LONDON BOROUGH OF LEWISHAM

MINUTES of the Meeting of the SOCIAL SERVICES COMMITTEE, which was open to the press and public, held at LEWISHAM TOWN HALL SE6 on TUESDAY 2ND JULY 1985 at 7.30 p.m.

Present

Councillor Jordan (Chair); Councillors Atkinson, Atlay, Barrett, Bartlett, Day, Elvin, Harker, Long, Newcombe, Rowing, Stockbridge, Taylor, Ubsdell and Walker.

Co-opted Members: Mrs Gorick and Mr Holder

Observers: Mr Bevan, Mr Collins, Mrs Humble, Mr Levett and Mr Wiehl.

Apologies for absence were received from Councillors Goudge and Moran.

<table>
<thead>
<tr>
<th>Minute No.</th>
<th>Action</th>
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<tbody>
<tr>
<td>1</td>
<td>MINUTES</td>
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<tr>
<td></td>
<td>RESOLVED that the Minutes of the meetings held on 10th April and 22nd May 1985 be confirmed and signed.</td>
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<tr>
<td>2</td>
<td>RESIDENTIAL REVIEW - PHASE 3 - ADULT SERVICES (page 10)</td>
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<td></td>
<td>RESOLVED that Councillors Jordan, Goudge and Elvin be appointed to serve on a member/officer group to undertake the Residential Services' Adult Review.</td>
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<td>3</td>
<td>SOCIAL SERVICES DEPARTMENT - PROPOSED REORGANISATION OF THE RESIDENTIAL SERVICES DIVISION, HEAD QUARTERS UNIT (page 10 and Appendix attached at page 13)</td>
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<td></td>
<td>Mr Collins and Mr Wiehl, representing NUPE and NALGO respectively, advised the Committee that they would like this item deferred as they had not seen the job descriptions. The Assistant Director of Social Services (Residential) advised the Committee that the unions had not taken up her offer to meet them to discuss the matter. The Deputy Director of Social Services stated that the job descriptions should be available within two weeks and could be sent to the unions.</td>
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<td>During the course of discussion, members requested that background information on the structure of the whole of the Social Services Department be forwarded to them. It was</td>
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<td>RESOLVED that</td>
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<td>(i) the objectives of the report be approved in principle; but a decision be deferred to enable discussion to take place between the Social Services Department, the staff and unions;</td>
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DSS/Cttee.Clerk
(ii) a full progress report be submitted to the meeting on 1st October 1985;

(iii) in the meantime, the Chair and Vice-Chair be authorised to take action on any items which could help progress this matter;  DSS

(iv) a package be sent to all members of the Committee giving background information and setting out the structure of the whole of Social Services Department.  DSS

REGISTERED HOMES ACT 1984 (page 22)

The Chair advised the Committee that he had received a letter from the Chair of the Planning and Transport Committee asking that this item be deferred to enable both Chairs to discuss the guidelines. This request affected recommendations 2.2 - 2.4 (inclusive). It was

RESOLVED that

(i) the Residential Homes Act 1984 be welcomed;  DSS/Cttee.Clerk

(ii) the officers should make decisions to de-register and report each decision to the Committee;  DSS/Cttee.Clerk

(iii) the Social Services (Care) Sub-Committee be authorised to hear appeals against refusals to register, deregistration, cancellation of registration or amendments to registration and that the terms of reference of the Sub-Committee be amended accordingly.  DSS/Cttee.Clerk

(iv) the recommendations contained in paragraphs 2.2 - 2.4 (inclusive) in the report be agreed in principle and the Chair be authorised to take appropriate action following his discussions with the Chair of the Planning and Transport Committee.  DSS/Cttee.Clerk

ROTA VISIT: CHILDREN'S HOMES, DAY NURSERIES AND HOMES FOR THE ELDERLY (page 24 and Appendix attached at page 25)

RESOLVED that

(i) the rota of visits to children's homes, nurseries and homes for the elderly for the period June 1985 - May 1986 be approved;  Cttee.Clerk
<table>
<thead>
<tr>
<th>Organisation</th>
<th>Representative(s)</th>
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<tbody>
<tr>
<td>Family Welfare Association (Executive Committee)</td>
<td>Councillor Elvin</td>
</tr>
<tr>
<td>Alcoholics Counselling Service</td>
<td>Councillor Harker</td>
</tr>
<tr>
<td>Lewisham Chest Clinic Care Committee</td>
<td>Councillors Bartlett, Wilson and Searle.</td>
</tr>
<tr>
<td>Featherstone Lodge Phoenix House (Management Committee)</td>
<td>Councillors Elvin and Long</td>
</tr>
<tr>
<td>Catford Link (Management Committee)</td>
<td>Councillor Marjoram</td>
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<td>Councillors Walker and Wilson</td>
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<td>Councillor Ubsdell an Mrs Gorick</td>
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<td>National Association for Maternal and Child Welfare</td>
<td>Councillor Day</td>
</tr>
<tr>
<td>Invalid Children's Aid Association Greater London Area Committee</td>
<td>Councillor Bartlett</td>
</tr>
<tr>
<td>Cranston Residential Project</td>
<td>Councillor Elvin</td>
</tr>
<tr>
<td>Fitzgerald Steering Group</td>
<td>Councillor Elvin</td>
</tr>
<tr>
<td>National Council of Domiciliary Care Services</td>
<td>Director of Social Services (Represented by Mrs Mallett)</td>
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<tr>
<td>Lewisham Wel-Care Executive Committee</td>
<td>Councillor Elvin</td>
</tr>
<tr>
<td>South East Regional Association for the Deaf</td>
<td>Miss Darcy and Councillor Barrett</td>
</tr>
<tr>
<td>Joint Working Party of Housing and Social Services Committees</td>
<td>Councillors Barrett and Taylor (to fill the remaining vacancies)</td>
</tr>
</tbody>
</table>
(ii) the Residential Review Group should look at the arrangements for carrying out rota visits and make recommendations for improving the effectiveness of these visits; and

DSS/Cttee.Clerk

(iii) the Committee should receive a list of establishments not included in the current rota list with a view to adding them to the rota.

DSS/Cttee.Clerk

SHELTERED HOUSING SERVICE - PHASE 2 OF SERVICE DEVELOPMENT
(page 28 and Appendix attached at page 29)

RESOLVED that the following recommendations made by the Joint Working Party be agreed:-

(i) the continuing preparation and development of the Sheltered Housing Service towards the eventual goals outlined in the report be approved in principle; and

DSS

(ii) any proposed implementation, and its financial implications, be submitted to the Joint Working Party for comments at appropriate times in future financial years.

DSS/BHO/ST

COUNCIL REPRESENTATION ON VARIOUS ORGANISATIONS AND WORKING PARTIES FOR THE CURRENT MUNICIPAL YEAR (page 45 and Appendix attached at page 46)

RESOLVED that

(i) the following appointments be made for the current municipal year:

<table>
<thead>
<tr>
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<th>Representative(s)</th>
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<tbody>
<tr>
<td>Lewisham Association for the Handicapped</td>
<td>Councillors Bartlett, Barrett, Goudge or Jordan.</td>
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<tr>
<td>(a) Executive</td>
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<td>(b) Association only</td>
<td>Councillor Elvin</td>
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<tr>
<td>Darby and Joan Club Stanstead Lodge (Management Committee)</td>
<td>Councillors Day and Bartlett</td>
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<tr>
<td>Friends of Ladywell</td>
<td>Councillor Gnanapragasam</td>
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<td>Lewisham Pre-School Playgroups Association (Executive Committee)</td>
<td>Councillor Barrett.</td>
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</table>
Organisation

Age Concern Executive Committee
- Lewisham

Social Services (Care Sub-Committee)

Representative(s)

Councillor Walker (to fill the remaining vacancy)

Appointment of second "independent" person deferred for Chair's action

Day Centres for Old and Handicapped People - Representative Committees

Centre

Representative

Burnt Ash

Councillor Lee

Fred Hawes Day Centre

Councillors N Smith and Barrett

New Cross

Councillors Ubsdell and Jordan

Saville

Councillors Searle and Mrs Gorick

St. Lawrence

Councillor Peggy King

Ladywell Centre

Mrs Gorick and Mrs Hurren

Alfred Morris

Councillor Elvin

Naborhood

Councillor Clode and Mr Holder

Evelyn

Councillors Guest and Eytle

Obelisk

Mrs Gorick and Mrs Hurren

Woodpecker

Councillor Edmond

(ii) Councillor Bartlett be appointed to serve on the South Regional Association for the Blind for a three year period commencing 19th July 1985.

LOCAL GOVERNMENT ACT 1966 - SECTION II (page 52 and Appendix attached at page 53)

RESOLVED that

(i) the Director of Social Services' observations, as set out in paras 2.1 - 2.4 of the report, be noted and referred as officer comments to the Race Relations Committee and the Policy and Resources (Personnel) Sub-Committee.

(ii) a comprehensive report be submitted to a subsequent meeting on the work undertaken by the Social Services Department to attack racism within, and by, the Department.
9  BOARDING OUT ALLOWANCE 1985-86 (Item 12 on the Agenda)  
(page 83)  
RESOLVED that  

(i) the payment of the ALA rates set out in para. 3 of the report be approved with effect from 1st April 1985, subject to the approval of the Interim Expenditure Monitoring Panel; and  

(ii) a further report be submitted to the meeting on 1st October 1985 regarding the apparent difficulties arising from the different rates for childminding and fostering.

10  JOINT FINANCE 1986/87 (Item 16 on the Agenda)  
(page 94)  
RESOLVED that  

(i) consideration of this item be deferred;  

(ii) a meeting be arranged between the officers and Councillors Jordan, Elvin and Taylor to discuss the matter prior to the submission of a further report to the adjourned meeting of this Committee (23 July 1985); the further report to include a list of bids proposed for submission to the Health Authority; and  

(iii) regular reports on joint finance be included on the agenda of the Joint Working Party of Housing and Social Services Committees.

11  EMERGENCY PLANS TO COPE WITH CURRENT SHORTAGE OF FOSTER HOMES  
(Item 17 on the Agenda) (page 99)  
RESOLVED that  

(i) the contents of the report be noted;  

(ii) a report be submitted to the meeting on 1st October 1985 informing the Committee of the progress resulting from the emergency plans for children up to 11 years; and  

(iii) information be provided to members regarding the Social Services Department's policy on rehabilitation of children and the consideration given to the interests of the child and the interests of the parents.
INFORMATION ITEMS

LONDON BOROUGHS' TRAINING COMMITTEE (SOCIAL SERVICES) (page 115)

REPORT OF SUB-COMMITTEES (page 115)

ACTION TAKEN BY CHAIR AND VICE-CHAIR (page 115)


RE-ORGANISATION OF THE SOCIAL SERVICES DEPARTMENT (page 117)

EX GRATIA PAYMENTS TO FOSTER PARENTS (page 117)

BLACK FOSTER PARENT RECRUITMENT (page 117)

ARMED RAID AT BROADOAK HOME FOR THE ELDERLY (page 120)

CHILDMINDING (page 120)

LEEWAYS CHILDREN'S HOME (page 120)

RESOLVED that the report be received.

At 10.30 p.m. it was

RESOLVED that the following items be deferred to the adjourned meeting to be held on 23rd July 1985 at 7.30 p.m.

<table>
<thead>
<tr>
<th>Item No.</th>
<th>Title of Report</th>
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<tbody>
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<td>9</td>
<td>Cautioning by the Police</td>
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<tr>
<td>10</td>
<td>Policy Statement</td>
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<tr>
<td>11</td>
<td>Development of Child Care Policy</td>
</tr>
<tr>
<td>13</td>
<td>The Emergency Duty Social Work Team</td>
</tr>
<tr>
<td>14</td>
<td>Children's Residential Review - Pump Priming Proposals</td>
</tr>
<tr>
<td>15</td>
<td>Court Work: Child Care</td>
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<tr>
<td>16</td>
<td>Joint Finance 1986/87</td>
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<td>18</td>
<td>Reform of Social Security (Green Paper)</td>
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<tr>
<td>19</td>
<td>Delegation</td>
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</tbody>
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The meeting ended at 10.30 p.m.

Chair
1st October 1985
Item No.1  MINUTES

Recommendation

That the Minutes of the meetings held on 10th April 1985 (copies previously circulated) and 22nd May 1985 (copies herewith), be approved.

Item No.2  RESIDENTIAL REVIEW - PHASE 3 - ADULT SERVICES
(Contributor: DSS)

1.  Recommendation

To agree nominations from this Committee to serve on a Member/Officer Group, to undertake the Residential Services' Adult Review.

2.  Background

2.1 Members will recall that the Residential Services Review is a three stage process which involves:
(a) The Children's Service Review
(b) Head Office Staffing
(c) The Adult Services Review

2.2 Members had wished to convene a Members/Officers group to consider and advise on proposals relating to the Childrens' and Adult Services Review.

2.3 The following members participated in the Childrens' Review:
(a) Councillor Goudge
(b) Councillor Jordan
(c) Councillor Elvin

2.4 In anticipation of beginning the Adult Review shortly, officers have been carrying out some preliminary work and would wish to commence meetings to undertake a similar task to that undertaken in the Childrens' Review.

3.  Financial Implications

There are no specific financial implications at this stage.

Item No.3  SOCIAL SERVICES DEPARTMENT - PROPOSED REORGANISATION OF THE RESIDENTIAL SERVICES DIVISION, HEAD QUARTERS UNIT
(Contributors: B Sec and DSS)

1.  Purpose of the Report

To present proposals for the reorganisation of the Head Quarters Residential Services Division of the Social Services Department along with the views of the Policy and Resources (Personnel) Sub-Committee
2. Recommendations

To request the Policy and Resources (Personnel) Sub-Committee (or its Chair and Vice-Chair) to approve the proposed structure, as set out in Appendix C to the annexed report (page 13 of this agenda), and the addition of nine posts, all grades to be determined by job evaluation.

3. Background

3.1 The Committee received a report on 21st November 1984 which re-stated the objectives of the Residential Review, set out the inter-dependence of the constituent parts of the review (which are repeated below) and dealt with the treatment of the savings arising from the review in order that the Committee could make recommendations to the Policy and Resources Committee. The constituent parts of the review (1985/86) were:

- 3.1.1 Significantly improved officer staffing levels in the proposed remaining children's homes and better pay for their staff particularly those on lower salary scales £465,200
- 3.1.2 More money for training, particularly qualifying and part-qualifying training 30,000
- 3.1.3 Improvements to management support to homes across the service to assist staff in the increasingly difficult task they are undertaking. This would include the management of a care bank to obviate the need to employ agency staff. 85,400
- 3.1.4 Additional support resources to prevent reception into care and to assist young people to leave care (known as "pump priming") 245,000

3.2 Treatment of Savings

3.2.1 This Committee decided to recommend to the Policy and Resources Committee that the expenditure proposed on alternatives to care and the improvement of residential care in Lewisham Homes (i.e. 3.1.1 to 3.1.4 above) be treated as the essential part of a planned package which, once implemented, would lead to a saving estimated at £354,700 in 1985/86 and subsequent years.

3.2.2 The cost of the constituent parts of the review and the saving derived therefrom were subsequently revised and the estimated savings are now £431,700 in 1985/86 and £655,400 in a full year. These figures are of course net figures i.e. the cost of the constituent parts has been deducted.

3.2.3 The Policy and Resources Committee on 28th November 1984 accepted this Committee's recommendation.
4. Decision of the Personnel Sub-Committee

The Sub-Committee asked that this Committee be informed that there is no objection to the proposals on staffing grounds. They have authorised their Chair and Vice-Chair to approve the proposals as agreed or modified by this Committee, provided that consultations with the trades unions have reached a satisfactory conclusion. The financing of the proposals and the savings resulting from them will be subject to regular monitoring, with reports to the Chair and Vice-Chair of the Personnel Sub-Committee as necessary.

5. Financial Implications

The financial implications are set out in paragraph 8 of the Appendix.
1. **Purpose of the Report**

1.1 The necessity to strengthen the management component of the Residential Services Division in the Social Services Department was acknowledged at the end of the industrial action in February 1984 by the joint member/officer Residential Review Group, and proposals to achieve this are contained in the body of this report.

1.2 In anticipation of these proposals, and in order to net achieve savings currently proposed from the children's agency services of £431,400 and from the adult agency services of £150,000, provision was included in the minimum base budget for 1985/86 to enable its implementation to be achieved at grades to be determined by evaluating job evaluation.

1.3 Nothing in this report conflicts with the Department's proposed reorganisation which is currently being discussed.

2. **Recommendation**

To agree the proposed structure, as set out in appendix C, and the addition of nine additional posts, all grades to be determined by job evaluation.

3. **The Service**

3.1 Residential services are involved with over 3,000 people in Lewisham at any one time, either through providing intensive care in a residential home, paying for placements in other establishments, or through supporting people in their own (sheltered) accommodation. There are about 1200 staff involved in the provision of the service in 60 locations, all running a 24-hr. a day, seven day week service.

3.2 The time involved in supporting the staff in the service, not only in keeping the facilities going, but in looking at new ways of operating, meeting newly identified needs, or established needs in new ways, requires a great deal more input from management staff in the division. Staff training and supervision, both on standards of care and on Council procedures is a particularly difficult and time consuming task, but essential if the service is to continue to meet the needs of all the people of Lewisham.

3.3 **Position in 1971**

When the Department was formed in 1971, many current community services were non-existent or had a low profile so that for instance, elderly people and children were placed in residential care at a much lower degree of difficulty and homes needed to make fewer demands for support on management service. Physically or mentally handicapped people and those suffering from or recovering from mental illness, were much less likely to be in the community requiring residential care provided by the local authority. In fact, in April 1971, there was only one hostel for mentally ill people and none for physically or mentally handicapped people. Over the last 13 years, government policy has led to fewer people remaining in or going into hospital on a long-term basis and this, coupled with an increased very elderly population, has produced a very different residential service. Appendix A shows the changes between 1971-1985. Appendix B shows the current structure as informally re-organised in 1982.
3.4 Development by 1976

There have been new homes established, increased staffing ratios in those homes, and the need for much more management support to the senior staff of the homes. Advice and support in resident care, staff management and training have all become a much greater need and this was recognised in the structure of the Children's Team in 1976 and subsequently, with the establishment of three posts of residential advisers working in parallel with the administration. It is the Division's belief that these roles are confusing both for the postholders and for the staff in the homes, and are recognising this by recommending the combination of both tasks in the post of Residential Manager supported with good administrative back-up.

3.5 Current Workload

The work of the division has expanded greatly in the last 2 years to include:-

3.5.1 Monthly panel for mentally handicapped people.
3.5.2 Monthly panel for physically handicapped people.
3.5.3 Monthly panel for psychiatric after-care.
3.5.4 Two-weekly or monthly review meetings covering all the above homes.
3.5.5 Weekly panel for children.
3.5.6 Weekly staff meetings in children's homes.
3.5.7 Monthly staff group meetings in adult homes.
3.5.8 Two-weekly senior staff meetings in adult homes.
3.5.9 Monthly meetings of Heads of Homes (elderly).
3.5.10 Monthly meetings of Heads of Homes (specialists).
3.5.11 Weekly meetings of Heads of Homes (children's).
3.5.12 Quarterly meetings of officers in Sheltered Housing.
3.5.13 Weekly Panel for the Elderly.
3.5.14 Closer monitoring of rotas, overtime, staff cover, standards of care, home management, provisions and general budgets supervision, support, development and training.

These tasks have placed considerable burdens on the existing staff group in the division and in the homes themselves.

4. Proposal for 1985

4.1 Appendix C shows the proposed new structure. The new Residential Manager posts will have overall responsibility and accountability for those establishments allocated to them. This will include direct accountability of the Heads of Homes to those posts. Recruitment of staff at all levels,
staff training and development, standards of care, selection of residents and methods of working will all be areas in which the Residential Manager will be involved, together with all administration regarding the fabric and equipment of the building and other supplies.

4.2 Support Services Staff (General)

4.2.1 Support services in the division have become confused with the professional/practitioner role and have been seen as providing rungs on the promotion ladder. In a division employing one third of the Department's staff and consuming one third of its budget, it is essential at all times, not least in times of financial stringency, that administration should have an important role to play in controlling expenditure, ensuring effective use of resources, and giving value for money. Placements would be an integral part of the service.

4.2.2 Four separate sections in the division are carrying out similar functions, but developing individual systems for achieving this and often duplicating effort. There is no common link within the sections until reaching the Assistant Director, whose managerial role extends beyond the development of administrative procedures.

4.2.3 It is considered efficient to have teams of administrative staff working with groups of homes rather than having an amorphous body of staff whose work is allocated according to functions. Knowledge of homes and client groups builds up expertise and trust between the administrative staff and staff in homes and assists these staff to feel part of what is a very dispersed operation.

4.2.4 It is proposed therefore that the administrative teams remain in their present structure, in some cases strengthened in numbers to reflect the increased demand of an expanded service, though with some staff undertaking special tasks across the Division. Administrative and clerical back-up to the Residential Services Officers will also be provided by the teams. They would be headed by a Principal Administrative Officer accountable to the Assistant Director.

4.2.5 The functions of the administrative team have grown and developed in line with the increased work of the section. A lot of the tasks mentioned in paragraph 3.5 require administrative and clerical assistance. This together with the increased attention given to the quality of life and the maintenance of better material standards, as well as the administrative support of the developments within the homes has all considerably added to the burden of the administrative team's workload. It has only been possible to carry out this increased workload by the temporary use of clerical assistants in each of the three units (employed through the CX Scheme from unfilled vacancies), and 1 temporary administrative officer who is assisting the Registration Officer. Even with these additional temporary staff, the work of the administrative teams is over-burdened and further developments are having to be postponed or curtailed, until the necessary personnel are available. This is of particular concern as much of the improvement in residential care and effective use of resources, together with the need to provide a more efficient service giving value for money and reducing waste, can only be done properly with the help of adequate administrative and clerical staff.
4.3 Private Residential Care and Registration

4.3.1 The recent boom in the growth of the private residential care for the elderly in Lewisham has also increased the work far beyond that ever envisaged for one Registration Officer.

4.3.2 The Registered Homes Act (1984) and its associated Code of Practice (Home Life) have considerably added to this workload. This has continued such that it is now well beyond the capacity of an individual person.

4.3.3 In addition, strong emphasis on quality of care and standards of practice in the Act and Code mean that professionally trained and experienced staff will have to undertake the Registration Officer's role. The extensive knowledge required in the areas of building codes, fire regulations, planning etc., will require the skills of a senior administrative officer, thereby providing an ideal duo to monitor these related areas.

4.3.4 At present there are 20 private and voluntary homes in the borough providing 264 residential places for elderly or disabled people. There are in addition another 20 private homes being considered for registration which will be catering for a total of 480 elderly or disabled people by the middle of 1985. All of these homes will require a level of involvement on a par with that required at the Council's own homes for the elderly.

