

We will look for innovative ways to provide libraries, museum, theatre, arts and sports opportunities for our communities, and to take full advantage of what the London 2012 Olympics and its legacy can offer to our residents and businesses.

We will keep our parks and open spaces attractive and healthy places for our community to enjoy. We will continue to work with local people to help them share responsibility for looking after these areas in the future. We will preserve the unique identity of Havering as the 'greenest' borough in London by protecting our green belt.

### ***Our key activities for the year ahead***

- Set out in a Community Engagement Strategy how we will encourage local people to become more engaged in shaping the areas where they live and promote cohesion
- Encourage local people to play an active part in their communities to meet their own needs locally, including encouraging the development of interest groups to help maintain local services
- Encourage the provision of housing for local people, and ensure fair and best use of Council housing for those in greatest need
- Strengthen Havering's economy by attracting inward investment and supporting existing businesses located in the borough
- Encourage people to shop locally by promoting our retail centres, including through the 'Love Romford' campaign
- Deliver the four regeneration programmes in Harold Hill, Hornchurch, Rainham and Romford
- Open the new libraries at Harold Hill and Rainham
- Further bring communities together by delivering the Cultural Strategy and placing culture at the heart of quality of life.
- Boost civic pride and the profile of the borough through the annual Havering Show and other events including Armed Forces Day, Havering Music Festival, Remembrance Sunday Parade and Holocaust Memorial Day

- Work with the private sector to continue to offer a range of high quality leisure facilities, including the development of a new leisure facility in Romford
- Complete the planned refurbishment of Raphael Park, including restoration of the Summer Theatre Garden and a new café with terrace and community meeting rooms
- Maintain Havering's green spaces to a high standard and protect the green belt as much as possible through our planning policies

### **Our measures of success**

Strategic Outcome	Indicator	Outturn for 2010/11	Target for 2011/12	Target for 2012/13	Target for 2013/14
Local people are involved in place shaping and regeneration and play an active part in communities to meet their own needs	16. Increase the percentage residents' satisfaction with the area as a place to live	75%	76%	77%	78%
Cohesive communities where people get on well together	17. Increase the proportion of residents who feel that people get on well together within their neighbourhood	70%	71%	72%	73%
Family housing that local people can afford and best use of Council housing for those in greatest need	18. Maintain the number of affordable homes delivered	178	250	250	250
	19. Increase the percentage of decent Council homes	37%	40%	61%	80%
Increase inward investment and economic growth	20. Increase the percentage of NNDR collected	96.5%	97.5%	N/A	N/A
	21. Reduce the percentage of working age people on out-of-work benefits	11.2%	11.2%	11.2%	11.2%
Culture and leisure play a key part in community life	22. Increase the percentage residents' satisfaction with library services	81.5%	82.0%	82.5%	83.5%
High levels of satisfaction with parks and open spaces	23. Percentage residents satisfaction with parks and open spaces	76%	77%	77%	77%

## **Individuals: To value and enhance the lives of our residents**

We will ensure safeguarding children is the job of all our staff and partners, and that children with specific needs or living in challenging circumstances are identified early and provided with help, support and, if necessary, a place of safety. Our approach to services for children and families focuses on prevention and early intervention in relation to education, social care and health. For instance we will take a preventative approach to children's health, encouraging a healthy start in life by maintaining a focus on childhood immunisations, lowering obesity and increasing breastfeeding rates.

We will continue to gain insight into and understand the distinct needs of different groups and individuals within our communities, so that we can identify and provide the right range of services, with particular care for the people who need them most. This includes making sure they have the right information to make choices about the help they need.

We will personalise services for vulnerable adults and older people by giving them more control over their care options. We will enable them to live independently in their own homes for as long as possible by promoting new technology and encouraging the assistance of the community and neighbours. We will provide information and support to help people manage their own health and any long-term conditions they may have.

From 2013, responsibility for public health will be transferred to the Council. We will work with GPs to ensure that the best health services are commissioned according to the needs of our population. We will positively respond to this changing agenda and work closely with our NHS partners in the transfer of these responsibilities. We will support plans for greater control for GPs in commissioning local health services, ensuring they are equipped with the information they need to do so and build a partnership to improve the provision of health services in Havering and encourage early intervention and action to prevent ill health.

We will encourage people to take up health screening and to take early action if they become aware of any signs or symptoms of cancer and other preventable illnesses. We will assist local communities to get more active, and will work in partnership with the NHS to prevent injurious falls and develop better hospital services for those who do fall.

### ***Our key activities for the year ahead***

- Ensure safeguarding children, vulnerable adults and older people remain our top priorities
- Provide services that are bespoke to individuals' needs, targeting those who need them the most and giving individuals control over their own care packages
- Roll out the 'Top 100 Families' project to provide early intervention and assistance for families who need specific help
- Help older people to live independently at home for longer by developing a volunteer support scheme
- Expand the availability of extra care housing options for vulnerable adults to help them to live independently in the community
- Develop our capacity to provide reablement service to help people regain skills to enable them to live independently
- Expand the use of assistive technologies to enable people to live independently
- Work with the NHS to prevent ill health and encourage people to live healthier lives, and outline our plans in a new Health and Wellbeing Strategy

- Work with GPs through the Clinical Commissioning Groups to ensure high quality health services in Havering
- Work in partnership with Barking and Dagenham, Redbridge, Essex, Queen's Hospital and the PCT to seek big improvements in access and quality of services provided by Queen's Hospital to Havering residents
- Reduce the incidence and impact of falls on older people, preventing social care use and hospitalisation, through our Falls Strategy

### Our measures of success

Strategic Outcome	Indicator	Outturn for 2010/11	Target for 2011/12	Target for 2012/13	Target for 2013/14
Safeguarding children continues to be our top priority	24. Reduce the percentage of looked after children with an unplanned move during the year	50% (Q1 11/12)	40%	35%	30%
	25. Increase the percentage of placements lasting at least 2 years	60%	75%	80%	85%
Services that are bespoke to individuals' needs, targeted to those who need them most	26. Increase the proportion of people using social care who receive self-directed support, and those receiving direct payments	31%	45%	50%	65%
Older people enabled to have the support they need to live independently	27. Increase the number of extra care housing within the borough	88	118	216	306
	28. Reduce the percentage of adult social care clients who receive a reablement service and then return within 91 days requiring an ongoing service	7.8%	7.7%	N/A	N/A
	29. Increase the number of telecare users in the borough	137	200	300	400
	30. Increase the levels of older people volunteering in Havering	New	N/A	N/A	N/A
Lower levels of preventable ill health and people leading healthier lives	31. Minimise the difference in life expectancy at birth between the wards with highest and lowest life expectancy	6.2yrs (males) 7.3yrs (females) (03-07)	N/A	N/A	N/A
	32. Improve the prevalence of healthy weight in 4-5 and 10-11 year olds	72.1% (4-5 year olds) 63.6% (10-11 year olds)	N/A	N/A	N/A

33.	Reduce the prevalence of smoking in Havering (aged 18+)	20.6% (Oct 09 - Sep 10)	N/A	N/A	N/A
34.	Increase the percentage of eligible population who receive an NHS health check	9.4% (8,066 checks)	12% (10,320 checks)	N/A	N/A
35.	Increase the percentage of adults who are physically active (at least 3x30 minutes of moderate sport and active recreation per week)	17.6% (April 09-April 11)	18%	18.3%	18.6%
36.	Reduce acute admissions as a result of falls or falls injuries for over 65s	1,154 (09/10)	N/A	N/A	N/A
37.	Minimise teenage pregnancies per 1,000 population (under 18 year old girls)	36.4 (09/10)	38.34%	N/A	N/A
38.	Percentage of mothers initiating breastfeeding	67.3% (Q4 10/11)	N/A	N/A	N/A
39.	Increase the percentage of 13 year old girls who are vaccinated against HPV	81.6% (09/10)	N/A	N/A	N/A

## Value: To deliver high customer satisfaction and a stable council tax

We will adopt a ‘mixed economy’ approach for delivering services. This means that where it is practical and economical to do so, we will work with providers from the public, private and third sectors to commission and share services, instead of providing them directly ourselves.

We will respond to the changes in how local government is funded to ensure we get the best possible deal for Havering by maximising funding for the borough.

In addition, we will transform the Council to make it as efficient and effective as possible by reducing bureaucracy and cost through better use of technology and a focus on core activities.

We will review whether we can make better use of our buildings by sharing them with other organisations or by letting local community groups run them instead.

We will develop our staff so that they can work more flexibly and adapt to new roles and situations in a rapidly changing environment. We will continue to do our best for local people by being efficient, fair and focused on what communities want and need, in everything we do.

We will improve the way customers can contact us and will work with partners to ensure the right information gets to the right people. We will deal with queries and complaints effectively.