4.4 Residential Managers

It is proposed that two additional posts should be established on the adult side, making a total of four to take on the additional work generated by the development of services for the elderly in the Council's homes and those homes involving all client groups in the private sector. At the same time there would be a reduction of three posts on the children's side by the time the change in the children's service is achieved. This would need to be linked with the establishment of the new service and it will take time to achieve the reduction.

4.5 Administration (Central)

With the change in the work of the Senior Management Team of the Division (Assistant Director and 2 Senior P.Os) to allow them to be much more involved in departmental and inter-agency working, the requirements of these staff to have a new central group of administrative staff to service their work, deal with enquiries, co-ordinate meetings, take minutes etc., become very strong. Currently these tasks are undertaken by staff in the service teams but this is becoming more difficult as the work of those teams increases. It is proposed that central divisional tasks should be undertaken by the new team. This team would also include the two proposed posts dealing with all aspects of the care bank - organising recruitment, training, payment, and placement across the division.

4.6 Care Bank

4.6.1 Residential staff will be recruited on an ad hoc basis, to be deployed in any of the homes to meet shortfalls or sudden problems. This is in preference to using agency staff or existing staff working overtime. The details of the scheme are still being finalised, but the administrative workload in maintaining such a care bank quite clearly will require two full-time staff plus management input.
5. **Trade Union Consultations**

Copies of the proposal have been sent to the two officer trade unions.

6. **Implications for Ethnic Minorities and Women**

It will be noted that the proposals create nine new posts. After redeployment of existing staff, the remaining posts will be advertised in accordance with the council's new policy of simultaneous internal and external advertising. Every effort will be made to ensure that the media used reach women and ethnic minority candidates.

7. **Summary of Proposals (Subject to Job Evaluation)**

**RESIDENTIAL SERVICES DIVISION - STAFFING**

<table>
<thead>
<tr>
<th>Grade</th>
<th>Present</th>
<th>Proposed</th>
<th>Plus</th>
<th>Minus</th>
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<td><strong>37</strong></td>
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</table>

8. **Financial Implications**

In order to achieve the savings referred to in para 1.2 of this report, provision for the proposed re-organisation of the Residential Services Division has been included in the minimum base budget for 1985/86.

On the basis of the possible grades indicated, the net cost of the staffing proposals would amount to £82,360 in a full year.
1. **Staffing Changes**

When the Division was established in 1971 there was a staffing complement at head office of 24 including the Assistant Director.

The staff were grouped into three area teams each responsible for the management support to all the establishments in two districts and there were separate teams dealing with planning and placements.

By 1976 one additional post of Residential Work Adviser had been created, the service had been re-organised into specialist teams, and vacancies had been filled by staff needing resettlement from large establishments which had closed. The total staff complement at head office was 25.

In the last nine years a further 3 posts have been created in the Division:

- 2 additional Residential Advisers in 1979
- 1 additional administrative post linked to GLC sheltered housing in 1983.

The total staffing complement in 1985 is therefore 28.

**Summary**

Since 1979 there has only been one additional member of the management staff at headquarters in the Residential Services Division.

2. **Establishment Changes**

2.1 **ELDERLY**

<table>
<thead>
<tr>
<th>Closed Since April '71</th>
<th>Opened Since April '71</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ladywell Lodge</td>
<td>Marden Court</td>
</tr>
<tr>
<td>Towerview</td>
<td>Somertrees</td>
</tr>
<tr>
<td></td>
<td>Broad Oak</td>
</tr>
<tr>
<td></td>
<td>Mayfield</td>
</tr>
<tr>
<td></td>
<td>Arnon Oak</td>
</tr>
</tbody>
</table>

Total establishments in April '71 - 9

Total establishments '85 - 12
2.2 CHILDREN
Closed since April '71
Ladywell Nursery
Margaret McMillan Nursery
Leesons Way
50/52 Calvert Road
The Pagoda
Loxdale

Opened April '71
Kingfisher Square
Desmond Street
Cordwell Road
Birch Grove
Hollydale
St Donnatt's Road (since closed)

To be closed in 1985
Liskeard Lodge
Cordwell Road
Scotts Lane
Leeways

Total establishments '71 - 12

2.3 SPECIALIST HOMES
Opened since April '71
Rokeby House
Clarendon Rise
Towerview
St Donnatt's Road

Total establishments '71 - 2

Total establishments '85 - 6
2.4 SHELTERED HOUSING

Total establishments:

April 1971

April 1985

4 intensive schemes
(21 intensive schemes
(18 non-intensive schemes.
CURRENT STRUCTURE AS INFORMALLY RE-ORGANISED 1982

ASSISTANT DIRECTOR

TO ITEM NO. 3

APPENDIX B

2ND JULY 1985

SOCIAL SERVICES DEPARTMENTAL RESIDENTIAL SERVICES DIVISION

SOCIAL SERVICES COMMITTEE
1. **Purpose of Report**

To agree the action to be taken to implement the Registered Homes Act 1984.

2. **Recommendations**

2.1 The Residential Homes Act 1984 be welcomed.

2.2 The Guidance Notes drawn up on behalf of the London Boroughs by the London Borough of Croydon as recommended to this Authority by the ALA be used. This would apply to all private homes in the Borough which are currently all residential homes for the elderly.

2.3 That Section A41 in the DHSS Guidance Notes which recommends the acceptance of Housing Corporation's Design and Contract Criteria - Shared Housing Supplement standards for Housing Association Schemes be implemented.

2.4 The Housing Corporation's Design and Contract Criteria - Shared Housing Supplement standards to other projects being developed by other public authority and voluntary projects be applied.

2.5 The officers should make decisions to de-register.

2.6 The Social Services Care Sub-Committee should be authorised to hear appeals against refusal to register, de-registration, cancellation of registration or amendments to registration and that the terms of reference of the Sub-Committee be amended accordingly.

3. **Introduction**

3.1. This Act, which came into force on 1 January 1985, requires that any establishment which provides or is intended to provide, whether for reward or not, residential accommodation with both board and personal care for four or more persons in need of personal care by reason of old age, disablement, past or present dependence on alcohol or drugs, or past or present mental disorder should be registered.

3.2 There has been numerous publications prior to and since implementation making interpretation and recommendations for the application of the legislation and this report is designed to highlight the most significant aspects of these and make recommendations to the Committee. Available in the Members' Room are copies of the following:

(a) Home Life.

(b) Residential Care Homes Regulations 1984.

(c) DHSS Guidance Notes on Registration.

(d) ALA Report on Registered Homes Act 1984.

(e) Registered Homes Act 1984 Guidance for Registration.

(f) Comments of the National Federation of Housing Associations on the Guidance Notes.
4. The Present Situation

4.1 There has been a massive increase in applications for registration in the last year not only from private proprietors establishing homes for the elderly but also from the voluntary sector reflecting the moves into care into the community for the ex-mentally ill and people with learning difficulties in conjunction with the health authority and housing associations. It is noticeable that all the current private homes in the Borough are for the elderly and those in other categories are being developed in the voluntary or public sector.

4.2 All the guidelines so far produced relate very much to the homes for the elderly and pay little attention to the style of home being planned or already running for the other client group. This latter group tend in the main to be small (4-6 residents) in ordinary housing.

4.3 Section A41 in the DHSS Guidance Notes recommends that those housing association schemes developed to Housing Corporation standards should be acceptable for registration. This should therefore provide the Department with guidelines for registration from most of the voluntary sector though there can be occasions when either the health authority, the local authority or a Government department may be the owners of the property.

4.4 A meeting was held involving officers of Social Services, Housing, Planning and Environmental Health Departments together with representatives of housing associations, voluntary projects and the Health Service at which proposals were made to accept the DHSS recommendations for housing associations and the extension of the Housing Corporation criteria to other properties managed by voluntary projects. This has particular relevance to room sizes and provision of separate laundry facilities and it is suggested that flexibility should be allowed in this area provided sensible health precautions are observed.

5. Conclusion

5.1 The Registered Homes Act 1984 requires high standards of work from the Council’s officers in Social Services, Environmental Health and Planning Departments. The increased workload is substantial and particularly in the voluntary sector is likely to continue to expand. Social Services and Environmental Health Officers have continuing responsibility after registration and to date there has been no increase in staffing in the Social Services Department to reflect this increase. The Authority will receive an annual income on registration of £10 per bed but this is unlikely to meet the full costs to the Authority of registration officers, clerical support and senior officer involvement in particular areas of professional standards across the client groups.

5.2 The Government also plans to implement the Children's Homes Act 1982 shortly when registration of children's homes within the Borough will also become the responsibility of the Department. There are not currently a large number of such homes in the Borough though the additional work involved will be significant.

6. Financial Implications

The cost of the additional staff required in the Social Services Department to deal with the increased workload, estimated at £20,000 per annum, has been included in the 1985-86 revenue estimates as part of the Residential
Review (see item 3). This is over and above the £12,000 cost of the administrative assistant currently designated for the registration work. Income from registration fees is estimated at approximately £5,000 per annum, leaving a net cost to the Council of some £27,000.

ROTA VISITS; CHILDREN'S HOMES, DAY NURSERIES AND HOMES FOR THE ELDERLY
(Contributor: B.Sec)

1. Purpose of the Report
   To consider the rota.

2. Recommendation
   That the rota of visits to children's homes, nurseries and homes for the elderly for the period June 1985 - May 1986, a copy of which is attached as an Appendix, be considered.

3. Background
   3.1 The following is an extract from the Community Homes Regulations 1972:-
      "3(1) The responsible body and, in the case of a controlled or assisted Community Home, the Managers shall arrange for a community home under their charge to be conducted so as to make proper provision for the care, treatment and control of the children who are accommodated therein.
      
      (2) In the case of a controlled or assisted community home the managers should arrange for one or more of their number to visit the home at least once in every month and report in writing to them on the conduct of the home; and in the case of a local authority home, the authority shall arrange for the home to be visited at least once a month and a report made to them in writing upon the home by such persons as they consider appropriate."
   
   3.2 From this it will be noted that rota visits to children's homes are a statutory requirement and in the past these have been carried out by members of this Committee. Similar visits to old people's homes and other welfare establishments are not obligatory but it has been the custom of members to visit these regularly as well. The Committee agreed in 1982 to add visits to the Council's day nurseries to the rota list.

4. Financial Implications
   There are no specific financial implications.
### ROTA OF VISITING MEMBERS JUNE 1985 - MAY 1986

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<tr>
<th>Establishment</th>
<th>June</th>
<th>July</th>
<th>August</th>
<th>September</th>
<th>October</th>
<th>November</th>
<th>December</th>
<th>January</th>
<th>February</th>
<th>March</th>
<th>April</th>
<th>May</th>
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<td>27 Liskeard Gardens SE3</td>
<td>Cllr Atkinson</td>
<td>Mr McKenzie</td>
<td>Cllr Bartlett</td>
<td>Cllr Day</td>
<td>Cllr Jordan</td>
<td>Cllr Moran</td>
<td>Cllr Elvin</td>
<td>Cllr Stockbridge</td>
<td>Cllr Barrett</td>
<td>Cllr Newcombe</td>
<td>Cllr Long</td>
<td></td>
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<tr>
<td>39 Bromley Road SE6 &amp; Hollydale 43/45 Bromley Road SE6 (Hollydale temporarily closed)</td>
<td>Mr McKenzie</td>
<td>Cllr Atlay</td>
<td>Cllr Jordan</td>
<td>Cllr Bartlett</td>
<td>Cllr Rowing</td>
<td>Cllr Moran</td>
<td>Cllr Elvin</td>
<td>Cllr Stockbridge</td>
<td>Cllr Barrett</td>
<td>Cllr Newcombe</td>
<td>Cllr Long</td>
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<tr>
<td>36 Sydenham Hill SE26</td>
<td>Cllr Long</td>
<td>Cllr Barrett</td>
<td>Cllr Gouge</td>
<td>Cllr Atlay</td>
<td>Cllr Eytle</td>
<td>Cllr Newcombe</td>
<td>Mr McKenzie</td>
<td>Cllr Rowing</td>
<td>Cllr Bartlett</td>
<td>Cllr Holder</td>
<td>Cllr Ubsdell</td>
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<td>32 Oakwood Avenue Beckenham Kent</td>
<td>Mrs Gorick</td>
<td>Cllr Gouge</td>
<td>Cllr Atlay</td>
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<td>Mr McKenzie</td>
<td>Cllr Rowing</td>
<td>Cllr Bartlett</td>
<td>Cllr Holder</td>
<td>Cllr Ubsdell</td>
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<td>58 Westbourne Drive SE23</td>
<td>Mr Holder</td>
<td>Cllr Moran</td>
<td>Cllr Eytle</td>
<td>Mrs Gorick</td>
<td>Cllr Taylor</td>
<td>Cllr Elvin</td>
<td>Cllr Atkinson</td>
<td>Cllr Long</td>
<td>Cllr Gouge</td>
<td>Cllr Elvin</td>
<td>Mr Holder</td>
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<tr>
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<td>Cllr Bartlett</td>
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<td>Cllr Taylor</td>
<td>Cllr Elvin</td>
<td>Cllr Atkinson</td>
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<td>Cllr Elvin</td>
<td>Mr Holder</td>
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<td>Cllr Walker</td>
<td>Cllr Ubsdell</td>
<td>Cllr Long</td>
<td>Cllr Gouge</td>
<td>Cllr Atkinson</td>
<td>Cllr Moran</td>
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<td>November</td>
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<td>Cllr Harker</td>
<td>Cllr Moran</td>
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<td>Cllr Jordan</td>
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<td>Mr McKenzie</td>
<td>Cllr Taylor</td>
<td>Mr Holder</td>
<td>Cllr Barrett</td>
<td>Cllr Jordan</td>
<td>Cllr Stockbridge</td>
<td>Cllr Walker</td>
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<td>Cllr Rowing</td>
<td>Cllr Atkinson</td>
<td>Cllr Goudge</td>
<td>Mr McKenzie</td>
<td>Mr Holder</td>
<td>Cllr Bartlett</td>
<td>Cllr Taylor</td>
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<td>Cllr Stockbridge</td>
<td>Cllr Barrett</td>
<td>Mrs Gorick</td>
<td>Cllr Long</td>
<td>Cllr Elvin</td>
<td>Cllr Newcombe</td>
<td>Cllr Harker</td>
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<td>Ladywell Special Care Unit Ground Floor 27 Slagrove Place SE14</td>
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<td>Cllr Walker</td>
<td>Cllr Udall</td>
<td>Cllr Jordan</td>
<td>Cllr Eytle</td>
<td>Cllr Rowing</td>
<td>Cllr Atkinson</td>
<td>Cllr Long</td>
<td>Cllr Day</td>
<td>Cllr Bartlett</td>
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<td>Heathside Children’s Day Centre, 31 Melville House Sparta Street SE10 (Heathside Estate)</td>
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<td>Cllr Barrett</td>
<td>Cllr Taylor</td>
<td>Cllr Newcombe</td>
<td>Cllr Walker</td>
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<td>Cllr Stockbridge</td>
<td>Cllr Elvin</td>
<td>Mr Holder</td>
<td>Cllr Udall</td>
<td>Cllr Atley</td>
<td>Cllr Bartlett</td>
<td>Cllr Day</td>
<td>Cllr Moran</td>
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<td>Cllr Moran</td>
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<td>Mr McKenzie</td>
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SHELTERED HOUSING SERVICE - PHASE TWO OF SERVICE DEVELOPMENT
(Contributors: B.Sec, DSS & BHO)

1. Purpose of the Report

To approve the recommendations made by the Joint Working Party of Housing and Social Services on 14th May 1985, following their consideration of the attached report.

2. Recommendations

To agree the following recommendations made by the Joint Working Party:-

2.1 The continuing preparation and development of the Sheltered Housing Service towards the eventual goals outlined in the report be approved in principle and the Housing Management and Social Services Committee be recommended accordingly.

2.2 Any proposed implementation and its financial implications to be submitted to this working party for comment at appropriate times in future financial years.

3. The Housing Management Committee will be considering the report at their September meeting.

4. Financial Implications

4.1 The cost of the centralised alarm system will be met by the Housing Development Committee once the necessary capital resources are allocated from the HIP. In view of the very limited HIP resources available, however, it is unlikely that the new system will be installed until 1986-87 at the earliest. (See para 2.2.1 of the attached report and para 5 of the appendix to the report to the Joint Working Party)

4.2 There will be staffing implications for this Committee at some stage in order to provide the continuous cover at the alarm control centre, although this will not necessarily involve an increase in revenue expenditure (see para 2.2.9 of the item to the Joint Working Party).
1. Introduction

1.1 On 24 October 1983 the Joint Working Party recommended acceptance of the report "A Community Service for the Elderly - The Sheltered Housing Contribution" including the proposal of a two-part development plan for the sheltered housing service. The recommendation of the Joint Working Party was subsequently endorsed by the Housing Management and Social Services Committees and also by the Women's Committee, subject to specific comments referred back to the Joint Working Party.

1.2 The report now submitted sets out in summary how the two elements of phase two can be implemented. A detailed report, proposed by Officers of both Housing and Social Services Departments in consultation with the Telecommunications Officer and the Computer Section of the Chief Executive's Department, is attached as an Appendix to this report.

The warden group has been consulted over the development of the service in the manner set out in this report. Generally, there is support for these proposals although as can be expected in a staff group of 61 persons a small minority of Officers have individual reservations over different aspects of the entire proposal. Consultations have continued with tenants living within sheltered schemes who may be affected, but no consultations have taken place yet with the elderly living outside the schemes who it is expected will benefit from this service as it develops.

2. Summary of Key Points in the Appendix to the Report

2.1 Phase one

This phase of the development plan has been commenced and the principles recommended by the Joint Working Party for implementation are now being applied.

2.2 Alarm Systems

2.2.1 A centralised alarm call system is recommended for eventual installation in all the Council's sheltered housing schemes (para 4). This will have financial implications for housing capital and revenue estimates at some time in the future.

2.2.2 A "speech" system provides more reassurance and enables speedy response in an emergency

2.2.3 This centralised system can be introduced on a pilot scheme basis in one area of the Borough

2.2.4 The alarm control centre should be situated in a sheltered housing scheme in the centre of the Borough

2.2.5 A centralised alarm system is not intended to "depersonalise" the community service provided to the elderly, rather it is to extend the benefits of such a service to more elderly persons in the community.
2.2.6 The alarm control centre should eventually be manned on a 24 hour, 7 day per week basis, initially 9 a.m. - 5 p.m. Monday - Friday only for financial reasons.

2.2.7 A small computer, compatible with the Council's existing systems, should be connected to the alarm system console and have as its primary purpose an information bank of essential data regarding the elderly supported by the "warden" service.

2.2.8 This alarm facility could be considered for eventual extension to sheltered accommodation provided by voluntary organisations if members so decide.

2.2.9 To provide 24 hour 7 day cover at the alarm control centre it will be necessary to amend the staffing establishment without necessarily incurring increased revenue expenditure.

2.3 The Warden Team Concept

2.3.1 Wardens will retain a primary responsibility for the elderly living in sheltered schemes but on a team/group basis and not on an isolated one warden to one scheme basis.

2.3.2 A neighbourhood community service for the elderly, based on sheltered schemes, can be developed if wardens are re-organised on a team basis.

2.3.3 The primary responsibility of the warden within the range of services provided to the elderly in the community is in arranging group activities and in finding ways of enabling individual elderly persons to maintain or regain confidence and independence.

2.3.4 The first points of contact for wardens in the elderly community will be those persons already on the sheltered housing waiting list.

2.3.5 Communal facilities within schemes will become more available for use by elderly persons from the outside community, but changes will be introduced with sensitivity and care.

2.3.6 Warden teams will be based on sheltered housing schemes

2.4 Management Change

2.4.1 Primary changes include manning of the central alarm control, supervision and co-ordination of warden teams and revised allocation consultation procedures.

2.4.2 Some central management co-ordination and supervision will still be required

2.5 Implementation of change.

2.5.1 An alternative title to "Officer in Charge" and "Relief Officer" will be required in due course.

2.5.2 "Sheltered Housing" would be better described as "Community Housing".
2.5.3 Officers in non-intensive schemes should be involved in the proposed warden team structure, and further consideration should be given to the use of volunteer helpers. (para.

2.5.4 Change, in the nature of a centralised alarm control system, ideally should not be introduced piecemeal. (para. 9.17), but realistically in the present financial climate a staged implementation has to be recommended.

ACTION REQUIRED

3. To approve in principle the continuing preparation and development of the Sheltered Housing Service towards the eventual goals outlined in this report and to recommend the Housing Management and Social Services Committee accordingly.

4. To agree that any proposed implementation and its financial implications be submitted to the Joint Working Party for comment at appropriate times in future financial years.

5. To note the comments of Women's Committee outlined in the Appendix attached to this report and to agree that a progress report be provided to that Committee on the matters raised.
1. **Preamble**

1.1 In November 1979, a Working Party on Sheltered Housing was established by the Chief Officers Steering Group on Housing and Support for the Elderly. Its report defined a new concept of sheltered housing and was submitted to the Joint Working Party in September 1980 and later approved in principle by the Housing and Social Services Committees.

1.2 A further report was submitted in July 1981 and on 27th October 1981 the Policy Committee agreed that the philosophical approach set out in that report should be adopted across the Council's services. As a development of this philosophy a report on "The Warden Service in Sheltered Housing - Role, Management and Training" was accepted in October 1982 by both the Housing and Social Services Committees.

The concept for purpose-built sheltered housing is established as:

- To provide good housing for individuals
- To provide an opportunity for maintaining relationships and for making new ones.
- To provide an opportunity for company and leisure activities
- To provide an opportunity for help at crisis times
- To enable the individual tenants to take advantage of the opportunities provided.

1.3 The role of the warden, within this agreed philosophy, is to develop a wider community involvement in the neighbourhood adjacent to sheltered housing schemes and to provide group activities and interests for elderly persons from both within and outside the schemes. This development of the warden's role is to be made possible gradually, through increasing the independence and confidence of those elderly people in the schemes who have perhaps tended to be over protected in the past.

1.4 Since October 1982, the Joint Working Party has considered two further reports produced jointly by officers of the Housing and Social Services Departments setting out ways in which the new philosophy can be implemented in practical ways.

1.5 The Joint Working Party has made the following decisions:

1.5.1 Consideration should be given to providing a centralised alarm system.

1.5.2 Wardens may leave their schemes for parts of days in the interests of the developing service.

1.5.3 Consideration should be given to the reorganisation of wardens on a team basis in order to provide a more supportive and effective service.

2. **PHASE ONE OF THE DEVELOPMENT PLAN**

2.1 The first phase of the development of the service has commenced. Negotiations on revised Conditions of Service and salaries for Officers-in-Charge and Relief Officers have been completed in respect of the present extended duties and future expected duties of these Officers.
2.2 These officers are now leaving the schemes for parts of their working days. The tenants have generally accepted this development as they have been assured that the officers will always deal with problems within the sheltered housing schemes as a matter of first priority.

2.3 These issues have been discussed with tenants in the older sheltered housing schemes and reassurance has been given to those tenants expressing anxiety and concern. Much of the anxiety expressed has been about the manner in which change may be introduced. Tenants have been reminded that officers have always had discretion to leave the scheme for reasonable periods of time for shopping, staff meetings, etc. and have always used that discretion carefully with the need or security of tenants in mind. Few problems have been experienced in the more recently opened schemes partly because there are fewer very frail tenants and partly because the Council's revised policies have been implemented from the start.

2.4 Every tenant or couple living in the Borough's intensive sheltered housing schemes has received a letter setting out the change of emphasis in the service and publicity was given to it in "Outlook". Staff meetings in both Housing and Social Service Department District Offices have appraised officers "in the field" of the gradual changes of focus and expectation.

2.5 Some progress has been made in re-organising sheltered housing waiting lists on a scheme by scheme basis but continuing delays are being experienced due to staff shortages. A modest start has been made in the neighbourhood of some schemes in identifying elderly persons who may benefit from taking part in group activities arranged within those schemes.

2.6 The housing points scheme for the elderly is in the process of implementation and a thorough review of all elderly applicants for sheltered housing has commenced. The revised housing application form and proposed sheltered housing supplement has now been introduced.

2.7 On 24th October 1983, this working party considered a report which emphasised that the development of the service into the community could be expanded by the provision of a central alarm call facility that would free individual officers from individual scheme "on call" duties.

3. Central Control Alarm Call System

3.1 The Council has 21 sheltered housing schemes providing 626 dwellings. There is one scheme in development providing another 31 dwellings. A two-way speech communication alarm system is being provided on all new and replacement installations.

3.2 A central control alarm system enables an elderly person to register an alarm call with a central control station. The operator registers the emergency and takes appropriate action, contacting the emergency services, neighbours or, in some cases, a mobile warden.

3.3 Central control alarm system can either act independently or like the existing alarm system, linked to a resident warden in a sheltered scheme.

3.4 There are three basic systems:

- using solid cables (private wires)
- using radio receivers and transmitters
- using the British Telecom telephone network.
They enable 24 hour cover to be maintained without the need for wardens to be 'on call' in individual schemes. In some areas they provide or are planned to provide emergency assistance to 'dispersed' elderly residents living in the community - both in the public and private sectors. A central control alarm system is the most effective way of providing 24 hour emergency cover. The warden is able to take proper time off and leave the scheme secure in the knowledge that an emergency call will be answered.

3.5 However, the introduction of a central control alarm system into the Council's sheltered schemes is inhibited by the variety of alarm systems currently installed.

3.6 Early sheltered housing schemes were equipped with a bell alarm system which incorporated a bell or buzzer to alert the warden. The tenant operates a bell push or pull cord which keeps the warning sound on until switched off by the warden. Identification of the tenant needing help is by means of an indicator board in or near the warden's dwelling, together with a flashing light outside the tenant's door. 80% of the existing systems are of this type and are in a very poor condition.

3.7 The existing systems will need to be replaced within the next 4 years as spares are not readily available and the maintenance costs are very high.

3.8 Many of the disadvantages of the bell alarm systems were overcome by the introduction of a two-way speech system which enables ready communication between tenant and warden. Wardens can offer reassurance in an emergency and quickly assess the seriousness of an incident so as to take the most appropriate action.

3.9 The disadvantage to the two-way speech system serving only one scheme, is that help can only be given if the warden is available. This means that to give full-time cover a relief warden is required to act when the warden is ill, on holiday or otherwise away from the scheme.

3.10 The cost of this cover is avoided when the two-way speech systems are linked together via the British Telecom network to a central control station.

4. Proposed System

4.1 The two-way alarm system will utilise equipment interfaced with the British Telecom telephone network, which means that distance is unlimited. The three elements of a complete system are:-

4.1.1 the emergency call unit installed in the individual dwelling;

4.1.2 the two-way speech system at a sheltered housing scheme, with sub units in each dwelling and a master unit under the control of the warden; and

4.1.3 the control centre equipment, designed for receiving and printing of information.

4.2 In individual dwellings connected to the system, a small speech unit is mounted on the wall in a convenient position, usually in the hall. Calls are initiated either by pressing a switch on the speech unit or from ceiling mounted pull switches situated at areas of risk such as the kitchen or bathroom. Every speech unit will incorporate a light and tone signal to reassure the caller that their signal has been placed on the system.
4.3 The equipment in each dwelling on a sheltered housing scheme is essentially the same as described in paragraph 4.2. Response to any call would be from the warden if on duty, but otherwise it would be channelled to the central control station. The warden will keep with him/her a portable master control unit which 'plugs into' the nearest speech unit, whether in the office or elsewhere in the scheme. This could also be a portable radio receiver with the information being shown as a digital display with two-way speech. Incoming calls are classified in terms of degree of urgency and source. The calls are retained on the system until investigated by the warden. If more than one call is on the system, they will be displayed on the master control unit in rotation allowing the warden to select first those most likely to be of a serious nature. Because of the two-way speech facility the warden is able to avoid attending false alarm calls. A privacy switch will enable tenants to prevent the warden from overhearing conversations, but still accept incoming calls.

4.4 The heart of the system is the control station; as well as calls from private dwellings and sheltered schemes fitted with two-way speech systems, the equipment will be capable of accepting non-speech calls from fire or burglar alarms or other sources. All calls received will be automatically logged and a code number identifies the caller and source of the call. The facility for individual alarm call units in people's own homes would enable a future joint financing pilot scheme to be implemented.

4.5 Because the name and address of the caller is identifiable by the code number, immediate neighbours can be contacted in emergencies to help if required until the appropriate services arrive.

4.6 As part of the central control station a mini-computer should be used for information storage and retrieval to provide quick access to records about tenants connected to the system. It should comprise a stand-alone computer with integral Visual Display Unit, disc drive and keyboard, a separate high speed printer and programmed to allow data to be entered on a simple file format. Apart from obvious information such as names and addresses of tenants, it will include details of tenants disabilities and handicaps (if any), name and telephone number of next of kin, and doctor. This information is currently held on individual card indices at schemes with the knowledge and approval of tenants.

4.7 The introduction of a central control station would mean that when a resident warden is not available, he/she is able to switch all calls for help through to the central control.

4.8 This means that if a tenant needs help in an emergency, the alarm cord is pulled in the normal way. The call is routed via the British Telecom public telephone network to the central control station where an operator is alerted and is able to achieve two-way speech with the tenant.

4.9 The operator can obtain details of the emergency, and can refer to the computer information file about the tenant, his/her relatives, Doctor and basic medical history.

4.10 Once a call has been received by the central control station, immediate reassurance can be given.

4.11 The operator provides an initial 'sieve' and must assess the urgency of the situation. In some cases a message for the warden when next on duty is all that is required. In extreme cases the operator will call for the ambulance, police or fire service. If the warden is resident, but on call, he/she can be summoned
for assistance. Other tenants can be asked to assist on a 'good neighbour' basis or relatives contacted, otherwise a mobile warden could attend. The training of operators to differentiate between degrees of severity of emergencies will require early consideration.

Financial Implications

This estimate provides for the installation of a central control station comprising a speech control unit, two receivers, printer and Visual Display Unit monitor, computer and console. It also includes for the removal of old systems, installation of a new two-way speech communication warden call system at all 21 existing sheltered housing schemes with interface units for connection to the British Telecom telephone network and for the provision of exclusive British Telecom exchange lines.

### Capital Cost of Equipment (installed)

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central Control Station and stand-by uninterruptable power supply unit</td>
<td>£30,000.00</td>
</tr>
<tr>
<td>British Telecom 'Exchange Lines'</td>
<td>1,955.00</td>
</tr>
<tr>
<td>Two-way speech 'warden call systems installed with interface units'</td>
<td>146,000.00</td>
</tr>
<tr>
<td>Contingencies</td>
<td>10,000.00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>£187,955.00</strong></td>
</tr>
</tbody>
</table>

### Revenue Cost (per annum)

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central control station and warden call systems</td>
<td>£10,000.00</td>
</tr>
<tr>
<td>British Telecom 'Exchange Lines'</td>
<td>2,166.00</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>£12,166.00</strong></td>
</tr>
</tbody>
</table>

As already indicated in (paragraph 3.7) many existing alarm systems require replacement, notably in the New Cross/Deptford area. For this reason, it is proposed that a central control should be installed which would initially serve a limited group of schemes in this area - Lewis Silkin House, White House, Somerville, Commodore Court, John Penn House and Ludwick Mews, for which the estimate is:-

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capital cost of equipment (installed)</td>
<td>£64,700</td>
</tr>
<tr>
<td>Contingencies</td>
<td>5,823</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>£70,523</strong></td>
</tr>
<tr>
<td>Revenue cost (per annum) approximately</td>
<td><strong>£4,800</strong></td>
</tr>
</tbody>
</table>
The Borough comments that it is intended that the capital costs of these proposals be met from the Housing Investment Programme and it will be necessary for them to be submitted to the Housing Development Committee as bids to be met from the HIP in 1986-87, or later years. It must be remembered, however, that the HIP in 1985-86 has been subject to Government cuts and if present trends continue the Council could have only very limited resources available to finance new schemes in 1986-87.

If the schemes are included in the HIP, the running costs would be added to the appropriate years revenue estimates as committed growth, i.e. additional costs flowing from the approved capital programme.

Consideration has been given to the respective merits of recommending the siting of the alarm control station in one of the public offices or in a sheltered housing scheme. Because the entire concept is of a community based service it is felt appropriate to site it in a scheme. To operate from within a building where the staff can have daily contact with both colleagues and elderly persons will enhance the team spirit as well as having the practical benefits of working where some of the clients can be seen and met personally. The control centre operators will be an integral part of the overall community service for the elderly and will be expected to have the same skills and commitment to the needs of elderly persons as their colleagues.

The alarm control station needs to be situated in a central part of the Borough and with this in mind a bedsitter has been identified at Roseview as being ideally suited for conversion to the control centre. The scheme itself is conveniently situated at Ladywell within easy reach of all parts of the Borough. The flat is isolated behind fire doors at the end of a ground floor corridor with outside door access to the road. The communal toilet facilities are situated on the other side of the corridor. Kitchenette facilities are available within the flat and there is sufficient space for the central control equipment and computer, a desk, chairs etc. This flat is currently vacant, but is expected to be available for re-let soon.

The use of this flat as the central control station would constitute a loss of one housing unit but this report indicates a return to allocatable stock of a number of flats at present used by Relief Officers which would more than compensate for this loss.

Reference to this need was made in the "Programme of Properties Required by the Social Services Department for Future Residential and Non-Residential Use" presented to Social Services Committee on 30 January 1985.

It is not intended that providing a centralised alarm system should replace personal contact between elderly persons living in schemes and the officers responsible for support services. Rather it is seen as an efficient complement to a personal service that will enable re-organisation of the warden service to meet a broader range of need in the elderly community.

Private and Voluntary Organisations - Sheltered Housing

Interest in the Council's consideration of a centralised alarm system has been expressed by the Hyde Housing Association. Other voluntary organisations also provide specialised housing for the elderly in the Borough and it is recommended that the principle be agreed that voluntary organisations may have alarm systems in their housing schemes linked to the Council's central alarm system, subject to satisfactory management and financial arrangements being negotiated.
7. Staffing Implications

In order eventually to provide a 7 day 24 hour cover at the alarm control centre, it will be necessary to establish ten posts to enable officers to work in pairs on a rostered basis. This doubling up covers the possibility of one officer being called out to attend an elderly person in an emergency and also provides a back-up to the team duty officers described in paragraph below. In addition to responding to alarm calls, these officers will be responsible for adding or deleting information on the computer. Implementation of such changes gradually need not necessarily involve increased revenue expenditure given a degree of staff turnover.

8. The Warden Team Concept

8.1 As outlined briefly in the report presented to the Joint Working Party on 24 October 1983, the provision of a central alarm system in intensive sheltered schemes during duty hours will release officers from being 'tied' to buildings once the immediate needs of elderly tenants have been met. This time will become free for use in the wider community as envisaged in the report, "The Warden Service - Role, Management and Training" as follows:

"Wardens should actively encourage schemes to operate independently of themselves, thus releasing warden staff to take on the wider community role of seeking out, supporting and encouraging the participation of other elderly people in the neighbourhood. Thus the emphasis is also on a much more outward-looking service".

8.2 Gradually the present responsibility each warden feels for an individual building and its tenants will be replaced by the development of a team responsibility for the elderly in a small group of schemes and the surrounding neighbourhood. Wardens will retain a primary responsibility for personal contact and support to elderly persons living within schemes but will not be required to live in the buildings thus meeting the recommendation of the "Warden Service" Report that wardens need not be required to be resident.

Just as the real personal responsibility a warden feels for his/her scheme will gradually be replaced, so it is intended that tenants living within sheltered schemes will gradually be helped to appreciate that whilst their scheme is their home, they also comprise part of a much larger group of elderly persons living in a neighbourhood. Some of the elderly people living nearby may well be on the sheltered housing waiting list and have very similar needs to their own. The reassurance of speedy response to an emergency call will remain but the one responding will be one of the neighbourhood team and not necessarily their warden who lives in the building as is often the case at present. Where the needs of a tenant in emergency require a member of the team in the building for periods of time, then that need will be met, as it is now.

8.4 The team structure recommended for the future warden service in the community would provide the following benefits to the service and to the individual elderly as well as the officers.

8.4.1 It will enable the development of a locally based service for the elderly in a neighbourhood with co-ordinated contact with allied services. The service provided to an elderly person living outside the scheme would include a reassuring contact, an encouragement to benefit from group activities for the elderly in the neighbourhood and particularly in a neighbouring sheltered
housing scheme, a monitoring of need in those on the sheltered housing waiting list who are not already in regular receipt of the Council's services, and a crisis referral point in emergency.

8.4.2 It will enable flexibility of staff cover with opportunities to deploy staff where the need is greatest. At present each officer has to "soak up" whatever pressures arise in the scheme and other times may be under-occupied.

8.4.3 Working as members of teams will relieve wardens from an isolated working situation and provide opportunities for supervision from and consultation with a team leader.

8.4.4 The provision of an alarm call system and the setting up of a team structure will greatly reduce the present requirement of officers to spend lengthy times "on call" but will retain the possibility of some form of discretionary team "on call" duty in sheltered schemes if the needs of individual elderly persons so require.

8.4.5 Apart from such discretion within each team, team members are also envisaged as being available to provide a back-up service to the duty team at the alarm control centre either through:

- direct contact with the team headquarters in the event of an emergency where the alarm control centre duty staff require support;
- contact with a designated team member who is listed as a "contact" for a specific tenant on a permanent basis.

8.4.6 It is anticipated that a relative, friend or neighbour volunteer will be listed as "contact" for emergency purposes. The warden team members are envisaged as undertaking this responsibility eventually only in the absence of alternative arrangements. As soon as seven day, 24 hour cover is achieved the alarm control centre operators will provide cover in any instances where there is no "contact" available to respond.

8.5 Careful consideration has been given to the changing role of the warden in relation to officers of other disciplines who work with the elderly in the community, and in particular with Social Welfare Officers, Home Care Organisers, Tenant Liaison Officers, Community Workers and Housing Officers.

8.6 The fundamental concept of the new role of the warden was set out in the Working Party Report "Housing and Support for the Elderly - Sheltered Housing" approved by members in October 1981 as follows:-

The Role of the Warden with "Groups"

Conceptually the scheme will form the inner group; if schemes adopt an outward-looking approach and develop community links outside the schemes, those people coming from the neighbourhood will form the outer group.

The role of the warden will be:-

To enable the two groups to integrate and mix together satisfactorily;
to enable the groups to identify the issues and activities which are of interest to the group(s) and to encourage them to use the resources of the scheme to the full;

to support the group(s) activities and development; that support has two main elements, i.e. support through encouragement such that confidence can be maintained and enhanced; and support through practical information so that the group(s) know who to contact, where and how to do/get it for themselves; and

to be aware of the various needs and interests of the individual members of the group(s) so that minority interests and views are acknowledged and supported.

The Working Party is thus suggesting that the role of the warden service should continue to be re-orientated away from the somewhat over-protective attitude which has traditionally prevailed, and be steered towards the maintenance of independence and identity through encouraging and enabling the elderly to use their own resources, each according to his/her own age, ability and aptitude".

8.7 In order to develop and fulfil this role and to encourage the formation of groups of elderly from the outside community - "outer groups" - using the facilities of the schemes, it will be necessary for the warden teams to meet and get to know elderly persons individually in their own homes. Clearly this changed role will also necessitate the wardens gaining and developing the skills of assessment of need and will require the closest possible working relationships with colleagues in allied services.

8.8 It is anticipated that wardens will first contact elderly persons who are on the sheltered housing waiting list and who are not already in receipt of other social services. The needs of the elderly who are on the waiting list but who are already visited by Home Care Workers or Social Welfare Officers will be the subject of discussion and co-ordination - in which the wardens' role will be to consider their possible involvement in group activities in the neighbouring scheme(s), in conjunction with colleagues of other disciplines.

There is no reason to anticipate duplication of input to individual elderly persons although obviously there may be some overlap as already exists. Wardens are already involved in referring the needs of elderly persons with whom they have contact to appropriate agencies - home care, meals on wheels, aids and adaptations etc. Their work with groups of the elderly will involve them increasingly in the community in the vicinity of the schemes and will also direct the attention of the community to the schemes as neighbourhood resource centres for the elderly.

8.10 Gradually this approach is being developed. It has been the practice of Social Welfare Officers and Housing Officers to visit schemes on a "surgery" basis and very little adjustment to working practice could extend this facility to elderly persons from outside. Consideration has been given to similar facilities being provided by the Environmental Health Department, Housing Advisers and members of the Social Services Rehabilitation Team.

8.11 As has been emphasised in previous reports, changes in the use of the communal facilities, and increased services provided within schemes which lead to more visitors to the buildings will be very fully and sympathetically discussed with the tenants. Reassurance will be provided to those anxious about change and
members of the local warden team will normally be on hand at times when visitors to the scheme can be expected. Part of the role of the proposed new Team Leader posts will be to monitor the progress and effect of change upon the elderly tenants and to control the manner in which change is brought about.

8.12 It is intended that each team will be based at a sheltered housing scheme and that after individual daily needs of tenants in the schemes have been met, officers will be free to direct their work towards the elderly in the community. Each team will be structured with a Team Leader who will be responsible for the supervision and the direction of the team's work, and a senior officer will understudy this leader. At this formative stage the work engendered will not warrant the establishment of Team Clerk posts but the eventual need for such support should be acknowledged in principle at this planning stage.

8.13 In this radically developed service neither the colloquial title warden nor the present designations "officer-in-charge" and "relief officer" appropriately describe the role of the officers involved. The alternative "Social Welfare Officer" (Community Housing) is suggested as a possible alternative for members to consider.

8.14 Similarly, it is recommended that the intensive sheltered housing schemes be designated "community housing for the elderly" in the future in order to more accurately portray their function.

8.15 As teams of officers are built up it is proposed to involve the officers of non-intensive schemes in the team structure and it is anticipated that the elderly living in those schemes will be among those first considered for personal alarms when this aspect of the service commences to be developed. This raises questions as to how response can be made to emergency alarm calls from elderly persons in their own homes. As members may be aware the use of neighbourhood volunteers for such response has proved very successful in a neighbouring Borough, and this subject will require further discussion in due course.

8.16 Much work remains to be done in detail on the introduction and implementation of this service but it should be emphasised that the introduction of a "warden" team in one area only as a pilot scheme will enable the Council to continue to bring about the gradual improvements to its community service for the elderly based on sheltered housing schemes.

9. Management Considerations

9.1 The reorganisation of the warden service on a team basis will require modification of the management of the service. These considerations were discussed at some length in the report "The Warden Service in Sheltered Housing - Role, Management and Training" wherein it was recognised that rehousing policy and repair and maintenance of housing stock is clearly the responsibility of the Housing Department whereas the personal and community service should be provided by the Social Services Department.

9.2 The primary changes to the present management of the service will involve:

9.2.1 The management of the central alarm control and linked computer with associated record-keeping.

9.2.2 The supervision and co-ordination of the teams of wardens, which in the future could logically be organised on a District basis.
9.2.3 The revised and improved allocations processes outlined in detail in the afore-mentioned report, which will involve new consultative procedures, and will require a shift of emphasis in the decision making consultations.

9.3 Without prejudice to discussions continuing on the principles of decentralisation it is clear that certain basic management tasks for the developed warden service would not appear to lend themselves to complete decentralisation without central co-ordination, i.e.

9.3.1 The involvement of the teams in a centrally controlled and directed emergency alarm system.

9.3.2 The management of the duty team at the alarm control centre.

9.4 It is proposed that the new warden teams, both in terms of line management and day-to-day work practice should work alongside, but not be part of, the social work team structure.

9.5 The deployment of officers to teams is dependent upon the number and location of the schemes within the Borough and these do not conveniently occur in balanced numbers. For example, ten of the intensive schemes are situated in Social Services South West District. It is not practical at this stage therefore to recommend that the warden teams be deployed on a strictly district basis as the districts are at present delineated. This situation is further complicated by the fact that the Housing and Social Services District boundaries are not all co-terminous. For both service and management reasons it is recommended that the wardens teams be based on and work from the schemes for which they are responsible within each neighbourhood.

10. Implementation of change at some unspecified time in the future

10.1 Staffing

10.1.1 It is anticipated that the creation of teams will take place gradually as vacancies arise within the staff group, and eventually six vacant posts will be redesignated as Team Leader and advertised. It is proposed that, subject to negotiation with the trade unions and staff side, serving officers-in-charge and relief officers be invited to apply for redesignation as senior workers to a total of six, so that these posts are filled from within the existing staff group as each team is created.