### Our key activities for the year ahead

- Ensure any rise in council tax in Havering is kept to a minimum
- Commission goods and services in a way that provides the highest possible value for money, including from the local private and voluntary sectors where better to do so
- Explore opportunities to share back office services with other local authorities or partners
- Reduce the cost to the Council in office premises by implementing new ways of working and reducing the number of offices we need
- Use customer insight and data to effectively target services at those most in need, and to communicate better with residents in a more personalised way
- Open up the data we hold on Havering through our website and publish information on how well we are performing
- Make it easier to access and contact the Council online, over the telephone and in person
- Regularly check how satisfied our customers are and what our residents’ priorities are, and use this information to improve services

### Our measures of success

Strategic Outcome	Indicator	Outturn for 2010/11	Target for 2011/12	Target for 2012/13	Target for 2013/14
High customer satisfaction with the Council	40. Achieve efficiency and operational savings	New			£40 million by 2014

	41. Maintain spend within budget	New	Stay within budget		
	42. Increase the percentage of council tax collected	96.54%	97.50%	97.50%	97.50%
	43. Reduce the amount of avoidable contact	10%	8%	7%	6%
	44. Increase the percentage of residents who feel informed about what the Council does	44%	45%	46%	47%

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## Delivering the Corporate Strategy

The Council is committed to making data and information publicly available to help improve our accountability to local people. We have a robust system in place for managing delivery of the Corporate Strategy as part of our new performance management framework. Performance will be monitored and reported in a new Quarterly Performance Report to our Corporate Management Team and Councillors, and published in an end-of-year Annual Report. Where performance is off track, we will take action to rectify this.

As well as monitoring the Corporate Strategy, the Council regularly reviews the progress being made in delivering savings through transforming the way we work. Our progress is reported to a Corporate Programme Management Board, which ensures improvements in frontline and back office services are being made and efficiency is improving.

Our Performance Reports will be made available to the public via the Council's website [www.havering.gov.uk](http://www.havering.gov.uk).

We will continue to consult and engage with our residents and service users to ensure that your views are actively listened to and reflected in our priorities. In this respect, we will periodically review and refresh the Corporate Strategy.