10.1.2 Implementing change such as described in this report in normal times would require additional financial resources at least for a period of time. In the present financial crisis this report attempts to examine whether it is possible to make the proposed changes within the existing revenue budget for the sheltered housing service. The provision of an alarm control centre cannot be implemented without the establishment of new posts. These posts cannot be more than minimally offset by natural wastage of vacated relief officer posts in the preceding months as this would make it impossible to provide 24 hour cover under present roster arrangements. The likelihood of any present officers in the service wishing to transfer to the new posts is considered to be minimal, and therefore at best only gradual implementation will prove possible. The summary below indicates the minimum numbers of staff required to provide a centralised emergency service.
<table>
<thead>
<tr>
<th>Stage</th>
<th>Cover provided by</th>
<th>Absolute minimum staff requirement</th>
</tr>
</thead>
<tbody>
<tr>
<td>One</td>
<td>Monday-Friday 9 - 5</td>
<td>3 One officer on duty</td>
</tr>
<tr>
<td>Two</td>
<td>Seven day cover 9 - 5</td>
<td>4 One officer on duty</td>
</tr>
<tr>
<td>Three</td>
<td>Seven day cover 24 hours</td>
<td>5 One officer on duty</td>
</tr>
<tr>
<td>Four</td>
<td>Seven day cover 24 hours</td>
<td>10 Two officers on duty</td>
</tr>
</tbody>
</table>

10.2 The proposed establishment of team leader, senior worker and emergency duty officer posts provides a diversity of opportunity and increased promotion possibilities, and has no adverse effects in respect of women's rights to employment, and ethnic minority needs.

11. Implications for Women, Black People, the Elderly and Persons with Disabilities

11.1 The majority of tenants are women as are the majority of staff members in the warden service.

11.2 It should not be overlooked that some elderly persons may have psychological inhibitions that impede their use of alarm systems or have attitudes not shared by the majority of their peers. It may be that such inhibitions or attitudes could be heightened in those of ethnic minority groups, particularly if there are language difficulties too. These considerations already apply with existing alarm systems and would be perpetuated with any change of system.

11.3 On 11th January 1984 the Women's Committee resolved that the following observations be submitted to the Joint Working Party:

- "there is a need for officers to consult with wardens, through close negotiation, on the employment implications of the report in order to allay any fears that may be held by wardens;"

- "there is an urgent need for officers to consider and review wardens' contracts and produce a draft report on this;"

- "the Chair was concerned that the future role of the warden advocated in the report, would effectively duplicate the work of Tenants' Liaison Officers, Social Welfare Officers and Community Workers. In view of this possible overlap, the Chair felt that the comments of the relevant officers should be sought and, if necessary, be reported to this Joint Working Party;"

- "the value of re-educating the elderly, for example, through encouraging the development of "reminiscing" skills, as practised at the Adult Education Institute, ought to be stressed, particularly in view of the contribution such skills make towards the elderly preserving/gaining their self confidence".

11.4 Members should note that consultations with officers on the employment implications of the changes recommended were recommenced immediately the trade union embargo on discussion regarding service development were lifted. Negotiations over the conditions of service and salary gradings have been successfully concluded.

11.5 Section 8 of this report, and notably paragraph 8.9, indicate how it is being ensured that there will be no duplication of social service input to elderly tenants.
This section also clearly sets out the changed role envisaged for the warden, which does not in any way duplicate the work of Housing Officers and Tenant Liaison Officers. Meetings with the tenant liaison and social welfare officers' groups have been offered by the Housing Adviser for the Elderly and Principal Officer (Sheltered Housing) in addition to District team meetings, to ensure that all relevant comment is thoroughly considered.

11.6 Renewed emphasis has been placed on the value of "re-educating" the elderly. The Principal Officer (Sheltered Housing), the ILEA Adult Education Co-ordinators for North and South Lewisham and representatives of the warden staff group and Staff Development Section (Social Services Department) have instituted a procedure for periodic co-ordinating meetings to monitor the use of available resources.
COUNCIL REPRESENTATION ON VARIOUS ORGANISATIONS AND WORKING PARTIES FOR THE CURRENT MUNICIPAL YEAR
(Contributor: B.Sec)

1. **Recommendation**
   
   To appoint representatives to serve on the organisations set out in the Appendix to this report.

2. **Background**
   
   The vacancies which have occurred for representatives to serve on various organisations for the current municipal year are set out in the attached Appendix.

3. **Financial Implications**
   
   There are no specific financial implications.
<table>
<thead>
<tr>
<th>ORGANISATION</th>
<th>REPRESENTATIVE(S) 1984/85</th>
<th>INFORMATION ON MEETINGS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lewisham Association for the Handicapped (6; 3 of whom may be nominated to Executive Committee)</td>
<td>Executive Committee/Association Councillors Bartlett, Barrett and Eytle (3 vacancies on Association)</td>
<td>Every two months approximately at 7.30 pm Civic Suite</td>
</tr>
<tr>
<td>Darby and Joan Club (Stanstead Lodge) Management Committee (3)</td>
<td>Councillors Day and Bartlett (1 vacancy)</td>
<td>Monthly 5.30 pm on a Monday at Stanstead Lodge</td>
</tr>
<tr>
<td>Friends of Ladywell</td>
<td>Councillor Gnanapragasam</td>
<td>Monthly 7.30 pm at Ladywell Cabin</td>
</tr>
<tr>
<td>Lewisham Pre-School Playgroups Association (Executive Committee)</td>
<td>Councillor Barrett</td>
<td>Monthly on a Tuesday, 1 pm at &quot;The Coach House&quot;41 Rushey Green SE6</td>
</tr>
<tr>
<td>Family Welfare Association (Executive Committee)</td>
<td>Councillor Elvin</td>
<td>Every 6 weeks 9.45 am at 219 Stanstead Road</td>
</tr>
<tr>
<td>Alcoholics Counselling Service (only 1 representative) for 1985/86</td>
<td>Director of Social Services Councillor Long</td>
<td>Every 2 months, Mondays at 4 pm AGM 4th July at <strong>Town Hall</strong></td>
</tr>
<tr>
<td>Lewisham Chest Clinic Care Committee (4)</td>
<td>Councillors Bartlett, Wilson and Searle (1 Vacancy)</td>
<td>Quarterly (Thursdays) 2.30 pm at Lewisham Hospital/Yeomanry House</td>
</tr>
<tr>
<td>ORGANISATION</td>
<td>REPRESENTATIVE(S) 1984/85</td>
<td>INFORMATION ON MEETINGS</td>
</tr>
<tr>
<td>----------------------------------------------------------</td>
<td>----------------------------------------</td>
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</tr>
<tr>
<td>Featherstone Lodge Phoenix House (Management Committee)</td>
<td>Councillors Elvin and Searle</td>
<td>Every 6 weeks, Phoenix House 3 pm</td>
</tr>
<tr>
<td>Catford Link (Management Committee)</td>
<td>Councillor Searle</td>
<td>Monthly 7.30 pm at Catford Link</td>
</tr>
<tr>
<td>Lewisham Association for Mental Health (2)</td>
<td>Councillor Wilson (1 Vacancy)</td>
<td>Monthly (Tuesdays) 7.30 pm at Jenner Health Centre</td>
</tr>
<tr>
<td>Greater London Association for the Disabled (2)</td>
<td>Mrs Gorick (1 Vacancy)</td>
<td>2 meetings per year 6.30 at 336 Brockton Road Lambeth</td>
</tr>
<tr>
<td>National Association for Maternal and Child Welfare</td>
<td>1 Vacancy</td>
<td>Annually approximately 11.30 am in November in Central London</td>
</tr>
<tr>
<td>Invalid Children's Aid Association Greater London Area Committee</td>
<td>Councillor Bartlett</td>
<td>1 meeting per year at Imperial College London</td>
</tr>
<tr>
<td>Cranston Residential Project</td>
<td>Councillor Elvin</td>
<td>Bi monthly (Thursdays) 4.45 - 5.15 pm approximately held locally</td>
</tr>
<tr>
<td>Fitzgerald Steering Group</td>
<td>Councillor Elvin</td>
<td>Quarterly-meeting locally usually in the afternoons</td>
</tr>
<tr>
<td>ORGANISATION</td>
<td>REPRESENTATIVE(S) 1985/86</td>
<td>INFORMATION ON MEETINGS</td>
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</tr>
<tr>
<td>Age Concern Executive Committee - Lewisham</td>
<td>Councillors Bartlett, Bradley Day, Guest, Jordan, Searie and Whetstone (1 vacancy)</td>
<td>Every six weeks at 12 Brownhill Road Mondays at 6 pm</td>
</tr>
<tr>
<td>Social Services Care Sub-Committee</td>
<td>Councillors Goudge, Jordan, Barrett and Bartlett Co-opted Mr Masson (1 vacancy) 1 &quot;independent&quot; person is required to attend the Care Sub-Committee when cases involving the review of secure accommodation are considered. Mr Masson was appointed to the Care Sub Committee in this capacity but a second &quot;independent&quot; person is required to ensure that one co-optee is available, possibly at short notice.</td>
<td>6 weekly at 4.30 pm Eros House</td>
</tr>
<tr>
<td>ORGANISATION</td>
<td>REPRESENTATIVE(S) 1984/85</td>
<td>INFORMATION ON MEETINGS</td>
</tr>
<tr>
<td>--------------------------------------------------</td>
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</tr>
<tr>
<td>South Regional Association for the Blind</td>
<td>Councillor Bartlett</td>
<td>Annually - AGM held during the day on 19th July - May also be nominated for Executive Committee, 4 Meetings a year and 3 Sub-Committee meetings a year</td>
</tr>
<tr>
<td>(3 year appointment)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>National Council of Domiciliary Care Services</td>
<td>Director of Social Services (Represented by Mrs Mallett) (1 vacancy)</td>
<td>AGM and Study Day normally held in London in November</td>
</tr>
<tr>
<td>Lewisham Wel-Care Executive Committee</td>
<td>Councillor Elvin</td>
<td>Approximately every 6 weeks during the day at St Saviours Vicarage, 5 Lowther Hill</td>
</tr>
<tr>
<td>South East Regional Association for the Deaf</td>
<td>Miss Darcy and 1 vacancy</td>
<td>Meets twice a year AGM 26th July - Meetings held during the day in London</td>
</tr>
</tbody>
</table>

The following representatives were appointed on 22nd May last but there are still some outstanding vacancies.

<table>
<thead>
<tr>
<th>REPRESENTATIVE(S) 1985/86</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Joint Working Party of Housing and Social Services Committees (8) (Housing also nominate (8))</td>
<td>Councillors Atkinson, Bartlett, Elvin, Goudge, Harker and Jordan (2 vacancies)</td>
</tr>
<tr>
<td></td>
<td>Irregular 7.30 pm Civic Suite</td>
</tr>
</tbody>
</table>
### DAY CENTRES FOR OLD AND HANDICAPPED PEOPLE

**— REPRESENTATIVE COMMITTEES**

<table>
<thead>
<tr>
<th>Centre</th>
<th>Previous Representatives</th>
</tr>
</thead>
<tbody>
<tr>
<td>Burnt Ash</td>
<td>Councillor Roberts (1 vacancy)</td>
</tr>
<tr>
<td>Fred Hawes Day Centre</td>
<td>Councillors N Smith and Barrett</td>
</tr>
<tr>
<td>New Cross</td>
<td>Councillors Ubsdell and Jordan</td>
</tr>
<tr>
<td>Saville</td>
<td>Councillor Searle and Mrs Gorick</td>
</tr>
<tr>
<td>St Lawrence</td>
<td>Councillor Peggy King</td>
</tr>
<tr>
<td>Ladywell Centre</td>
<td>Mrs Gorick and Mrs Hurren</td>
</tr>
<tr>
<td>Alfred Morris</td>
<td>Councillor Elvin</td>
</tr>
<tr>
<td>Naborhood</td>
<td>Councillor Clode and Mr Holder</td>
</tr>
<tr>
<td>Evãlykyn</td>
<td>Councillors Guest and Eytle</td>
</tr>
<tr>
<td>Obelisk</td>
<td>Mrs Gorick and Mrs Hurren</td>
</tr>
<tr>
<td>Woodpecker</td>
<td>Councillor Edmond (1 vacancy)</td>
</tr>
</tbody>
</table>

Meetings held 4 times a year at the appropriate centre. Usually at 2 pm or 3 pm.
LOCAL GOVERNMENT ACT 1966 - SECTION II

Contributors: B.Sec & DSS

1. Purpose of the Report

To obtain the Committee's views on the implementation of the proposals for a code of practice and consultation procedures to be used before any post is established using Section II funds in relation to the Engineers, Environmental Health and Consumer Services, Housing, Leisure Services, Planning and Social Services Departments.

2. Recommendations

To advise the Race Relations Committee and Policy and Resources (Personnel) Sub-Committee that this Committee's observations are as follows-

2.1 It should be borne in mind that the Council's policy on race equality covers all people subject to racial discrimination but Section II of the 1966 Act covers immigrants from the New Commonwealth and Pakistan only.

2.2 A strategic approach to the use of Section II funding is welcomed as is consultation with the black community on its use.

2.3 Insistence on a "key catalytic role" for all Section II posts may well be right, but it must be realised that such a role, together with the core time allowances for various meetings and events proposed in the code of practice, would severely limit post holders' direct work with clients. This in turn would bring difficulties in staffing cover in the mainstream groups in which Section II postholders were working. It could be there are many ways of overcoming these difficulties but the proposals have not been prepared jointly with management and at this stage there has been no discussion about how posts could be in mainstream work, within mainstream budget and perform the role outlined in the code of practice. These discussions need to take place in some detail and staff of all grades need to be aware of and accept the proposed role if Section II workers are to have a truly catalytic effect on services offered and delivered.

2.4 It is considered that further work needs to be done on these proposals before they can be recommended, from the Social Services point of view, to the Policy and Resources Committee.

3. Operational Strategy

The Race Relations Committee considered an operational strategy for the use of Section II funding within the race equality strategy. Section II of the Local Government Act 1966 empowers the Home Office to reimburse local authority spending on 'special provision in the exercise of any of their functions in consequence of the presence within their areas of substantial numbers of immigrants from the Commonwealth whose language or customs differ from those of the community.' The major proposals in the attached report are—
3.1 A Code of Practice on the use of Section II in Lewisham ensures that all such funded posts have key catalytic roles initiating structural changes aimed at eliminating institutional rac (This is set out in Appendix A of the report).

3.2 Consultation procedures with the Black Community over the use of such funding within the Council. (This is set out in Appendix E of the report. Paragraph 2 was amended by the Race Relations Committee to include 'and race equality organisations' after the word 'activists'.)

4. The Policy and Resources (Personnel) Sub-Committee have given initial consideration to the report and will await the views of the Committee to which the report has been referred.

5. Financial Implications

The financial implications are set out in paragraph 5 of the report to the Race Relations Committee on 11th December 1984 (copy attached).
Item No.

2 LOCAL GOVERNMENT ACT 1966 - SECTION 11
(Contributor: CE: Principal Race Relations Adviser)

1. Purpose

This report reviews critically and outlines an operational strategy for the use of Section 11 funding within a race equality strategy.

2. Background

2.1 Legislation

2.1.1 Section 71 of the 1976 Race Relations Act places upon local authorities a statutory duty to make appropriate arrangements to ensure that:

(a) unlawful racial discrimination is eliminated

(b) equality of opportunity and good relations between people of different races is promoted

2.1.2 Section 11 of the 1966 Local Government Act empowers the Home Office to reimburse local authority spending on "special provision in the exercise of any of their functions in consequence of the presence within their areas of substantial numbers of immigrants from the Commonwealth whose language or customs differ from those of the community."

2.2 Policy

2.2.1 In its Review of Race Relations and Practice, Lewisham Council agree

(a) a need for a policy statement that reflected the race dimension within a multi-racial context; and

(b) the need for more use of Section 11 funding through the appointment of specialist advisers.

Whilst no explicit linkage of the two was made, nevertheless this was implicit.

2.2.2 Since then Lewisham has committed itself overtly to the achievement of race equality through the elimination of racism by:

(a) establishing a Race Relations Committee

(b) establishing a Race Equality Unit

(c) appointing specialist Section 11 funded workers in other departments

(d) participating in the GLC's Anti-Racism year

(e) appointing an Anti-Racist Programme Co-ordinator

(f) accepting the principle of a thorough race equality strategy which can be implemented through operational strategies of which this is part.
2.2.3 It is point (f) with which this report is concerned, viz an explicit situating of Section 11 funding within a race equality framework.

3. Background

3.1 The importance of Section 11 funding lies in it being the only readily identifiable source of central government funding which falls within the parameters of resources available to fight what is termed "racial disadvantage".

3.2 Development

3.2.1 Section 11 funding as explained under paragraph 2.1.1 above is rooted in the assimilationist approach to race of the then Labour government. It assumed that the then post Second World War Commonwealth immigrants would be absorbed into the "host community". Problems which arose from this would be framed in terms of such immigrants' ability, or not, to adapt. Hence the two principal criteria for funding eligibility were:

(a) only local authorities with 2% or more "Commonwealth Immigrants" on the school rolls could claim

(b) such immigrants were those who had been here for less than 7 years

3.2.2 At the operational level such funding was

(a) paid at the rate of 75% from the Home Office

(b) for staffing costs only of approved posts

3.2.3 The bulk of such funding up to the middle of the late seventies went on education. By then it was becoming apparent to national governments that

(a) black people were here to stay with their "non absorbable" identity

(b) the problems of race were structurally located within White society and not within Black communities

3.2.4 The therefore redundant basis to such funding and the inappropr use of such, coupled with the struggles and criticisms of Black people in this country, led the last Labour government to draft the 1979 Local Government Grants (Ethnic Groups) Act to replace 1966 Local Government Act; the primary purpose of which was to enable grants to be paid to local authorities to tackle racial disadvantage. Whilst never implemented because of the change in government, the issues underpinning it remained pertinent. The new government showed little inclination to review Section 11. took the uprisings of Bristol in 1980, Brixton and other inner city areas in 1981 to produce some changes. Hence the July 198 report from the Home Affairs Committee on Racial Disadvantage was highly critical of Section 11 and recommended that:
(a) this funding should be the major fund for tackling racial disadvantage

(b) there should be more flexible administration of this funding

(c) such funding should be more widely available.

3.2.5 The White Paper on Racial Disadvantage of 1982 itemised the improvements to Section 11 funding and new rules came into force in January 1983. These are:

(a) Abolition of the "10 years immigrant" rule

(b) Abolition of the 2% rule

(c) Grant payable only for:
   - new posts designed to meet the needs of "Commonwealth immigrants" whose language or customs differ from the rest of the community
   - readily identifiable posts
   - posts designed to meet special need
   - posts directly accountable to local authority line management

(d) Abandonment of non specific grant where individual staff cannot be identified

(e) Consultation with the local "Commonwealth Immigrant" community

(f) All new posts subject to a three year renewable time limit

(g) Existing posts are subject to review

3.2.6 The impetus given to the government's position on funding to combat racial disadvantage by the events of 1980 and 1981 can be seen by the sudden jump in monies paid out under Section 11. In 78/79 this was £30m. and in 83/84 £90m, an increase of over 80% in real terms (excluding the effects of inflation in those years). Despite the increased funding made available and the increased administrative flexibility, (but still structured within the overall parameters of the 1966 Local Government Act) there are still deficiencies inherent in the funding which can limit the effectiveness of its usage. These are outlined below.

3.3 Deficiencies

These can be set out at three levels -

* Central Policy

* Central implementation

* Local usage.
3.3.1 Central Policy

There are two elements to this.

3.3.1.1 The Racist Conceptualisation of the Issue which Underpins the Legal Framing of Section 11

The focus of Section 11 was aimed at first very much at seeing the problem as being within what was euphemistically termed "Commonwealth immigrants whose customs and language differed". In reality this referred directly to certain section of the Black community, especially those of Afro-Caribbean and Asian descent. Problematising the issue, and the remedial action which flowed therefrom, devolved upon seeing the Black community as the problem in so far as it concerned their adaptations to White society. It was also divisive, separating out not only second and third generation so called "Commonwealth immigrants", but also Black people who were not of Commonwealth descent. The recent changes to the administrative and eligibility criteria for Section 11 funding have widened the definition of what is termed "Commonwealth Immigrant" and allowed for greater flexibility of use, whilst still not touching upon the fundamental issue of where the problem of racial disadvantage lies.

3.3.1.2 There was, and still is, little direction from the Central government on how the funding should be used, and more precisely, the most effective means of using such funding. The lack of clear direction is testament to a lack of overt commitment to tackling that which is termed "racial disadvantage" whilst at the same time attempting to quietly solve the "race problem" without upsetting the electorate. Nothing illustrates this more than the language of the Home Office which has emerged since 1981. The official language adheres strictly to linguistic ideology of the 1966 Local Government Act and the 1982 White Paper, whilst the unofficial is prepared to talk about Anti-racism.

3.3.1.3 The immediate consequence of this is that local authorities use such funding without a policy framework. Even the recently changed requirements expressed as a desire to see the funding used within "strategic approach" places little explicit policy obligation upon local authorities.

3.3.2 Central Implementation

The lack of policy explicitness had led to there being a carte blanche for local authorities using the funding as they see fit. Initially, therefore, central government was concerned to see that funds met the technical requirements. Even the changes latterly in the administration of the fund, only place upon local authorities a general expectation that the funding will be used strategically. The Home Office is therefore prepared to react to initiatives, rather than advise directly. Whilst this does allow for progressive authorities to establish a strategy for Section 11 usage within a race equality framework, it allows non-progressive authorities still to misuse such funding.
3.3.3 **Local usage**

It is at this level that the concrete manifestation of the policy deficiencies are seen. This can be broken down into

(a) marginalisation

(b) substitution for mainstream funding

(c) non consultation with the Black community over the use of such

(d) isolation and ghettoisation of workers

(e) misdirection of work

(f) lack of input into key decision making processes

(g) undergrading of workers

(h) lack of strategic overview to work

(i) lack of operational strategy to work

All factors listed are interlinked. A summarised overview can be given at three levels:

3.3.3.1 Posts are created within an overall policy vacuum. Very often these are for specialist workers to service the needs of "ethnic minorities". These posts are usually tangential to the department in which they are situated and are hardly ever involved in the departmental policy considerations or decision making processes. Very often inherent in the post's structuring is the assumption that the problem resides in the Black community and not institutionally.

3.3.3.2 Under such conditions workers become ghettoised in terms of their work load. They become a dumping ground for all race issues in that department. And there is a lack of career progression.

3.3.3.3 Finally, the use of such funding was, up to the recent Home Office administrative changes, very often in many local authorities not subject to any consultation with the Black community. This has reinforce the tendencies for a non specific use of such funding and the appointment in many instances of white people to what should be key race equality posts.

3.4 **Situation in Lewisham**

Whilst care has been taken in the Section 11 posts created in Lewisham to prevent many of the problems identified above, nevertheless the lack of a clear operational situating of Section 11 funding within a race equality framework does mean that the marginalisation of these posts is likely to occur. There is a need for a clear operational strategy for the use of such funding which builds upon the revised guidelines.
3.5 Proposals

3.5.1 This recognises that the policy inexplicitness on the part of the Home Office should be used by Lewisham to create an anti-racist strategic use of such funding. The proposals are therefore two-fold:

(a) A Code of Practice on the use of Section 11 in Lewisham which ensures that all such funded posts have key catalytic roles for initiating structural changes aimed at eliminating institutional racism.

(b) Consultation procedures with the Black community over the use of such funding within the Council.

3.5.2 The use of such funding within this framework, will fit into the general recommendation from the Home Office for a strategic use of Section 11 monies, and will meet positively the revised criteria.

4. Women's Equality Considerations

The dimension of Black women will be a clear explicit part of the race equality strategy and will be an essential consideration in use of Section 11 funding in terms of services to be provided, people recruited to such posts, and the policy, procedural and structural changes such posts are intended to achieve.

5. Financial Implications

None arise directly from this report, although it is recognised that, in achieving race equality through tackling racism, resource will have to be allocated, and/or reallocated.

ACTION REQUIRED

6. To accept in principle the proposals contained in the report.

7. To accept in principle the proposed Code of Practice and consultation procedures.

8. To refer the report to the Policy and Resources (Personnel) Sub-Committee with the recommendation that its proposals be implemented in order to ensure that Section 11 funding is used within a strategy which facilitates the achievement of genuine race equality.

9. To refer the report to the General Purposes, Housing Management, Leisure Services, Employment and Industry, Planning and Transport, Direct Labour, and Social Services Committees with the request that the observations on the implementation of the proposals in the Engineers, Environmental Health and Consumer Services, Housing, Leisure Services, Planning and Social Services Departments be forwarded to the Policy and Resources (Personnel) Sub-Committee and to this Committee.
Code of Practice on the use of Section 11 Funding

All such posts must be created within the framework of Lewisham's race equality strategy and the statutory obligations set by Section 71 of the 1976 Race Relations Act. In this respect the Race Equality Unit will play the central co-ordinating role.

A. Initial Steps

1. Where Departments wish to establish Section 11 funded posts the advice of the Race Equality Unit must be sought. In the case of Departments which have their own Race Equality Adviser, he/she will be the first line of advice, but in close liaison with the Race Equality Unit. The R.E.U through the Principal Race Equality Adviser and/or the Departmental Race Equality Adviser, will then be involved throughout the whole of the recruitment and selection process, and in the probationary assessment of such post holders.

To this end therefore Departments wishing to create Section 11 funded posts will have to fill in the form as shown at the end of the Code of Practice.

2. The Race Relations Committee will be the central co-ordinating and evaluating body for all Section 11 posts. Agreement will, therefore, have to be obtained from this Committee first.

3. Prior to posts being agreed at Committee, consultations must take place between the Department concerned and the Black community. The consultation process is as set out in Appendix B and will be co-ordinated by the Race Equality Unit.

B. Establishment Practice

1. The job description for such posts must have inherent three fundamental components

   - to liaise/work with the Black community in order to identify their needs in relation to a specific area of the Council's remit, and the institutional problems they face in getting these needs met;

   - to identify within the establishment the institutional and individual procedures and processes which block those needs being met;

   - guaranteed reporting access to the highest level of management within that section.

2. The person specification must have the following essential requirements

   - first hand awareness of the Black perspective on racism;

   - personal and indepth experience and knowledge of the Black community;

   - the ability to analyse the needs of the Black community in relation to the institutional shortcomings, and to translate this into
effective demands at the local government level.

3. The grade of these posts must reflect the level of responsibility commensurate with tackling institutional racism. Given the inappropriateness of the current Job Evaluation scheme to achieve this, an objective scheme of criteria will have to be worked out. In the interim grades should be determined and reviewed on the basis of a cross Local authority comparison of similar posts.

4. All such posts must be an integral part of the section in which they are established in terms of procedures, and practices.

5. The overall work load for such posts must not exceed that of similar mainstream funded posts.

6. These posts must not become a dumping ground for all race matters within that section/establishment/department. Other staff must be clearly informed about the key catalytic role these types of posts have for initiating managerial action on the race dimension to that section/establishment/department's work.

All postholders will have the right to attend Race Relations Committee as Officers, but not as lead officers. This is management's responsibility.

7. All such postholders should be eligible for career progression and/or promotion on the same terms as their mainstream funded colleagues, and their specialist knowledge and experience must have, at the minimum, parity with that of similar workers undertaking general responsibility.

8. All postholders will be required to submit, at least twice a year, a report to Race Relations Committee and which provides an assessment of their work within the race equality strategy. These reports can be commented upon but not changed by the relevant Departmental management.

9. All such posts must have allocated to them an adequate budget to enable postholders to facilitate the race equality responsibilities. On no account must these resources be treated as the only budget allocation towards race equality.

10. When a post is reviewed, this has to be done in conjunction with first the Race Equality Unit, the postholder and the management concerned and secondly, with the Black community. On no account however must the postholders be responsible for initiating and/or co-ordinating the review. The review must show also the steps taken to mainsteam fund the post.

C. Inter-Establishment Practice

1. Section 11 funded post holders will liaise closely with the Race Equality Unit. The structure for this will be at four levels:

   (a) A minimum of fortnightly meetings co-ordinated by the REU in core time.

   (b) Distribution and circulation of relevant race equality information co-ordinated by the REU.
(c) The flexible use of councilwide Section 11 resources in support of postholders where the need arises and co-ordinated by the REU.

(d) Co-ordinated work with the REU on specific Departmental programmes and issues.

D. Extra-Establishment Practice

1. Postholders will be made aware by the REU of London-wide and national consultation structures that exist over the issue of Section 11 funding. Time must be granted for such activities.

2. Postholders must be allowed time off to attend events and participate in activities which enhance the race equality side of their work.
Consultation procedures with the Black Community for Lewisham Council Section 11 funded posts

1. The consultation procedure will be co-ordinated by the Race Equality Unit which will be responsible for monitoring the procedure and evaluating it at regular intervals.

2. All black organisations and activists will be circulated with:
   - Lewisham's strategy for using Section 11 funding.
   - Home Office guidelines and updated reviews for use of Section 11.
   - Information pertinent to the overall strategy.

3. Black organisations which will be consulted will not only be the umbrella groups, but the constituent groups as well, especially those whose service and functions are similar to the area of work to be covered by the post(s).

4. Proposals drawn up for Section 11 funded posts must show clearly the way in which they are part of the Race Equality strategies. Reference to the Code of Practice on use of Section 11 must be made.

5. These proposals will then be circulated by the Race Equality Unit to the relevant group - before any report is submitted to committee.

6. At least two weeks will be allowed for any written replies. In the meantime a meeting will be arranged between the Department and the relevant black groups by the Race Equality Unit to discuss the proposals.

7. Any criticisms, recommendations that arise from this will be incorporated in a revised proposal. This is to be the subject of another meeting with the relevant black organisations.

8. The final committee report outlining the proposal must contain the list of groups consulted.

9. All groups consulted will be informed of the dates and times of the relevant committee meetings at which the report is to be discussed.

10. In addition, this procedure will be monitored with reference particularly to the following elements:
    - groups consulted
    - committee approval
    - review date.

11. This procedure will apply, too, to current Section 11 posts when they come up for review.
CAUTIONING BY THE POLICE
(Contributors: B.Sec and DSS)

1. **Purpose of the Report**

   To consider the report referred to this Committee by the Police Committee.

2. **Recommendation**

   The report referred by the Police Committee be considered in conjunction with the observations submitted by the Director of Social Services as set out in para 4 below.

3. **Background**

   3.1 On 25th April 1985 the Police Committee considered the report, a copy of which is attached at Appendix 1, and noted the changes in the cautioning guidelines for the Police and agreed to draw the report to this Committee's attention. The Police Committee expressed reservations on para 4.2.2 of the report.

   3.2 A copy of Home Office Circular 14/1985 on cautioning offenders is attached at Appendix 2.

4. **Comments from the Director of Social Services**

   4.1 The purpose of the Home Office Circular 14/1985 is to bring about greater uniformity throughout the country in respect of cautioning of both adults and juveniles.

   4.2 The guidelines contained in the circular relating to juveniles mainly reflect current practice in the Metropolitan Police area and therefore no changes are anticipated in the way cautioning is administered locally.

   4.3 The Social Services Committee has, in the past, supported procedures designed to deliver young offenders away from the juvenile justice system; cautioning should be seen as part of this general approach.

   4.4 Two recent developments consistent with this policy have been—

   (a) the adoption of "instant cautioning" within the Metropolitan Police; and

   (b) the increasing flexibility of the Police in considering further cautions for re-offenders.

   4.5 Instant cautioning means that an offender can be cautioned at the Police Station by an Inspector very soon after the arrest, instead of the usual practice of referring all offences to the Juvenile Bureau for their decision to caution or prosecute. About a fifth of all offences by juveniles are now dealt with by instant cautions. It should be noted that the Police are aware of the possibility that a parent may pressurise their child to admit an offence in order to get the matter over with quickly.
4.6 In the past, as a general rule, the Police locally have been prepared to use cautioning in respect of first offenders. It is welcome to note an increasing willingness by the Police to administer cautions for subsequent offences where the individual circumstances would indicate that this was appropriate.

5. **Financial Implications**

This report has no specific financial implications.
CAUTIONING BY THE POLICE

(Contributor: CE: Police Adviser)

1. Purpose of the Report

To provide an account of a Home Office Circular 14/1985 on the Cautioning of Offenders, issued on 18 February 1985. A copy of the Home Office document has been circulated to members prior to this meeting.

2. Introduction

2.1 The guidelines dealing with cautioning are divided into two parts, the cautioning of juveniles and the cautioning of adults. This division arises from the recognition that in general there is a stronger presumption in favour of action which falls short of prosecution for juvenile offenders, unless the seriousness of the offence or other exceptional circumstances dictate otherwise.

2.2 Under the new Crown Prosecution Service, the initial discretion on whether to institute criminal proceedings will, however, generally remain with the police. There will continue to be scope for the police to caution rather than prosecute offenders. Interestingly, the recommendation for an extension of police discretion in cautioning practices coincides with a reduction in police discretion in the prosecution field.

3. Guidelines on Cautioning - Juveniles

As a general principle in the case of first time juvenile offenders where the offence is not serious, it is unlikely that prosecution will be a justifiable course.

3.1 Criteria for a Caution

Before a caution is issued to a juvenile the circular indicates that the following criteria must be met in full:

3.1.1 The evidence available must comply with the Attorney General's guidelines on criteria for prosecution;

3.1.2 The juvenile must admit the offence;

3.1.3 The parents or guardian must consent to the caution being issued.

3.2 The Decision to Caution

It should be possible to arrive quickly at a decision to caution an offender if the offence is not serious and the offender's record is not serious.

3.3 Further Considerations

The Circular indicates particular factors which need to be taken into account in the more detailed consideration of an individual case which are:
3.3.1 Interests of the aggrieved party;

3.3.2 The offender's circumstances;

3.3.3 Groups of offenders: (a need to take account that when juveniles commit offences in groups, it can be found that the records and circumstances of the individuals concerned vary).

3.4 Issue of Caution and Citing of Cautions

Cautions will be issued formally at the police station by an inspector or above. Parents or a guardian should be asked to sign a form confirming their consent to the caution. There will generally be no need to keep records of cautions after the offender has reached the age of 17 or 3 years have elapsed since the last offence for which a caution was issued, whichever is the later. According to the Circular the practice of citing cautions, if subsequently a juvenile appears before a juvenile court, should be continued.

3.5 Social Inquiry Reports

The citing of the fact of a police caution does not preclude it from being referred to in any social inquiry report prepared for the juvenile court, when it can be placed in the context of the juvenile's entire circumstances and conduct.

4. Guidelines on Cautioning Adults

The Attorney General's guidelines on criteria for prosecution issued to chief police officers in February 1983, endorsed the principle that suspected criminal offences should not automatically be the subject of prosecution.

4.1 Particular Categories of Offender

The Attorney General's guidelines suggest that membership of one of the following categories of offender may in itself indicate that a course other than prosecution is appropriate:

4.1.1 Elderly or Infirm: The guidelines indicate that the older or more infirm the offender, the less likelihood there should be of prosecution, especially if the court is likely to award only a nominal penalty;

4.1.2 Young Adults: An early conviction could have a significant effect on a person's prospects. A caution would be appropriate for a young offender (17 to 20 years) with no previous convictions but the upper age limit need not be applied rigidly.

4.1.3 Persons "At Risk"

A caution would be appropriate when an offender is suffering from severe emotional distress, some form of mental or physical illness and the shock of prosecution might well prove fatal.
4.2 Other Adults

4.2.1 The guidelines make it clear that cautioning should not necessarily be restricted to persons in these three categories. Other circumstances in which a caution could be considered include offences which are not particularly serious and the probable penalty on conviction would only be a conditional or absolute discharge, minor victimless offences and sexual offences involving willing parties.

4.2.2 In relation to sexual offences, the guidelines state that "when the girl or youth has been a willing party to the offence, account should be taken of his or her age, the relative age of the parties and whether or not there was any element of seduction or corruption".

4.3 Criteria for a Caution

The criteria for cautioning adults are given as follows:-

4.3.1 The evidence available must comply with the Attorney General's guidelines on criteria for prosecution - (Cautioning must not be used as an alternative to a weak prosecution case).

4.3.2 The offender must admit the offence;

4.3.3 The offender must agree to being cautioned.

4.4 The Interests of the Aggrieved Party

It will generally be appropriate to seek the views of the aggrieved party. Also care must be taken to ensure that police do not caution in a case in which the victim may then take a private prosecution.

4.5 Involvement of Social Services and other Agencies

The guidelines indicate that it may be appropriate to notify relevant social services after a caution has been issued, for example, in the case of the elderly or those under stress.

4.6 Citing of Cautions

Cautions for offences within three years of an offence which is to be prosecuted may be cited as part of an offender's antecedent history. One of the major changes from the earlier draft circular on this topic is that juvenile cautions have previously been cited in court but adult cautions have not. The draft circular stated that for adults "Previous cautions should not be cited in court as a matter of routine. However, if the court should request information on this point, it maybe provided in the context of the antecedents report". Whereas, the official circular now states that for adults "Previous cautions which were issued for offences committed by a person within the 3 years preceding the offence for which he has been prosecuted maybe cited in court".
5. To note the changes in the cautioning guidelines for the Police;

6. To agree to refer the report to the Social Services Committee for that committee's attention.
Dear Sir,

HOME OFFICE CIRCULAR 14/1985

THE CAUTIONING OF OFFENDERS

General

As chief officers will be aware, the Royal Commission on Criminal Procedure drew attention to disparities in cautioning rates amongst police forces. Since the Royal Commission reported, many forces have revised their policies and instituted cautioning schemes. At the same time the Home Office and the Crime Committee of the Central Conference of Chief Constables have been considering how best to promote more effective and consistent cautioning practices on a national basis. This work has taken as its starting point that there is no rule in law that suspected offenders must be prosecuted. It has long been recognised in the case of juveniles that there may be positive advantages for society as well as for the individual in using prosecution as a last resort. Cautioning provides an important alternative to prosecution in the case of juvenile offending; it also represents a possible course of action in the case of adults.

2. I now attach a copy of guidelines on cautioning. These guidelines are commended by the Home Secretary to all chief officers. They were drawn up by a Working Group of chief officers and officials with the approval of the Crime Committee of Central Conference. They take account of comments received from many individuals and agencies operating in the criminal justice system when they were published in draft together with the report of the Working Group and research conducted by the Home Office Research and Planning Unit. Chief officers had a copy of these papers made available to them.
3. The guidelines fall in two parts. The first part, dealing with the cautioning of juveniles, replaces Home Office Circular 70/1978; the second part, dealing with cautioning of adults, gives fresh guidance and amplifies the principles set out in the Attorney General's guidelines on criteria for prosecution (Home Office Circular 26/1983) in so far as the cautioning of offenders is concerned. The division of the guidelines into two parts arises from the recognition that in general there is in the case of juvenile offenders a much stronger presumption in favour of courses of action which fall short of prosecution unless the seriousness of the offence or other exceptional circumstances dictate otherwise.

Arrangements for decision making

4. The Home Secretary notes with approval that a number of schemes have been adopted in different parts of the country to ensure that decisions on the disposal of offenders are taken justly and effectively and in consultation with other interested agencies. These schemes, which are in the most part concerned with juvenile offenders, though some extend to certain categories of adults, range from multi-agency bureaux which consider all cases at the outset to early cautioning schemes where other agencies are involved only at a later stage.

5. The Home Secretary sees the issue of the present guidelines as a means to encourage the consistent application of policy in cautioning decisions, which will be a complementary process to the existence and growth of such special schemes. However, he wishes chief officers to be aware of his view that the issue of these guidelines should also provide the opportunity for a review of local arrangements, where this has not already been done, to ensure that liaison arrangements with social services departments, the probation service and where appropriate the Education Welfare Service, are such as to encourage the participation of those agencies in decision making. This may be particularly appropriate where there is doubt in the mind of the police as to whether a caution is the right course in an individual case.

6. For example, where local arrangements are for the police generally to make immediate decisions to caution juveniles, the guidelines are intended to provide that in individual cases where an immediate decision cannot be made, there can be consultation before prosecution is determined. The guidelines do not of course prevent consultation in individual cases from taking place from the outset. A review of local consultation arrangements should also take in the question whether other agencies wish to be informed by the police after the issue of cautions in cases in which they have had no previous involvement.

Particular issues

7. The Home Secretary wishes to draw chief officers' attention to the following particular further points.

   (a) 'Net widening': the guidelines make clear the danger that a formal caution may be used and the juvenile thus brought within the fringes of the criminal justice system when less formal action might have been more appropriate. Whilst in many cases it is recognised that whether or not a juvenile is dealt with formally will depend on the exercise of powers outside the police station (e.g. arrest), it should not follow that simply because a juvenile is brought to the police station formal action (e.g. a caution) is required, as against a decision to take less formal action, or no
further action at all. This is an area which supervisory officers will need to monitor carefully.

(b) Schemes for cautioning drunkenness offenders: a number of police forces have adopted such schemes. They may apply only to simple drunkenness offences or additionally to less serious cases of aggravated drunkenness; the normal course would be for the offender to be detained until he is sober and then to be cautioned and released. A feature of such schemes is that if an offender is arrested more than three times a month he would normally be prosecuted.

8. Chief officers will no doubt wish to ensure that the contents of these guidelines are promulgated to all those officers who will have day to day responsibility for making decisions in individual cases, and that consideration is given to the training needs which these guidelines may bring about.

9. Chief officers will know of the introduction of legislation to create a Crown Prosecution Service independent of the police. This service will have as its primary function the conduct of all criminal cases in which the initial decision to proceed has been taken by the police, and the prosecutor having charge of a case will have discretion to drop or alter charges. These functions will be carried out under the superintendence of the Attorney General. The initial discretion on whether to institute criminal proceedings will, however, generally remain with the police. Thus there will continue to be scope for the police to caution rather than prosecute offenders, and accordingly for guidelines such as those attached to the present circular, though their content will be open to discussion in the light of future experience and developments.

10. H.M. Inspectors of Constabulary will wish in the course of their inspection of forces to pay particular attention to cautioning policy and practice and may require from chief officers information about the effects of changes which are made.

11. These guidelines are intended to provide a general framework for cautioning in respect of criminal offences, but they are not intended to prejudice the existing system of written warnings in the case of traffic offences.

12. Any enquiries about this circular should be addressed to Mr. T.F. Oulton (tel: 01-213 4028).

Yours faithfully,

Alan Harding
GUIDELINES ON CAUTIONING

I JUVENILES

General

It is recognised both in theory and in practice that delay in the entry of a young person into the formal criminal justice system may help to prevent his entry into that system altogether. The Secretary of State commends to chief officers the policy that the prosecution of a juvenile is not a step to be taken without the fullest consideration of whether the public interest (and the interests of the juvenile concerned) may be better served by a course of action which falls short of prosecution. Thus chief officers will wish to ensure that their arrangements for dealing with juveniles are such that prosecution does not occur unless it is absolutely necessary. As a general principle in the case of first time juvenile offenders where the offence is not serious, it is unlikely that prosecution will be a justifiable course. Specifically it will not be right to prosecute a juvenile solely to secure access to the welfare powers of the courts.

2. A formal caution may represent one form of entry into the criminal justice system. It will for example be cited should the offender subsequently appear before a juvenile court. It is therefore important that the issue of a caution should be a formal procedure which takes full account of its consequences for the individual concerned and that it should take place only where strict criteria are fully met.

3. It is also important that a formal caution is not issued unless the circumstances of the case are sufficient to justify it. It should be considered whether it is more appropriate to deal with an offender without formal proceedings of any kind, for example by an informal word of advice or warning.

Criteria for a caution

4. Before a caution is issued to a juvenile, the following criteria must be met in full.

(a) The evidence available must comply with the Attorney General's guidelines on criteria for prosecution

ie a conviction should be more likely than an acquittal before a court. Cautioning must not be used as a substitute for a weak prosecution case. If there is insufficient evidence to support a prosecution, it will not be right to use cautioning as an alternative.

(b) The juvenile must admit the offence

It is not sufficient that the juvenile should merely admit all or some of the facts which constitute the offence; he must recognise his guilt. If there is no admission in circumstances where otherwise a caution would have been issued, the proper course may be to take no further action.
The parents or guardian must consent to the caution being issued

In practice parental consent should not be sought until it has been decided that a caution is the correct course. The juvenile and his parents must have explained to them the procedure of cautioning and its significance: that a record will be kept, that the fact of a previous caution may influence the police's decision whether or not to prosecute if the juvenile should offend again, and that the caution may be cited if the juvenile should subsequently be found guilty of an offence by a court.

The decision to caution

Immediate decisions

5. Assuming that the criteria for the issue of a caution can be met, the decision to caution will in the first instance turn on the nature of the offence and the offender's record.

6. It should be possible quickly to arrive at a decision to caution an offender if:

(a) The offence is not serious. In determining whether an offence is serious, consideration should be given to whether significant harm has been done to a person, substantial damage has been done, or property of substantial value stolen: other factors may be the wilfulness with which harm or damage was done or the degree of suffering caused to another individual;

and

(b) the offender's record is not serious. Subject to the seriousness of the offence, first time offenders will normally be cautioned. A further caution is also likely to be appropriate for a second or subsequent offence where there has been a reasonable lapse of time since the incident which led to the earlier caution or conviction, or where the offence is trivial or different in character from the earlier offence, or where the earlier offence was trivial. A second or subsequent caution would be precluded only where the offence in question is so serious as to require prosecution.

7. It will normally be appropriate to come to an immediate decision not to caution if the offence is very serious, for example homicide, rape, arson endangering life, serious public disorder.

Further considerations

8. If it has not been possible to decide to caution an offender under the provisions of paragraphs 5 and 6, and unless a decision has been taken under paragraph 7 not to caution the offender, it will be necessary to give further consideration to whether the offender can be cautioned, or whether in the circumstances prosecution would be the right course.

9. Whether or not other agencies have been involved in considering the individual case at an earlier stage, where an immediate decision cannot be made to caution and the decision whether cautioning, prosecution or some
other course of action is right still hangs in the balance, there will generally be advantage in the police seeking to secure the advice and views of other interested agencies on the correct disposal.