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Our Living Ambition Vision is to provide Havering's residents with the highest possible quality of life, in a borough that thrives on its links to the heart of the capital, without ever losing the natural environment, historic identity and local way of life that makes Havering unique					
GOALS	ENVIRONMENT	LEARNING	TOWNS AND COMMUNITIES	INDIVIDUALS	VALUE
<b>STRATEGIC OBJECTIVES</b> <i>What we are trying to achieve</i>	<b>1. A CLEAN, SAFE AND GREEN BOROUGH</b>	<b>2. OPPORTUNITIES IN EDUCATION AND LEARNING</b>	<b>3. TOWNS AND COMMUNITIES THAT ARE THRIVING WITH ECONOMIC, SOCIAL AND CULTURAL ACTIVITY</b>	<b>4. VALUE AND ENHANCE THE LIVES OF OUR RESIDENTS</b>	<b>5. HIGH CUSTOMER SATISFACTION AND A STABLE COUNCIL TAX</b>
<b>STRATEGIC OUTCOMES</b> <i>What success will look like</i>	1.1 Attractive, well-kept streets and pavements 1.2 Low rates of crime and the perception of crime 1.3 Increased recycling rates and reduced waste and landfill 1.4 Reduced impact on climate change 1.5 Natural environment enjoyed by local communities and visitors alike 1.6 Improvements in traffic management and congestion	2.1 First class learning opportunities for children and young people 2.2 Council resources focused on schools and pupils who need our support most 2.3 Good education and training opportunities for young people 2.4 Reduced adult skills gap between Havering and the rest of London	3.1 Local people are involved in place shaping and regeneration and play an active part in communities to meet their own needs 3.2 Cohesive communities where people get on well together 3.3 Family housing that local people can afford and best use of Council housing for those in greatest need 3.4 Increased inward investment and economic growth 3.5 Culture and leisure play a key part in community life 3.6 High levels of satisfaction with parks and open spaces	4.1 Safeguarding children continues to be our top priority 4.2 Services that are bespoke to individuals' needs and targeted to those who need them most 4.3 Early intervention and assistance for families who need specific help 4.4 Older people enabled to have the support they need to live independently 4.5 Lower levels of preventable ill health and people leading healthier lives	5.1 Services are provided in partnership with the public, private and third sectors where it is best to do so 5.2 Havering receives the best deal possible from changes in how local government is funded 5.3 High performing public services delivering excellent value for money 5.4 A transparent, less bureaucratic and open Council 5.5 High customer satisfaction with the Council
<b>KEY ACTIVITIES</b> <i>How we will deliver our objectives</i>	<ul style="list-style-type: none"> <li>Improve cleanliness of streets and pavements (1.1)</li> <li>Maintain principal road network (1.1)</li> <li>Work with partners to maintain low crime rate and make people feel safe (1.2)</li> <li>Develop neighbourhood agreements with residents to reduce anti-social behaviour (1.2)</li> <li>Increase recycling rates and reduce waste that goes to landfill (1.3)</li> <li>Invest in street lighting and install energy efficient schemes to reduce carbon emissions (1.4)</li> <li>Deliver a programme of environmental improvements (1.5)</li> <li>Work with Transport for London and Crossrail to improve transport links (1.6)</li> <li>Tackle congestion and improve traffic management (1.6)</li> <li>Deliver Havering's Biking Boroughs Strategy (1.6)</li> </ul>	<ul style="list-style-type: none"> <li>Seek sufficient provision of high quality pre-school and primary school places across the borough for 0 to 11 year olds (2.1)</li> <li>Work in partnership with schools to seek the best provision of education and learning opportunities and intervene early to prevent failure (2.2)</li> <li>Produce a borough-wide '14-19 Curriculum Map' to identify choices available to students (2.3)</li> <li>Develop a 'Targeting Toolkit' for 14-19 year olds at risk of disengaging with education and training opportunities (2.3)</li> <li>Develop a protocol for schools, colleges and providers to focus on reducing the proportion of young people not in education, employment or training (2.3)</li> <li>Develop a literacy strategy to improve partnership working and raise literacy levels (2.3)</li> <li>Establish an Apprenticeship Training Agency to widen access to apprenticeship opportunities in the borough (2.3)</li> <li>Maximise learning opportunities for residents and employers to reduce the adult skills gap between Havering and the rest of London (2.4)</li> </ul>	<ul style="list-style-type: none"> <li>Develop a Community Engagement Strategy and action plan (3.1, 3.2)</li> <li>Encourage local people to play an active part in their communities through local interest groups (3.1)</li> <li>Encourage provision of housing for local people and ensure fair and best use of Council housing for those in greatest need (3.3)</li> <li>Attract inward investment and support existing local businesses (3.4)</li> <li>Support our retail sector with the 'Love Romford' campaign (3.4)</li> <li>Deliver Harold Hill, Hornchurch, Rainham and Romford regeneration projects (3.4)</li> <li>Open new libraries in Harold Hill and Rainham (3.5)</li> <li>Deliver the Cultural Strategy and place culture at the heart of quality of life by (3.5)</li> <li>Deliver civic pride events such as the Havering Show (3.5)</li> <li>Work with the private sector to deliver a new leisure facility in Romford (3.5)</li> <li>Complete the planned restoration works to Raphael Park (3.6)</li> <li>Maintain Havering's green spaces to a high standard and protect the green belt as much as possible through our planning policies (3.6)</li> </ul>	<ul style="list-style-type: none"> <li>Ensure safeguarding children, vulnerable adults and older people remain our top priorities (4.1)</li> <li>Provide services that are bespoke to individuals' needs (4.2)</li> <li>Roll out the 'Top 100 Families' project to provide early intervention and assistance for families who