10. Particular factors which may need to be taken into account in the more detailed consideration of an individual case, apart from the nature of the offence and the offender's record according to the policy described in 6(a) and 6(b) above, are:

(a) Interests of the aggrieved party

(i) It will generally be appropriate to seek the views of the aggrieved party. Among factors which will need to be taken into account in deciding whether to caution is that cautioning can deprive the victim of a ready means of redress through a compensation order. Although it is not desirable for the police to enter into any form of bargaining between the offender and the aggrieved party, it may be appropriate to take into account whether the offender has made any reparation for the damage done, or has indicated willingness to do so, together with any views expressed by the aggrieved party. There may also be cases in which, although a caution may otherwise be administered, prosecution is required in order to protect the victim from further attention from the offender. The likelihood of the aggrieved party instituting private proceedings should also be borne in mind since it is desirable to avoid the situation where the police decide to caution and the aggrieved party wishes to institute private proceedings. The interests of the victim, although a most important factor which needs to be weighed in deciding whether the public interest points to prosecution or to a caution, cannot be paramount.

(ii) whatever the decision it will always be important to ensure that the victim is treated with courtesy and consideration.

(b) The offender's circumstances

It may be appropriate to take into consideration the offender's previous character and family circumstances in deciding whether a caution would be adequate or prosecution or some other action would be more appropriate.

(c) Groups of offenders

When juveniles commit offences in groups, it can be found that the records and circumstances of the individuals concerned vary. While it is necessary to be mindful of the need for consistency and equity in decisions to caution or prosecute, this should not prevent the consideration of each member of a group of offenders on an individual basis and a disposal related to the individual's particular involvement in the offence and other circumstances.

Manner of issue of a caution

11. It will generally be appropriate for a caution to be administered in formal circumstances at a police station in the presence of the parents or guardian by a police officer in uniform. The officer should normally be of the rank of inspector or above. The parents or guardian should be asked to sign a form confirming their consent to the caution and that it was explained to them that the caution would be kept on record and might be cited if the
juvenile should subsequently be found guilty of an offence by a court. The form should also confirm the date of the caution, the offence for which it was administered and the fact that the juvenile has admitted the offence. The form should be countersigned by a police officer.

12. It is generally desirable that there should be little delay between the time of the offence and the administration of the caution. In cases where the decision to caution can be made quickly, it would be appropriate to administer the caution swiftly; in cases where more detailed consideration is required (eg when other agencies are consulted) every effort should be made to come to a decision as quickly as possible, consistently with the need to reach the right decision.

Records

13. Chief officers will doubtless continue to ensure that local records are kept of the issue of cautions to juveniles, although there will generally be no need to keep records of cautions after the offender has reached the age of 17 or 3 years have elapsed since the last offence for which a caution was issued, whichever is the later. No doubt the arrangements which are made for recording cautions will enable such records to be made available to the prosecuting authorities should the juvenile come to notice again.

Fingerprinting

14. At present there are no formal powers to take the fingerprints of a juvenile who has been cautioned, although the position will change with the implementation of the Police and Criminal Evidence Act 1984, about which separate guidance will be issued in due course. Although fingerprints may be taken with consent, there should generally be no need to seek consent to take fingerprints for the purpose of identifying an offender. It will never be right to make consent to the taking of fingerprints a precondition to the issue of a caution; and it will generally be only necessary to seek consent to fingerprints otherwise where the police are satisfied that this is strictly necessary in the individual case for the prevention and detection of crime.

Citation

15. The practice of citing cautions should a juvenile subsequently appear before a juvenile court should continue. Cautions should be cited in a similar way and at the same time as the juvenile court is apprised by the police of a juvenile's antecedent history. However, care must be taken to present cautions separately so that the distinction between cautions and convictions is clear to the court and there is no confusion between the two. (For example, it is undesirable that cautions and convictions should appear on the same piece of paper, still less run on consecutively one from the other.) In order to avoid the unnecessary attendance of police officers at court, it is hoped that courts will normally accept written notification of a previous caution unless the fact of a caution is challenged. The court will wish to know from the police only the date the caution was administered and the offence for which the juvenile was cautioned. It will not expect to receive any other information about the circumstances of the offence or of the juvenile at that stage.
Social Inquiry Reports

16. The citing of the fact of a police caution does not preclude it from being referred to in any social inquiry report prepared for the juvenile court, when it can be placed in the context of the juvenile's entire circumstances and conduct. Chief officers will have made arrangements that when a previous caution is to be cited by the police in a juvenile court, this information will be notified in advance either to the local authority social services department, or, where arrangements exist for the probation service to provide social inquiry reports, to that service.
GUIDELINES ON CAUTIONING

II ADULTS

General: the decision to prosecute

The Attorney General's guidelines on criteria for prosecution, issued to chief officers in February 1983, endorsed the principle that suspected criminal offences should not automatically be the subject of prosecution. In general, prosecution should only take place where there is sufficient evidence to support a prosecution and the public interest requires it. Where there is sufficient evidence, but the public interest does not require prosecution, a formal caution may well be appropriate. But unlike the case of juveniles, there is no general presumption that cautioning will be the normal course.

Particular categories of offender

2. The Attorney General's guidelines suggest that membership of one of the following categories of offender may in itself indicate that a course other than prosecution is appropriate. Membership of one of these groups is of course no absolute protection against prosecution, which may be required on account of the seriousness of the offence or the greater deterrent effect of prosecution, but it should point to sympathetic consideration of the offender's case.

(a) The elderly or infirm

The older or more infirm the offender, the less likelihood there should be of prosecution. In particular it would not generally be right to prosecute where the court is likely to pay such regard to old age or infirmity as to impose only a nominal penalty. Whether the offender is likely to be fit enough to stand trial should also be taken into account. While a person's age in itself might be some guide to whether prosecution would be in the public interest, it should not generally be necessary to adhere to rigid age barriers when considering prosecution.

(b) Young adults

A criminal conviction early in adult life may have a significant effect on the prospects of the person concerned. It may therefore be appropriate to give particular consideration to a course other than prosecution in respect of comparatively youthful offenders, especially where there is no previous criminal record. This will apply most frequently in the young adult category (17-20 years) but the upper age limit need not be applied rigidly.

(c) Persons 'at risk'

A lesser disposal than prosecution may be appropriate where the offender is suffering some form of mental illness or impairment, especially where the strain of criminal proceedings would lead to a worsening of his condition. This similarly applies where the shock of prosecution might well prove fatal or the individual is suffering severe physical illness. Prosecution may also be inappropriate where the person concerned is showing signs of severe emotional distress.
Other adults

3. Although the use of cautioning may be particularly appropriate for the groups described above, the fact that a person does not fall into one of those categories need not preclude a caution. Particular factors which will weigh in the decision whether prosecution is justified in the public interest will be the seriousness of the offence and the offender’s previous record and character.

4. The Attorney General's guidelines indicate that prosecution may not be appropriate where the circumstances of the offence (especially if the offence is triable on indictment) are not particularly serious and the probable penalty on conviction would only be a conditional or absolute discharge; and in sexual offences, when the girl or youth has been a willing party to the offence, account should be taken of his or her age, the relative age of the parties and whether or not there was any element of seduction or corruption. In addition, action other than prosecution may be considered for minor victimless offences or offences where only a small amount of property is involved.

5. The Attorney General's guidelines also indicate that prosecution may not be appropriate if the last offence was committed a considerable time before the probable date of hearing, unless an immediate custodial sentence of significant length is likely. If, however, the defendant has caused the delay or investigations have been complex or protracted, these factors should also be borne in mind.

6. The fact of a previous caution or conviction does not remove the possibility of a course of action other than prosecution in respect of a current offence, especially where the offence in question is trivial or of a different character to the earlier offence, or where the earlier offence was trivial, or where there has been a reasonable lapse of time since the previous decision.

The decision to caution

7. If, in the light of the factors outlined above, prosecution is deemed not to be required in the public interest, it will often be appropriate to take no further action and this course should always be given consideration. However, the nature of the offence and the other public interest factors indicated above may make it more desirable to issue a caution, bearing in mind the caution’s deterrent effect and impact on the offender as a formal mark of society’s disapproval.

Criteria for a caution

8. Before a caution is issued the following criteria must be met in full:

(a) The evidence available must comply with the Attorney General’s guidelines on criteria for prosecution

ie a conviction should be more likely than an acquittal before a court. Cautioning must not be used as an alternative to a weak prosecution case. If there is insufficient evidence to support a prosecution, it will not be right to use cautioning as an alternative.
(b) The offender must admit the offence

(c) The offender must agree to being cautioned

In practice consent to the caution should not be sought until it has been decided that cautioning is the correct course. The significance of the caution must be explained: that a record will be kept of the caution, that the fact of a previous caution may influence the police's decision whether or not to prosecute if the person should offend again, and that it may be cited if the person should subsequently be found guilty of an offence by a court.

9. Where a person does not make a clear admission of the offence (for example intent is denied) a caution will not be appropriate. It should not follow that prosecution will be the inevitable course; in such cases it may right to take no further action. In some cases it may also be appropriate to consider whether appropriate medical or social help is needed.

The interests of the aggrieved party

10. It will generally be appropriate to seek the views of the aggrieved party. Among factors which will need to be taken into account in deciding whether to caution is that cautioning can deprive the victim of a ready means of redress through a compensation order. Although it is not desirable for the police to enter into any form of bargaining between the offender and the aggrieved party, it may be appropriate to take into account whether the offender has made any reparation for damage done, or has indicated willingness to do so, together with any views expressed by the aggrieved party. There may also be cases in which, although a caution may otherwise be administered, prosecution is required in order to protect the victim from further attention from the offender. The likelihood of the aggrieved party instituting private proceedings should also be borne in mind since it is desirable to avoid the situation where the police decide to caution and the aggrieved party wishes to institute private proceedings. The interests of the victim, although a most important factor which needs to be weighed in deciding whether the public interest points to prosecution or a caution, cannot, however, be paramount.

11. Whatever the decision, it will always be important to ensure that the victim is treated with courtesy and consideration.

Involvement of social services and other agencies

12. Chief officers may wish to consider, in conjunction with social services departments and the probation service, what arrangements for consultation are most appropriate to local circumstances in the case of adult offenders. They may wish to consider if consultation prior to a decision on the disposal of a case should be confined to particular categories of offender, for example the mentally ill or impaired, or to cases where there is reason to believe that the other agencies will have information which will directly affect the decision. It may be appropriate to notify relevant social services after a caution has been issued, for example, in the case of the elderly or those under stress.
Manner of issue of a caution

13. It will be necessary to take account of the individual circumstances of the offender in deciding how a caution is best administered, though in general this should be done in person by a police officer. In the case of the elderly, infirm and those suffering stress, particular consideration should be given to administering the caution in a relatively informal manner, perhaps at the person's home, and it may be appropriate for a friend or relative to be present when the offender is cautioned. With other offenders it may be appropriate for the caution to be administered in formal circumstances at a police station by a police officer in uniform. In this case the officer should normally be of the rank of inspector or above.

14. The offender should be asked to sign a form confirming his consent to the caution and that it was explained to him that the caution would be kept on record and might be cited if the person should subsequently be found guilty of an offence by a court. The form should also confirm the date of the caution, the offence for which it was administered and the fact that the person has admitted the offence and consented to the caution. The form should be countersigned by a police officer.

Records and citation

15. Chief officers will wish to ensure that local records are kept of the issue of cautions to adults, although they may wish to limit the length of time for which the records are kept in the case of offenders with no other police record to 3 years. No doubt the arrangements which are made for recording cautions will enable such records to be made available to the prosecuting authorities should the offender come to notice again during the time for which records are retained.

16. Previous cautions which were issued for offences committed by a person within the 3 years preceding the offence for which he has been prosecuted may be cited in court. Cautions should be cited in a similar way and at the same time as the court is apprised of the offender's antecedent history. However, care must be taken to present cautions separately so that the distinction between cautions and convictions is clear to the court and there is no confusion between the two. (For example, it is undesirable that cautions and convictions should appear on the same piece of paper, still less run on consecutively one from the other.)
1. Purpose of the report

To inform members of work which has been done to develop a Policy Statement.

2. Recommendation

Members are asked to consider how the policy statement, principles and objectives can be used to guide the work of the Department over the coming years.

3. Background

3.1. The structure and values of society are under considerable pressure to change. Social Policy and legislation (actual and planned) is rapidly altering the social environment in which we all live, and is having its most powerful effect on the poor and less privileged members of society. Social Services Committees and Departments need to recognise the roles they may play in this process and should actively determine the values and objectives they wish their services to pursue.

3.2. It is important that both staff and service users have a clear understanding of these values and objectives. Staff require a sense of purpose for their work and a philosophy with which they can identify. The consumer needs to know where the department stands in order to judge what he/she can trust to our care, or to challenge assumptions we hold.

3.3. The need for a Policy statement has been discussed by Chair, Vice-Chair and Director, and confirmed by member and officer visits to District Offices and through extensive debate in the re-organisation process referred to elsewhere in this agenda.

4. Policy Statement

4.1. Statement of Policy.

The Statement of Policy is set out below:

"This Committee recognises that Social Services has, first and foremost, a responsibility towards those who are oppressed by the society we live in. It accepts that there are different forms oppression can take - poverty, disability, unemployment, racism, sexism. Social Services is then, by its nature, political. It is a part of local state bureaucracy and, as such, has a degree of power which can be exercised in ways which can act against people's interests. The Committee aims to recognise these contradictions in order to be able to reach a better understanding of how to provide what is most useful and most effective in the eyes of the USERS of the services."

4.2. Definition of Principles

4.2.1 Such a policy statement leads to the formulation of certain principles, which will act as guidelines for the work of the Committee and the Department.
4.2.2 Those who come to use help from Social Services are inevitably those who suffer most from oppression. The operation of those services must therefore be concerned with aims on three levels:

(a) Lending support to individuals to help them cope with their immediate circumstances and the oppression they suffer.

(b) Helping people in groups and committees to work together in order to strengthen their own ability to overcome the consequences and causes of oppression.

(c) Using the political power of the Council, the Social Services Committee in Lewisham to fight against the nature of oppression.

4.3. The following strategic objectives have been derived from this statement of policy and principles. The Social Services Committee and Department will work to achieve the following:

4.3.1 The relief of poverty and inequality

This means positively using its resources to promote the redistribution of political power and wealth in the Borough in order to meet the needs of ordinary people. This will be achieved by working with and influencing other groups which determine economic and welfare policies in Lewisham.

4.3.2 Independence and self-determination

The aim of services will be to achieve freedom for individuals to make choices about their lives. Services will be concerned with care, choice and liberty and will seek to minimise social control actions both internal and by other agencies.

4.3.3 Sharing of power and responsibility

Consumers will be encouraged in a sense of ownership of the services and will be involved in important decisions relating to them. Power within the Department will be shared with front line staff and managers so they can make decisions regarding the services they run. The Department's organisation will reflect this philosophy by being flexible, flat and open to outside influence.

5. Implementing a Policy

5.1. The strategic objectives outlined in 4.3. above are being used to guide the work on re-organisation described elsewhere in this report.

5.2. Consideration of the Policy is already causing the Department to look at its allocation of resources and a shift towards greater provision of Welfare Rights Advice, community work and advocacy on service users behalf is contemplated.

5.3. The Policy Statement and objectives make it necessary for the Committee to look closely at its role as a social control agency. This debate will be addressed in the near future when services for children and adolescents are looked at in Child Care Policy Development Group.

5.4. The Committee may also wish to consider the extent to which policy and objectives should be published in order to promote wide debate and change.
6. Financial Implications

This report has no specific financial implications.

Item No.11 DEVELOPMENT OF CHILD CARE POLICY
(Contributor: DSS)

1. Recommendation

That the setting up of a Development Group for Child Care be noted and consideration given to the nomination of members to join the Group in order to define a philosophy statement.

2. The Need for a Child Care Policy

This Committee spends in excess of £7 million on services for children, young families and adolescents through its field work, domiciliary and residential care divisions. Whilst policies exist in relation to particular component services (e.g. adoption, residential care), there is no clear overall strategy for child care. There is a need to debate and make decisions regarding the increasing pressure placed upon young families by society and how our services should react to these.

3. The Department's Response

3.1 The Director is setting up a Development Group of staff from all Divisions and levels in the Department in order to look at the issues involved and to produce recommendations with regard to policy and its implementation.

3.2 The Black Child Care Conference took place on 4th June 1985, and produced a number of issues which must be fed into and significantly influence the wider policy debate.

3.3 The first task of the Group will be to draft a statement about the principles for children and families which should underpin future service. It is intended that this work should be completed in the first three or four meetings of the Development Group. The Group will need the guidance of elected members in order to complete this task.

4. Financial Implications

This report has no specific financial implications.
Item No. 12

BOARDING OUT ALLOWANCE 1985-86
(Contributor: DSS)

1. Purpose of the Report

To consider the boarding out rates for 1985-86.

2. Recommendations

2.1 That the payment of the ALA rates set out in paragraph 3 of this report be approved with effect from the 1st April 1985, subject to the Interim Expenditure Monitoring Panel.

2.2 A further report be requested for the September Committee meeting regarding the apparent difficulties arising from the differing rates for childminding and fostering.

3. ALA’s Recommendations

3.1 The ALA Social Services Committee have agreed to recommend to constituent councils the following revised scales with effect from 1st April 1985:

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Current Weekly Allowances £</th>
<th>Maintenance Money £</th>
<th>Pocket Money £</th>
<th>Clothing £</th>
<th>Total £</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 4</td>
<td>25.10</td>
<td>22.20</td>
<td>1.20</td>
<td>4.05</td>
<td>27.45</td>
</tr>
<tr>
<td>5 - 7</td>
<td>30.70</td>
<td>25.26</td>
<td>1.66</td>
<td>5.11</td>
<td>32.03</td>
</tr>
<tr>
<td>8 - 10</td>
<td>30.70</td>
<td>27.68</td>
<td>1.80</td>
<td>5.60</td>
<td>35.08</td>
</tr>
<tr>
<td>11 - 12</td>
<td>34.90</td>
<td>29.75</td>
<td>1.95</td>
<td>6.43</td>
<td>38.13</td>
</tr>
<tr>
<td>13 - 15</td>
<td>37.60</td>
<td>31.75</td>
<td>2.75</td>
<td>6.68</td>
<td>41.18</td>
</tr>
<tr>
<td>16 - 17</td>
<td>44.60</td>
<td>40.40</td>
<td>5.40</td>
<td>9.10</td>
<td>54.90</td>
</tr>
</tbody>
</table>

(At School)
Retaining Fee 10.70 11.20

3.2 It was further agreed that a full review of boarding out allowances be carried out by the Officers’ Working Group, in consultation with fostering agencies, in order to make recommendations for implementation in 1986/87. It is recommended that member authorities move towards implementation of full NFCA rates.

3.3 Members are asked to note that the maintenance element of the 0-4 rate is still low, and that for the 5-7 age range is only 26p. above the current child minding rate of £25 per week. The relationship between these two services needs further consideration.

4. Implications for Ethnic Minorities and Women

There are implications for ethnic minorities since the Social Services Department is attempting to increase the recruitment of black foster parents. Most of the primary care in foster homes is given by women.
5. **Financial Implications**

The implementation of the revised recommended scales set out in the last column of the table in paragraph 3 would cost this Authority an additional £130,800 in 1985-86, if backdated to 1st April 1985. There is no specific provision in the base estimates of the Social Services Committee for the additional expenditure because of the delay in the ALA making a final recommendation. This cost would normally be met from the central contingency for pay/price increases. However, the recommended scales represent an average increase of about 11%, whereas the 1985-86 price contingency provides for inflationary increases of 24% (equating to some £30,000 in this case). The matter is being referred to the Interim Expenditure Monitoring Panel for consideration of how such costs in excess of the contingency provision should be financed.

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**THE EMERGENCY DUTY SOCIAL WORK TEAM**

*(Contributor: DSS)*

1. **Purpose of the Report**

This is a follow-up to a report submitted to the Social Services Committee on 21st November 1984, reviewing the current workload and staffing shortfall within the emergency duty social work team. It should be read in conjunction with that earlier report.

2. **Recommendations**

2.1 To agree in principle to—

(a) review the job description and grading of the emergency duty social workers, in view of the range and scope of the work they are now undertaking;

(b) review the manner in which the Emergency Duty team are recompensed for the unsocial hours they work; and make recommendations for an enhancement; and

(c) recruit one additional team member.

2.2 To ask the officers to seek alternative funding for recommendations 2(a), 2(b) and 2(c).

2.3 To refer the recommendations to the Policy and Resources (Personnel) Sub-Committee.

3. **Action since November 1984**

3.1 Five portable Recall Vodaphones have been bought by way of a three year leasing agreement, and are now in use. These radio-telephones are far heavier than was explained or anticipated, but have already proved useful in emergencies. It was originally intended to obtain six radio-telephones, so that the current team leader and locum workers could have the same protection, and to provide an extra set of equipment in case of loss or breakdown, but this was not possible.
3.2 The Team have recently taken over a ground floor flat in 'Mayfield', formerly used for resident staff. This does not have the advantage of a central location, but is safer, more comfortable and more private than the former caretaker's flat in the Town Hall.

3.3 Arrangements have been made to use locum staff on overtime payments to cover the social work shortfall caused by the 1983 reduction of the working week, and the training programme to meet the requirements of the 1984 Mental Health Act. The overtime will continue until the end of August 1985, and does not cater for additional worker shortfall caused by sickness, court appearances and so on.

4. Job Description and Unsocial Hours Allowance

4.1 The present job description has been reviewed by the team, in consultation with the Principal Social Worker, Child Abuse, who acts as team leader.

4.2 The job description does not seem to reflect:

(a) the level of experience required to be appointed as an emergency duty social worker;

(b) the level of responsibility carried by the team members at night, the complex nature of much of the work and the isolation in which they have to operate. Many of the decisions made by the emergency duty social workers would be made by Team Leaders or Area Team Co-ordinators in the daytime;

(c) the unsocial nature of the hours worked; and

(d) the personal risk which is an ever-present and increasing problem in emergency duty social work.

4.3 Experience with the Team has shown that their current duties and responsibilities are equivalent to those of a senior social worker. A draft job description which more accurately sets out the nature of work will be submitted to the Grading Assessment Section as soon as possible.

4.4 The Emergency Duty Team was recruited to provide a permanent system of cover for dealing with crises at nights and weekends. However, the Team have to spend many hours during the ordinary working week passing on messages to daytime staff, discussing cases, attending court and case conferences, and so on.

4.5 The scheme of Conditions of Service gives the employing authority discretion to pay allowances in respect of night, weekend and general or public holiday duties, or to apply an inclusive salary to take all features of the job into account.

4.6 At present the Emergency Duty Team are paid at Senior Social Worker rate to take account of the unsocial hours they work. It is now proposed that the team's holiday, weekend and night duties are separately considered, by means of the allowances described in Section 3, paragraph 38 of the Conditions of Service.

5. Hours and contracts

5.1 The proposed increase in staffing for this team does not meet the gap between 4.45 p.m., when daytime staff officially go off, and 6 p.m., when
the emergency social worker comes on duty. Officers are presently considering ways of covering this period.

5.2 The members of the emergency duty social work team have various different contracts, depending on the date of their appointments. This should be sorted out for the sake of consistency and fairness.

6. The Need for an Additional Team Member

6.1 The staffing shortfall in the Emergency Duty team was described in detail in the earlier report on this problem, submitted to the Committee on 21st November 1984.

6.2 Discussion at that Committee meeting centred around possible options for covering this shortfall, one of which was an additional team member.

6.3 The burden of telephone calls to the team has continued to increase since November 1984, and the trend of increasingly complex cases with many repercussions, has also continued. Arrangements of urgent interviews and medical examinations in cases of child sexual abuse has become an additional burden, with a sharp rise in the number of such cases during 1985.

6.4 It seems likely that the staffing shortfall will continue, and even increase. The most economical and practical methods of responding to this, without cutting the service, is to recruit an additional team member.

7. Implications for Women

Four of the five team members are women, who tend to predominate in this type of work. Arrangements to ensure their safety, and to prevent undue burden falling on emergency duty social workers, are particularly important to those team members who are likely to remain in post for many years, perhaps whilst they have young children.

8. Effect of these Proposals on Black People

8.1 There are no black workers in the emergency duty team, which has had a stable membership for some time. Hopefully, current recruitment policies may ensure that black applicants are attracted to this work if and when the additional post is advertised.

8.2 So far as can be told, the team is used by all racial groups in Lewisham, with the possible exception of Chinese and Vietnamese people.

9. Financial Implications

9.1 The cost of the proposals outlined in this report is estimated as follows:

<table>
<thead>
<tr>
<th>Description</th>
<th>1985-86</th>
<th>Full Year</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 additional team member (x P01) (with effect from, say, 1.10.85)</td>
<td>7,370</td>
<td>14,740</td>
</tr>
<tr>
<td>Enhancement for unsocial hours x 6 staff (with effect from 6.9.85)</td>
<td>8,930</td>
<td>16,090</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>16,300</td>
<td>30,830</td>
</tr>
</tbody>
</table>
9.2 There is no specific provision for the current year cost within the 1985-86 revenue estimates and it will therefore be necessary for valid compensatory savings to be identified elsewhere in the Committee's budget in order to facilitate a transfer of estimates.

Item No.14 CHILDREN'S RESIDENTIAL REVIEW – PUMP PRIMING PROPOSALS
(Contributor: DSS)

1. Recommendation

1.1 The change in use of the 'pump-priming' funds generated from the Children's Residential Review as detailed in this report be agreed.

1.2 The Chief Personnel Officer be requested, under his delegated authority, (or alternatively the Personnel Sub-Committee) to agree to the revision of the fixed establishment of the Social Services Department in respect of the six senior social worker posts approved on 21st February 1985 to:

- 3 Senior Social Worker posts
- 3 Part-time (24 hours each) clerical posts
- 1 Court Officer
- 1 Clerical post (for Court Section)

2. Background

2.1 The Residential Review of Children's Homes identified the need for preventative work and recommended the establishment of six Senior Social Worker posts – one to be based in each district. These additional posts were agreed by the Personnel Sub-Committee on 21st February 1985.

2.2 This proposal has now been reviewed with operational staff and the essential need for clerical back-up to these posts has been identified.

2.3 The Director of Social Services therefore proposes the alternative use of:

(a) 1.5 of these posts in court work, the details of which are contained in the Court Work Report presented elsewhere on this agenda (see Item 15); and

(b) 1.5 of the posts on three x 24-hours clerical workers in three of the districts.

2.4 Consequently, each district will have a half-time senior social worker.

3. Implications for Black People

It is important to fill these posts as soon as possible in order to reduce the disproportionate numbers of black children and young people in care.

4. Implications for Women

Development of a child care strategy will be concerned to prevent the disruption of families with lone parents, most of which are women.

5. Financial Implications

5.1 Financial provision has been made within the base budget 1985-86 revenue estimates for the six Senior Social Worker posts for a full year at a cost of £88,440. This is sufficient provision to meet the cost of the revised staffing proposals outlined in this report and in the separate report on Court Work Child Care.
5.2 The financial position may be summarised as follows:

Existing provision

6 Senior Social Workers x PO1  £88,440

Revised proposals

3 Senior Social Workers x PO1  £44,220
3 x 24-hour clerical posts x SC3  £17,960
1 Care Officer x PO1  £14,740
1 Clerical post x SC 1/2 (for Court Section)  £7,490

Balance  £4,030

5.3 Officers are giving further consideration as to the utilisation of the balance of £4,030 within the overall objective of preventing children coming into care, and a further report will be submitted in this respect in due course.
1. **Purpose of Report**

To inform this Committee of the difficulties currently being experienced within this area, the efforts being made to ameliorate these, and the problems that may still exist.

2. **Recommendations**

2.1 Note the contents of the report and endorse its contents.

2.2 Agree the change in use of "pump priming" funds generated from the Children's Residential Review to fund an additional court officer and clerk.

2.3 Recommend to the Policy and Resources (Personnel) Sub-Committee that funding be found for the employment of an additional solicitor to do Social Services work.

3. **Background**

3.1 The handling of child care cases in the juvenile and higher courts is the responsibility of the Court Section within the Social Services Department, and the Solicitor to the Council. In addition, the individuals concerned provide advice and support to both the Department and individual workers both on specific cases and general matters.

3.2 In general, the work is divided by the Solicitor to the Council undertaking the more complex child care cases and assumption of parental rights within the juvenile court, and those where a decision in regard to a child or young person's future is being challenged by parents/guardian, e.g. termination of access. All high court work, primarily wardship, is the responsibility of the Solicitor to the Council, as is involvement in the County Court in divorce, custody, care and control proceedings.

3.3 The Courts Section's task is to take the remainder which includes the majority of care proceedings, and work related to juvenile crime. In addition, the Senior Courts Officer is responsible for ensuring that all requests for social work reports in adoption proceedings and adoption applications (work not initiated by the Social Services Department as an Adoption Agency) are dealt with appropriately. The Court Section tends to act as a filter for enquiries and advice.

3.4 Inevitably there are occasions when difficulties arise when identifying and processing the more complex cases, a situation which is exacerbated by the volume of work both Sections are experiencing. It is now acknowledged by all of those involved that there are insufficient resources to cope with the amount of work that has to be undertaken.

3.5 Court work is task centred, with very specific time-scales, e.g. if a child is made subject to a Place of Safety Order, the Council must have representation and evidence available to support a Care Order within 5 - 7 days. A failure to meet these could have very unfortunate if not dramatic/traumatic side effects as it is the Social Services Department’s duty to take proceedings if it considers that a child or young person is
at risk. In addition other agencies may have taken action which the local authority has to take over, e.g., the Police, NSPCC which limits the timescale further. If it fails to do this, not only is it in breach of its responsibilities, but it may leave that child or young person in considerable personal danger. Obviously a court may differ with the local authority as to what constitutes risk, but any decision by the authority to commence proceedings is taken in good faith and illustrates the level of concern.

4. Current Resources

4.1 Court Section

This comprises of a Senior Court Officer and two Court Officers who between them have to cover Lewisham North, Lewisham South and a Special Court each week.

4.2 Solicitor to the Council

Primarily three solicitors are allocated to specialise in Social Services work to provide advocacy and advice for the Social Services Department. In terms of their time being 100%, 90%, 50% of their workload. (2.4 full time solicitor equivalent). On occasions a principal legal executive also assists. The growth of work and resources committed to children's work over the last 10 years in full time solicitor equivalent can be shown as follows:

<table>
<thead>
<tr>
<th>Year</th>
<th>Equivalent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1976</td>
<td>0.5</td>
</tr>
<tr>
<td>1979</td>
<td>1.1</td>
</tr>
<tr>
<td>1982</td>
<td>1.6</td>
</tr>
<tr>
<td>1984</td>
<td>2.4</td>
</tr>
</tbody>
</table>

5. Difficulties Experienced

5.1 Ability to respond to emergency situations e.g., Places of Safety, Secure Accommodation Orders, wardship proceedings and applications by parents/guardians for access, custody etc. All of these have to be dealt with as soon as they occur.

5.2 Availability to offer advice to other staff. Due to the demands on individual officer's time within both the Court Section and the Borough Secretary's Legal Division to prepare and present cases their availability to tender advice and attend case conferences is strictly limited. This inevitably produces even more anxiety, and often lack of appropriate advice at an early stage can create additional work and complexity at a later date.

5.3 The increasing complexities of children's legislation requires more consultation with solicitors not less, but unfortunately on occasion this is proving impossible. There is also a greater demand for the Solicitor to the Council to undertake a larger number of complex cases and more applications on proceedings, particularly wardships which commenced and were concluded some years ago. Regrettfully the Solicitor to the Council cannot always take on new work, placing the Court Officers under considerable pressure.

5.4 The number of hearings for each individual case has increased as more are contested, and following the introduction of guardian ad litems. This means that the interim appearances before the full hearing are more numerous and more likely to be opposed than was the case some
time ago. Each application requires careful preparation and presentation by both advocates and witnesses for each occasion. This has been coupled with a basic increase in Juvenile and High Court work over the last few years, and the position is becoming untennable as the following figures from the Court Section indicate:

e.g. (a) Care Cases

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>1982</td>
<td>51</td>
</tr>
<tr>
<td>1983</td>
<td>90</td>
</tr>
<tr>
<td>1984</td>
<td>85</td>
</tr>
</tbody>
</table>

(b) Secure Accommodation

<table>
<thead>
<tr>
<th>Year</th>
<th>Cases</th>
</tr>
</thead>
<tbody>
<tr>
<td>1983</td>
<td>11</td>
</tr>
<tr>
<td>1984</td>
<td>27</td>
</tr>
</tbody>
</table>

5.5 The following provides details of the child care work undertaken by the Solicitor to the Council:

(a) Number of hearings attended by solicitors.

<table>
<thead>
<tr>
<th>Year</th>
<th>High Court</th>
<th>Juvenile Court</th>
<th>Other Courts</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Short Long</td>
<td>Short Long</td>
<td></td>
<td></td>
</tr>
<tr>
<td>1982</td>
<td>35</td>
<td>27</td>
<td>13</td>
<td>19</td>
</tr>
<tr>
<td>1983</td>
<td>39</td>
<td>62</td>
<td>27</td>
<td>29</td>
</tr>
<tr>
<td>1984</td>
<td>35</td>
<td>50</td>
<td>13</td>
<td>19</td>
</tr>
<tr>
<td>1985</td>
<td>28(66)</td>
<td>28(66)</td>
<td>5(12)</td>
<td>6(14)</td>
</tr>
</tbody>
</table>

Note(1): Figures in brackets are annual equivalent  
Note(2): 'Long' means more than half a day

(b) Number of New Cases undertaken by Solicitors

<table>
<thead>
<tr>
<th>Year</th>
<th>Care</th>
<th>Wardship</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>1984</td>
<td>8</td>
<td>5</td>
<td>13</td>
</tr>
<tr>
<td>Jan-Jun</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>July-Dec</td>
<td>12</td>
<td>8</td>
<td>20</td>
</tr>
<tr>
<td>1985</td>
<td>10(12)</td>
<td>12(14)</td>
<td>22(26)</td>
</tr>
<tr>
<td>Jan-May</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Note: Figures in brackets are 6 months equivalent.
5.6 The increase in workloads has arisen not only from awareness of the need to protect children (particularly in non-accidental injury cases) but also from new legislation and statutory procedures. These include:

(a) Court applications by parents/guardians for access to children in care
(b) Availability of Legal Aid to parents/guardians to contest Care Orders.
(c) The appointment of guardians-ad-litem and increase in number of applications to discharge Care Orders.
(d) New secure accommodation procedures.

Parents/guardians are now more aware of their rights to oppose or challenge decisions of local authorities by court action.

5.7 By attempting to assess future workloads, the current national review of child care law must not be ignored. It is believed that the suggested changes will increase the number of court hearings on most matters relating to children especially with the possibility of the introduction of the family court.

6. Responses

6.1 The Court Section

The Court Section finds that it is unable to cope with the volume of work. At the time of writing this report, it has been agreed that as a last resort only, the Department will have to employ an external solicitor in the event that neither the Court Section or the Solicitor to the Council is able to provide someone to deal with a particular situation. Clearly this can only be an interim measure as there is no money in existing Social Services estimates for this. This is an expensive option. Should a member of the Court Section be on leave or sick, then extreme difficulties will emerge.

6.2 The Solicitor to the Council

The Solicitor to the Council indicates that he is under considerable pressure to provide a service to all the Council's Departments particularly Housing, in particular to recover rent arrears and defend an increasing number of actions by tenants in respect of lack of repair to properties. There has been a fourfold increase in such actions within six months. Wardships take a high proportion of the solicitors time spent on Social Services work but all parties agreed that wardship is only used in appropriate cases, frequently to avoid a multiplicity of other proceedings in respect of the same case.

7. Discussions Between the Two Departments

7.1 Representatives from each Department have met in the last few months to try and identify areas for improvement. These proved to be few in number and were considered unlikely to produce much in terms of resources: They were:

(a) A review of priorities
(b) A request for the earliest possible notification of emergency situations
(c) The Solicitor to the Council to look into the feasibility of making someone available in the office to answer queries/points of law and cover for the child care solicitors who are so often out or in court.
7.2 At present to maintain the current service and meet the Councils and their own responsibilities officers in both Departments are voluntarily working a large number of excess hours on an unpaid basis. To cope with the present situation the minimum additional resources would be:

- 1 Court Officer
- 1 Clerk
- 1 Solicitor or Legal Executive

8. Future Plans

8.1 The Social Services Department has reviewed its position and is seeking to fund an additional Court Officer and clerk from the provision for "pump priming" proposals included in the 1985-86 revenue estimates as a result of the Childrens Residential Review. It is considered that an additional Court Officer, by providing appropriate advice and support may prevent some young people/children coming into care, and perhaps more significantly ensure there will be an improvement in the justice system.

8.2 The Solicitor to the Council is unable to offer any immediate solution short of appointing additional staff. As a result of a perceived increase in childrens cases (see para 5.4) and other specialised work in the 1982/83 period, approval was obtained in 1983 to appoint an additional Principal Assistant Solicitor about half of whose time would be spent on Social Services work. The appointment was made in early 1984 but 90% of that postholder's time is now spent on child care work. The Solicitor has been able to carry the additional burden only by:

(a) the redistribution of non Social Services work previously carried out by the child care solicitors to colleagues and the reassessment of the priorities of other work carried out on behalf of Council Departments and Committees;

(b) the provision of clerical support (from within Legal Division resources) to the child care solicitors; and

(c) greater efficiency in the handling of cases arising from a growth in expertise both in the Solicitors and the Fostering/Adoption Sections in dealing with these specialised cases associated with much out of hours preparation.

The point has now been reached where a more fundamental decision has to be made concerning the resource implications of the continuing increase in child care court work.

8.3 Preferably another solicitor (estimated cost £16,400 pa) is required who could take on the whole range of child care work although considerable assistance could be provided by a Legal Executive (estimated cost £14,800 pa) with existing experience in child care work who could take on an advice role associated with background preparation and advocacy in chambers. The Solicitor to the Council is unable to fund an additional post within cash limits or at the expense of other central services or the provision of legal cover to other Departments.

9. Implications for Women, Black People and People with Disabilities

Court work embraces people from all racial backgrounds and girls/young women who are deemed to be at risk. The effect on these groups if the Court Section and the Solicitor to the Council are unable to undertake the work is that the risk factor is likely to enhance.
10. **Financial Implications**

The financial implications of the proposal for this Committee are dealt with in the report on "Children's Residential Review - 'Pump-Priming' Proposals" (see Item 14 on this agenda.) The question of how the cost of an additional solicitor (£16,400 p.a.) should be financed will need to be referred to the Policy and Resources (Personnel) Sub-Committee for consideration.

**Item No.16**

**JOINT FINANCE 1986/87**

*Contributor: DSS*

1. **Purpose of the Report**

The purpose of the report is to give a brief explanation of the joint finance/joint planning systems and to seek the Committee's guidance on a strategy for negotiating the use of joint finance in 1986/87.

2. **Recommendation**

The Committee are asked to:

2.1 Recommend the criteria to be used for joint financing applications for 1986/87. (The options are outlined in paragraphs 7 and 8 below.)

2.2 Report their decision to the Housing Management and Policy and Resources Committees.

2.3 Authorise officers to open negotiations with staff of the District Health Authority and to begin preliminary discussion of bids in the light of the recommended criteria.

3. **Joint Finance arrangements**

3.1 The purpose of joint finance and the procedures and criteria to be followed are described in DHSS circulars HC(83)6/ LAC(83)5 'Care in the Community and Joint Finance' and HC(84)9/ LAC(84)8. Joint finance is allocated annually by the DHSS to the Regional Health Authorities for distribution to the District Health Authorities. It is intended to be used to promote joint planning of community based services at a local level.

3.2 Joint finance may be used by the Social Services and Housing Management Committees, ILA (in respect of education for disabled people) and voluntary organisations, provided these schemes assist in the achievement of health/local authority jointly agreed objectives.

3.3 Grants up to two thirds of the total cost (or in some circumstances up to 100%) may be made to cover non-recurring items and capital expenditure; revenue items are subject to tapering arrangements. At present the agreed arrangements are 100% funding for the first three years, tapering over the next four years. The appropriate authority (the district health or local authority) picks up the total annual cost from the eighth year onwards.
3.4 The DHSS criteria

The essential criteria are as follows:-

3.4.1 Joint finance should be used to improve services for those client groups for which both health and local authorities have responsibilities. Usually the client groups will be those with long-term care needs i.e. those defined as 'priority care' (elderly, people with learning difficulties, mentally ill and physically disabled) but other vulnerable groups may also be considered.

3.4.2 Joint Finance should be directed towards the furtherance of jointly agreed plans and objectives.

3.4.3 The expenditure should make a better contribution in terms of total care than if directly applied to the Health Service.

4. The Time-table for Programming Joint Finance Bids

4.1 All joint finance bids from all sources must be agreed by the Local Authority and the District Health Authority. Additionally, voluntary organisations must seek the agreement of the appropriate authority to accept the tapering commitments on their schemes, unless they are able to meet them from their own resources. The proposed time-table for dealing with bids for 1986/87 is given below:-

4.2 (a) June 1985

The DHA invited all those statutory and voluntary organisations entitled to make bids to submit outline proposals by the end of June.

(b) July - September 1985

The Joint Officers Finance and Planning Group (representing London Boroughs of Southwark and Lewisham, ILEA and the DHA) will give detailed consideration to the proposals in the light of guidance from their respective authorities.

(c) September 1985

The Joint Consultative Committee will consider the overall strategy for 1986/87.

(d) September - November

Officers will finalise work on the proposals.

(e) November 1985

The final list of proposals from all bidding authorities and agencies will go to relevant committees of the Council and the JCC for their approval.

(f) December 1985

The DHA will be asked to give final approval to the list.
5. Uncommitted Joint Finance 1986/87

5.1 It is not possible at this stage to estimate the amount of joint finance likely to be available for new schemes in 1986/87. The assumption is that the 1986/87 allocation for the Lewisham and North Southwark Health Authority will be in the region of £1.1 million i.e. the same level as in previous years. The standing agreement with the London Borough of Southwark is that the amount available for new schemes is divided on an average two thirds to Lewisham, one third to Southwark.

5.2 The amount available for new schemes is the 1986/87 allocation, plus slippage on previously agreed schemes, less committed expenditure on previously agreed schemes. It would be optimistic to assume that Lewisham's share (Social Services Department, Housing and voluntary sector) of joint finance available for new schemes in 1986/87 will be more than £150,000.

6. The District Health Authority's Advice

Owing to the small amount of uncommitted joint finance likely to be available in 1986/87, the District Health Authority has indicated that the criteria as stated in the DHSS circulars will be strictly applied. Small and non-recurrent items are more likely to be successful.

7. Financial Considerations

7.1 In the light of the current difficult financial situation facing the Council and the likely ongoing effect of the rate-capping legislation, it is important that the Committee is aware of the additional commitment of existing joint financed projects due to tapering arrangements.

7.2 The additional financial commitment in 1986-87 over 1985-86 of existing joint financed projects is £157,000. The eventual total additional commitment to the Council over the 1985/86 level (after all existing projects have fully tapered back to the Council in 1991-93) is £801,900.

7.3 Financial Options

The Committee must clearly bear the above in mind when considering submissions for future joint financing projects. To assist in this, the Committee may wish to consider a number of "financial options" (as distinct from service or other considerations) before deciding on the criteria to adopt in respect of approving and prioritising submissions for 1986-87:

7.3.1 High priority should be afforded to projects which would give rise to long term revenue savings such as capital projects leading to energy savings. (One recent example of a scheme with beneficial revenue effects is the pilot project for boarding out of the elderly, which reduces the cost of agency placements in private homes).

7.3.2 The tapering arrangements on existing projects should be re-negotiated.

7.3.3 Only approve schemes with no ongoing revenue consequences or give high priority to such schemes.

7.3.4 Consider short term schemes (maximum 3 years) which would attract 100% joint financing and would have no revenue effect for the Council.
7.3.5 Voluntary organisations submissions to the DHA should only be supported if they are prepared to meet the increasing revenue costs from their own resources.

7.3.6 Place a financial limit for 1986-87 and/or the eventual full cost on the level of bids submitted.

8. Service criteria

It is likely that joint finance will be one of the very few sources of new money available in 1986/87 for development purposes. It is important to ensure that it is used to the maximum effect, both in financial terms and in the pursuance of the Committee's policy objectives. There will be pressure from the District Health Authority not to use joint finance to produce direct savings to the Council's budget since this would not achieve any service development. In terms of service needs, taking into account the financial position as outlined in paragraph 7, the feasible options would appear to be as follows:

8.1 Pump-priming short term schemes

There are pump priming schemes, which could attract 100% funding for three years, capable of achieving service development which may eventually become virtually self supporting, e.g. group homes, independent living schemes, boarding out schemes etc.

8.2 Schemes with revenue consequences

Some schemes with revenue consequences might also be worth considering if they are capable of achieving savings in the long term. An example could be schemes designed to rehouse men at Carrington House in the community. A range of alternatives to residential care which would reduce the use of private and voluntary residential homes and ease the pressure on the Committee's own residential establishments would fall into this category.