need specific help (4.3)</li> <li>Help older people live independently at home by developing a Volunteer Support Scheme (4.4)</li> <li>Expand the availability of extra care housing options for vulnerable adults to help them to live independently in the community (4.4)</li> <li>Develop our capacity to provide reablement services to help people regain skills to enable them to live independently (4.4)</li> <li>Expand the use of assistive technologies to enable people to live independently (4.4)</li> <li>Work with the NHS to prevent ill-health and encourage healthier lifestyles (4.5)</li> <li>Work with GPs through Clinical Commissioning Groups to ensure high quality health services in Havering (4.5)</li> <li>Seek big improvements in access and quality of services provided by Queen's Hospital (4.5)</li> <li>Deliver the Falls Strategy to reduce the incidence and impact of falls on older people (4.5)</li> </ul>	<ul style="list-style-type: none"> <li>Commission goods and services that provide best value for money (5.1)</li> <li>Explore opportunities to share back office functions (5.1)</li> <li>We will work to maximise funding for Havering (5.2)</li> <li>Ensure any rise in council tax in Havering is kept to a minimum (5.3)</li> <li>Implement new ways of working and reduce office costs (5.3)</li> <li>Use customer insight to target services at those most in need and to communicate better with residents (5.3)</li> <li>Open up data on Havering through our website and publish information on how we are performing (5.4)</li> <li>Make it easier to contact the Council online, by phone and in person (5.5)</li> <li>Improve customer satisfaction with the Council (5.5)</li> </ul>
<b>MEASURES AND TARGETS</b> <i>How we will know we have achieved our objectives</i>	<ul style="list-style-type: none"> <li>The amount of litter will reduce from 12% in 2010 to 8% in 2014 (1.1)</li> <li>The amount of detritus will reduce from 16% in 2010 to 11% in 2014 (1.1)</li> <li>The amount of graffiti will reduce from 7% in 2010 to 4% in 2014 (1.1)</li> <li>The amount of fly posting will remain low at 1% by 2014 (1.1)</li> <li>The number of fly tip incidences will reduce from 2,846 in 2010 to 2,440 by 2014 (1.1)</li> <li>Overall crime will reduce by 1% year on year from 17,757 in 2010 (1.2)</li> <li>Residual household waste will reduce from 727kg in 2010 to 667kg by 2014 (1.3)</li> <li>Household waste recycled will increase from 31% in 2010 to 37% by 2014 (1.3)</li> <li>Greenhouse gas emissions from our estate and operations will reduce by 1% year on year from 30,242 in 2010 (1.4)</li> </ul>	<ul style="list-style-type: none"> <li>The % of 3 and 4 year olds who have access to a place if their parents wish will increase from 78% in 2009 to 90% by 2012 (2.1)</li> <li>The % of children with a good level of achievement in Early Years Foundation Stage will increase from 60% in 2009 to 63% by 2014 (2.1)</li> <li>The number of schools where fewer than 60% of pupils achieve Level 4 or above in both Maths and English will reduce from 5 in 2009 to 0 by 2014 (2.2)</li> <li>The % of 16-18 year olds who are Not in Education, Employment or Training will remain low at 4% by 2014 (2.3)</li> <li>The number of apprenticeships on offer in the borough will increase to 480 by 2014 (2.3)</li> <li>The number of adult learning courses delivered in the borough will be maintained at 355 by 2014 (2.4)</li> </ul>	<ul style="list-style-type: none"> <li>Residents' satisfaction with the area as a place to live will increase from 75% in 2010 to 78% by 2014 (3.1, 3.2)</li> <li>The % of residents who feel that people get on well together in their neighbourhood will increase from 70% in 2010 to 73% by 2014 (3.2)</li> <li>The number of new affordable homes will increase from 178 per year in 2010 to 250 per year by 2014 (3.3)</li> <li>The % of decent Council homes will increase from 37% in 2010 to 80% by 2014 (3.3)</li> <li>The % of national non-domestic rates collected will increase from 96.5% in 2010 to 97.5% by 2014 (3.4)</li> <li>The percentage of working age people on out of work benefits will not rise above 11.2% by 2014 (3.4)</li> <li>Residents' satisfaction with library services will increase from 81.5% in 2010 to 83.5% by 2014 (3.5)</li> <li>Residents' satisfaction with local parks and open spaces will increase from 76% in 2010 to 77% by 2014 (3.6)</li> </ul>	<ul style="list-style-type: none"> <li>The % of looked after children with an unplanned move during the year will reduce from 50% in 2011 to 30% by 2014 (4.1)</li> <li>The % of placements lasting at least 2 years will increase from 60% in 2010 to 85% by 2014 (4.1)</li> <li>The % of people using social care who receive a personalised budget will increase from 31% in 2010 to 65% by 2014 (4.2)</li> <li>The number of extra care housing units within the borough will increase from 88 in 2010 to 306 by 2014 (4.4)</li> <li>The % of clients who receive reablement service and then return within 91 days requiring an ongoing service will reduce from 7.8% in 2010 to 7.7% by 2012 (4.4)</li> <li>The number of telecare users in the borough will increase from 137 in 2010 to 400 by 2014 (4.4)</li> <li>The levels of older people volunteering in Havering will increase by 2014 (4.4)</li> <li>Outcomes in the priority health issues identified in the Health and Wellbeing Strategy will improve by 2014 (4.5)</li> <li>Acute admissions as a result of falls or fall injuries for over 65s will reduce from 1,154 in 2009 by 2014 (4.5)</li> </ul>	<ul style="list-style-type: none"> <li>£40 million of efficiency and operational savings will be made by 2014 (5.1)</li> <li>Spend will be maintained within budget up to 2014 (5.3)</li> <li>The % of council tax collected will increase from 96.54% in 2010 to 97.50% by 2014 (5.3)</li> <li>The amount of avoidable contact will reduce from 10% in 2010 to 6% by 2014 (5.5)</li> <li>The percentage of residents who feel informed about what the Council does will increase from 44% in 2011 to 47% by 2014 (5.5)</li> </ul>

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