8.3 Non-recurring expenditure

8.3.1 There are no major capital schemes envisaged in the foreseeable future but some substantial non-recurring items are needed which would make considerable improvements to the services currently offered. These include specialised transport for multiply handicapped children and a lift at the Mulberry Centre.

8.3.2 If the Committee decides only to support schemes which qualify under the criteria in paragraphs 8.2 - 8.4 then it must be recognised that some crucial areas requiring further development will have to be ignored until 1987/88. These include staff to work in areas such as drug dependency, handicapped children under 5 years, sickle cell disease sufferers, child abuse etc. This will mean that the Council will be unable to support some aspects of the Health Service's care in the community policies.

8.3.3 Within the parameters of the DHSS criteria and guidance from the Committee on financial and service criteria, it is hoped that officers of the Housing and Social Services Departments can put together a mutually acceptable package for presentation to both Committees in the Autumn. By then, bids from ILEA, voluntary organisations and the District Health Authority will be known and can be considered alongside the local authority bids, and priorities established.
9. **Financial Implications**

9.1 None of the options/criteria set out above would commit the Council to any increased costs (net), with the exception of No. 7.3.6 where it would be necessary to seek the Policy and Resources Committee's approval to the total additional commitment, including the effects of block grant penalty.

9.2 The Committee may alternatively wish to consider that any such scheme with revenue consequences should be compensated by a proposal for achieving valid savings of a corresponding sum elsewhere in the Committee's revenue estimates, so that there is no increase in the Council's net expenditure.
Item No.17  

EMERGENCY PLANS TO COPE WITH CURRENT SHORTAGE OF FOSTER HOMES  
(Contributor: DSS)

1. Purpose of the Report

To inform the Committee about the difficulties currently being experienced in the provision of foster placement for children in care.

2. Recommendation

To note the contents of this report.

3. Background

3.1 There is a very grave shortage of fostering placements for young children up to the age of 11. The number of short and extended short stay foster homes available has remained fairly constant. However, the number of children placed on an extended short stay basis has increased from an average of about 25 to 45. This is not because there are more children in care, but is due to the length of time taken to resolve each case. Some are children whom the Department are attempting to rehabilitate to their families or children who are waiting for suitable adoptive families. However, the largest number are children who are awaiting some legal decision, 9 are Wards of Court where the date of the hearing has either not been agreed yet or where the hearing has been fixed for some months ahead. Others are the subject of access proceedings or the parents have appealed against Care Orders.

3.2 Because very few of the children in short stay foster placements are likely to leave in the immediate future, the present situation is likely to continue for some months. As most foster parents take their summer holidays during the school holidays the situation is likely to worsen from mid-July to early September. It is not easy to see how some of the side effects, families being split or moved around, can be avoided.

3.3 The group of self referring foster parents who were the traditional mainstay of short stay fostering for younger children appears to have dried up. The work of foster parents for this age group has changed radically over the past few years and a worrying number of foster parents for children aged under 11 years give up or move to the special schemes for older handicapped children which pay a professional fee and double fostering rates.

3.4 Six places for under 11's are taken by children over that age since the crisis first arose with placements for the 11 - 17 Scheme. Three new posts, a Team Leader and two social worker posts have recently been released which should make a difference in recruitment. Some discussion will need to take place within the Department to see if in the short term some of the new workers' time can be used to recruit foster families for the younger age groups.

3.5 The under 11 fostering group are at present concentrating their work on finding Black foster families and this too may need to be looked at in the short term, although the Team are very reluctant to abandon this initiative.
4. Contingency Plans

4.1 The following plans are being made to cope with children received into care or on Place of Safety Orders out of office hours. The Child Minding Section has arranged that a group of their most experienced child minders will be available to take children in an emergency and for a period up to a few days after that. Arrangements are being made to supply equipment and these child minders will be paid the normal fostering retaining fee of £10.70 per week for each place available.

4.2 The Department is hoping to employ two or three extra night sitters to stay with children who can remain in their own homes, although this also would have to be on a time limited basis. There are additional difficulties as to the hours night sitters usually work, which do not cover the hour or so before children go to school. However, if this service were expanded it would be beneficial to avoid short term admissions to care not only in the present crisis but as a provision in the future.

4.3 It is felt that none of the present residential establishments within the Borough would be suitable for a placement of any length for younger children in care. The Residential Services Division have therefore identified private and voluntary establishments who take children under 11 and who will be approached if placements are needed.

4.4 Officers are now working on ideas to create additional placement and expect to produce a report for this Committee in September.

5. Implications for Women, Black People and Persons with Disabilities

5.1 The Department is using childminders as an emergency measure for very limited stay whilst other alternatives are investigated. In the event that this measure is required for a prolonged period the implications need to be reviewed.

5.2 There are implications for ethnic minorities in that the under 11 Fostering Group are at present concentrating their wok on finding Black foster families and this may need to be looked at in the short term.

6. Financial Implications

The cost of employing two nightsitters and minor costs within the Fostering Section can be met from the existing budget. Although it is not possible at this stage to assess how long the additional staff will be required, it is hoped that the period would not exceed six months, which would cost approximately £7,500.
1. **Purpose of the Report**

This report outlines the main changes proposed in the Government's Green Paper on Reform of Social Security and highlights the effects the reform will have on the clients of Social Services and the administration of the Social Services Department.

2. **Recommendations**

2.1 That this Committee ask the Government to extend the consultation period beyond September 16th and publish the figures so that a critical analysis of the proposals can be made.

2.2 That this Committee asks the Public Relations Division to make substantial efforts to encourage a response from residents who will be affected through any appropriate channels.

2.3 That this Committee contributes to the Local Authority Associations responses to the review as appropriate.

2.4 That staff of the Social Services Department be encouraged through their professional organisations to respond to the review.

2.5 That the Association of Directors of Social Services be made aware of the implications of the review particularly in the light of the pending green paper on Social Services.

2.6 That this Committee formally expresses their concern at the review to the local Members of Parliament.

3. **Background**

The Government published the Green Paper on Social Security Reform on June 3rd and have requested responses by September 16th. This is the only meeting of the Social Services Committee before that date. This makes it very difficult for members to give the proposal the serious consideration they demand. Moreover, the Green Paper does not include the Government's detailed figures and costings and it is therefore impossible to calculate the precise effect on the Borough.

4. **Outline of the Proposals**

4.1 **State Earning Related Pensions**

4.1.1 The State Earning Related Pensions Scheme (SERPS) is to be phased out. Men now aged over 50 and women aged over 45 will remain in the scheme. Those younger will be transferred to private occupational or personal pensions over the three years 1987-1990. No existing pensioners will be affected and existing rights under SERPS will be honoured (para 1.)

4.1.2 Structure of employees and employers' National Insurance contributions will change, which will include increased contributions by those employees and employers in a 'contracted-out' scheme (para 1.64).
4.1.3. The retirement age is unchanged but the Government is inviting views on a flexible decade of retirement between ages 60-70 (para 1.77).

4.2 Supplementary Benefit

4.2.1. The existing supplementary benefit scheme is to be abolished and replaced by a scheme known as Income Support (para 2.32)

4.2.2 People on supplementary benefit currently are entitled to extra weekly payments to meet special needs (eg. diet and heating) and lump sum grants for certain items (eg. removal expenses, furniture, baby items, etc). These two provisions are to be abolished. (para 2.68)

4.2.3 Income Support will be paid on the basis of a standard personal allowance payable to all claimants varied only by age and marital status. There will, however, be a lower rate payable to under 25's unless they have family responsibilities (para 2.72)

4.2.4 In addition to the personal allowance, "premiums" will be paid accordingly to client groups, eg. lone parents, people with family responsibilities, the over 60's and the disabled (para 2.75-2.85)

4.2.5 Those claimants (including many elderly and disabled people) whose benefits are considerably enhanced at present are unlikely to be compensated by the "premiums". Given the nil cost review there are bound to be winners and losers, although there will be some transitional protection (para 2.95)

4.2.6 Claimants will in future have to have been resident in Britain for an as yet unspecified minimum period before being entitled to income support (para 2.87).

4.2.7 The earnings rule will be relaxed for some claimants enabling them to earn up to £15 a week before benefit is reduced but no allowance will be made for work expenses - eg. child minding costs. This clearly will have particular implications for women, especially lone parents (para 2.91)

4.2.8 The capital cut-off point for entitlement to income support will increase from £3,000 to £6,000 but there will be an assumed income from savings above £3,000 (para 2.89)

4.2.9 The Government proposes that claimants on income support should no longer receive help with mortgage interest payments at least in the short term. This proposal will be discussed with Building Societies (para 2.92)

4.2.10 Claimants will in future, be required to meet their "residual housing costs", eg. water rates, full heating charges, and service charges, out of the basic income support (para 2.93)

4.2.11 In place of lump sum grants there will be a social fund with a fixed budget in each DHSS area to be administered by specialist officers (para 2.96)

4.2.12 Some payments from this fund will be by means of a loan repayable from weekly benefit instead of the current one-off grant system (para 2.105)

All references are to Reform of Social Security Volume 2 HMSO).
4.2.13 The Maternity Grant will be abolished and replaced with a flat-rate payment from the Social Fund of around £75 for families receiving Income Support or Family Credit (para 5.19).

4.2.14 The Death Grant will be abolished and replaced with a payment designed to meet the reasonable cost of a funeral but this will be recoverable either as a first charge on the Estate or from the claimants if they can afford to repay the loan (para 5.35).

4.2.15 There are no published criteria for how DHSS officers will exercise their discretion in making such payments and there will be no independent right of appeal (para 2.111).

4.3 Housing Benefit

4.3.1 There will be a cut of £500m in the Housing Benefit budget (Times 4.6.85).

4.3.2 The method of calculation of entitlement will be substantially altered. This affects the capital rule (capital will now be taken into account) the personal needs allowance, and the tapers by which benefit is reduced (para 3.75).

4.3.3 Housing Benefit Supplement will be abolished (para 3.73).

4.3.4 All claimants will have to meet the cost of 20% of their rates, as the maximum rate rebate will be set by Government at 80% (para 3.54).

4.3.5 There will be cuts in the level of Government subsidy to local authorities for both the cost of the benefit paid and the cost of administration. Moreover, the Secretary of State would take powers to reduce the level of subsidy further if local authorities 'overspend' on their H.B. Schemes. (para 3.6).

4.3.6 Local authorities will not be able to enhance the national H.B. Scheme with a local scheme. (para 3.71).

4.3.7 The Secretary of State will have powers to set limits of the level of rents eligible for Housing Benefit (para 3.67).

4.3.8 As with Income Support, students will be ineligible to claim assistance (para 3.71).

4.3.9 The arrangements for implementation by April 1987 include changes to Housing Benefit in November '85, April '86 and July '86 (Vol. I 13.15).

4.4 Widows' Benefits

4.4.1 A single lump sum payment will be made to all widows on bereavement, if the National Insurance contribution conditions...
4.4.2 Widows bereaved between the ages of 40 and 45 will no longer be entitled to Widows' Pension.

4.5 Family Support

4.5.1 Child Benefit will remain intact as a universal benefit but it will be given lower priority in the allocation of resources than 'Family Credit' (see below) (para 4.44)

4.5.2 Family Income Supplement (FIS) will be abolished and replaced by 'Family Credit' which will be assessed by DHSS but paid by the employer (para 4.45)

4.5.3 FIS is payable to either partner in a couple but with Family Credit only the partner in work outside the home will receive the benefit. (para 4.47)

4.5.4 Currently FIS entitles the children of a family to free school meals. The provision is to be abolished (para 4.50)

4.5.5 Local authorities' power to provide free and reduced cost school meals will be abolished (para 4.51)

4.5.6 Family Credit will have to be claimed from the DHSS, like FIS, and therefore this will not enhance the current low take up rate (para 4.48)

4.5.7 The scheme for welfare foods to be provided for people on low income is to be abolished (para 4.51)

5. Implications for Social Services Department

5.1 The abolition of weekly additions and one-off grants payable with Supplementary Benefit (now called Income Support) will lead to losses for elderly and disabled people. The Green Paper states that the intention is to redistribute resources within the scheme to families from other claimants. The Disabled Income Group suggests that the 'premium' for disabled people would have to be set at £16.10 in order to compensate for the loss of weekly additions. The actual figure may be only one third of that level.

5.2 The elderly - particularly owner occupiers - will also lose from the proposed cuts in Housing Benefits.

5.3 In the long term, less well off elderly people are likely to lose out if the abolition of SERFS and its substitution by private based pension schemes goes ahead.

5.4 Lone parents on Supplementary Benefit will no longer have their childminding expenses allowed for if they take part-time work.

5.5 The abolition of single payments for items such as bedding, clothing, fuel and furniture will inevitably result in additional pressure on Social Services, particularly for 'Section' funds.
5.6 The Green Paper envisages a greater role for Social Workers in assessing claimants for payments under the 'Social Fund'. There will be no right of appeal against decisions on applications to this fund.

5.7 The new "presence test" (a rule which means claimants will have to have been resident in Britain for yet an unspecified minimum period before being entitled to income support) could throw an additional burden on local authorities in the form of assistance through the children and young persons Act, Section 1 payment.

5.8 Cuts in benefits for young people will make it more difficult for them to set up homes on their own if they are unable to return to their parents.

6. The Role of the Welfare Rights Unit

The Unit is co-operating with Local Government Welfare Rights Units throughout London and has built up a substantial library of press cuttings and commentaries and critical appraisals of the review and has copies of the Green Paper. The Unit is willing to attend any meetings that members may call in their wards or that members of staff may call to outline the reviews and their effect.

7. Conclusion

7.1 The proposals in the Green Paper have substantial implications for Lewisham residents, in general, and the Social Services Department's clients in particular.

7.2 The Review also contains major proposals which will affect the Council's financial strategy and the deployment and job content of many of the Council's staff.

7.3 This initial response draws out the immediate issues which need decisions and the Welfare Rights Unit will keep the committee informed of future developments in this area.

8. Financial Implications

Although the proposals could have significant implications for the Council, especially for this Committee, the Green Paper does not contain sufficient figures or costings to enable the precise financial implications to be assessed at this stage.
DELEGATION
(Contributors: B.Sec and DSS)

1. Purpose of Report

1.1 To note the matters already delegated to the Chair and Vice-Chair or to the officers.

1.2 To approve the delegation of further matters.

2. Recommendations

2.1 That those matters already delegated to the Chair and Vice-Chair of the Social Services Committee and to various officers, as set out in the Appendix to this report, be noted.

2.2 That the Director of Social Services be authorised to:

(a) Approve the registration of child-minders.

(b) Approve the building plans for projects for which Committee approval has already been given.

(c) Let day centre premises to local religious or similar organisations for regular meetings and to impose charges as determined by the Social Services (Finance) Sub-Committee.

(d) Request the Borough Treasurer to approve transfers of estimates for newly approved Urban Programme projects.

(e) Approve late changes incurring no additional cost to approved lists of Capital Programme and Renewals Fund items for submission to the "Other Services" Capital Programme Monitoring Panel.

2.3 That the Director of Social Services, or the appropriate Assistant Director, and the Solicitor to the Council, or the Head of Legal Services, jointly be authorised to initiate wardship proceedings and the requirement that reports of wardship proceedings be made to the Care Sub-Committee be discontinued.

3. Background

On 10th April 1985 the Committee considered a reference from the Policy and Resources Committee on the review of the committee structure. The Committee decided, inter alia, that a list should be submitted to this meeting setting out the items which were currently dealt with by the officers under delegated authority and by the Chair and Vice-Chair under the provisions of Standing Order No.55, together with the recommendations from the officers for additional items for consideration by the Committee for delegation either to the officers or to the Chair and Vice-Chair.
4. Matters which have been delegated to the Chair and Vice-Chair or to the officers

A list of items which have been delegated either to the Chair and Vice-Chair or to the officers is attached as an Appendix to this report.

5. Suggested areas of further delegation to officers

5.1 Registration of child-minders

Currently the Chair and Vice-Chair are authorised to approve the registration of child-minders. If this was delegated to officers, matters concerning refusal or withdrawal of registration would continue to be referred to the Chair and Vice-Chair for approval.

5.2 Approval to Building Plans

Currently the Chair approves building plans for projects which have previously received Committee approval. Officers are already delegated the authority to make planning applications.

5.3 Letting of Premises - Council Day Centres

Currently officers are allowed discretion to impose an equitable charge in respect of lettings of day centre premises to social voluntary groups organised regionally or nationally. Other lettings are referred to the Chair and Vice-Chair. Such lettings are, in the main, to religious groups for regular meetings.

5.4 Urban Programme - Transfer of Estimates

When new approval of an Urban Programme project has been received it is necessary for the Social Services Committee to seek approval of a transfer of estimates from the central provision in the Policy and Resources (Finance) Sub-Committee to the Social Services Committee if the amount to be transferred exceeds the agreed limit (currently 10% of the estimate head up to a maximum of £5,000). The Borough Treasurer has delegated authority to make the transfer. It would simplify procedures if the Director of Social Services was authorised to ask for the transfer.

5.5 Capital Programme - Approved List: Renewals Fund Approved List

It is sometimes necessary to make changes, substituting one item for another of an equivalent cost, to the lists of items previously approved by the "Other Services" Capital Programme Monitoring Panel. Approval of such changes needs to be given by the Chair of Social Services Committee before submission to the "Other Services" Capital Programme Monitoring Panel.

5.6 Wardship

5.6.1 Wardship is increasingly used in child care cases as an alternative to Juvenile Court care proceedings, or where there would otherwise be proceedings in different courts and where the outcomes are interdependent e.g. paternal access, freeing proceedings, adoption, care proceedings.
5.6.2 The High Court has a number of advantages in that it may make very wide-ranging and detailed decisions about Wards of Court; the welfare of the child is paramount and anyone who has a clear interest in the child e.g. relatives or close friends may become party to the proceedings. This is particularly useful in cases where relatives have cared or want to care for a child, or wish to be heard by the Court. Wardship has disadvantages in that the initial proceedings are expensive, the Council's day to day control of the ward is circumscribed by the extent of the wardship order and further action in respect of the ward outside the terms of the wardship order have to receive the approval of the court with further applications which are time consuming in staff terms and incur further legal fees.

5.6.3 As this legal option has become more popular and one that staff have become more familiar with, it seems more appropriate that officers should deal with the decision to initiate wardship proceedings. Often decisions have to be made as a matter of urgency.

5.6.4 In most circumstances a recommendation to ward a child is and will continue to be the result of a case conference of workers concerned (usually multi-disciplinary).

5.6.5 At present, the matter is then referred to a Senior Officer who consults with the Solicitor to the Council, and, depending on the advice received, including that from Counsel if appropriate, will decide whether or not to ask the Solicitor to the Council to seek the Chair's approval for wardship proceedings to be initiated.

5.6.6 It is proposed that the decision to apply for wardship may in future be taken by identified senior officers with day-to-day responsibility for child care work, in consultation with the Solicitor to the Council.

5.6.7 In these circumstances the Chair will no longer authorise wardships and it would be consistent to discontinue reporting to the Care Sub-Committee after the hearing.

6. Financial Implications

This report has no specific financial implications.
1. DELEGATION TO DIRECTOR OF SOCIAL SERVICES

(Date when Committee delegated function is shown in brackets)

(a) Chronically Sick and Disabled Person Act 1970: Adaptations (28th September 1983)

Director authorised to approve adaptations which do not count against the Council's Capital Expenditure Allocation, subject to the expenditure being contained within revenue estimates.

(b) Damage to Foster Homes: ex-gratia Payments (27th June 1984)

Director authorised to approve ex-gratia payments to foster parents up to a maximum of £500 per case. An annual report to be submitted to Committee on the payments made by the Director.

(c) Day Centres - Lettings to National and Regional Voluntary Organisations (15th November 1976)

Officers allowed discretion to impose an equitable charge in respect of lettings of Council Day Centre premises to social voluntary groups organised regionally or nationally.

(d) Member Access to Social Services files (21st November 1984)

In the case of members' requests for access to information held in the Social Services Department; the Director should decide initially whether access is in the client's interest. Appeals against the Director's decision will be heard by the Social Services Committee. (This policy is not in operation yet)

(e) Mental Welfare Officer/Approved Social Worker Appointments (20th September 1971)

Director was authorised to appoint mental welfare officers in future as and when he was satisfied that they were competent to undertake the duties involved. Since the implementation of Mental Health Act 1983, the mental welfare officers, have been replaced by Approved Social Workers.

(f) Recuperative Holidays (1st December 1975)

Director empowered to reduce or waive charges in respect of cases of serious hardship.

(g) Registration of Private and Voluntary Homes (28th September 1983)

Registration of private homes delegated to Director. Ward Councillors to be advised of the receipt of such applications.

(h) Television sets for the Elderly and Handicapped (29th October 1973)

Director authorised to pay licence fees at his discretion on the lines outlined in the report.
ITEMS DELEGATED TO THE BOROUGH VALUER

1. In so far as such matters fall within this Committee's terms of reference and functions, to delegate authority to the Borough Valuer, in joint decision where appropriate with other Chief Officers, as follows:

1.1 The acquisition of land and premises - in approved sites and schemes and of individual houses at a cost per transaction not exceeding £50,000, subject to the necessary financial provision having been made in the Capital Estimates.

1.2 The value at which land and premises are appropriated between Committees.

1.3 The acceptance of the surrender of leases of residential properties where there are no outstanding dilapidations, or where dilapidations have occurred and the cost of repairs does not exceed the value of the lease to be surrendered, provided there are no other breaches of covenant and where, in the opinion of the Borough Valuer, it is advantageous to do so.

1.4 The approval of assignments of leases held from the Council where a change of use is not proposed and there is no consideration payable to the Council.

1.5 The letting of premises within approved development sites for temporary periods.

1.6 The disposal of properties under the Leasehold Reform Act 1967.

1.7 The arrangement of service of all Landlord and Tenant Act Notices except where it is proposed to terminate a lease or where the grant of a new lease is to be opposed.

1.8 The payment of vendor's reasonable legal expenses to a maximum of £50 in cases of surrender of leases of residential properties.

1.9 The payment of Home Loss and Well Maintained Payments.

2. Authority delegated to the Borough Valuer, in so far as such matters relate to the functions of this Committee, and are not reserved under Standing Order 43 to the full Council:

2.1 The disposal of mortgage repossessed properties for the best price obtainable subject to the proceeds from disposal exceeding the outstanding loan debt.

2.2 The disposal of residential properties where the Council is legally obliged to do so, e.g. pursuant to the Housing Act 1980.

2.3 The leasing for a period not exceeding 21 years, and tenancies at will of commercial properties including shops and excluding lettings to voluntary or community groups, and in the case of shops held by the Housing Management Committee subject to the use being approved by the relevant District Housing Management Committee.
2. DELEGATION TO SOLICITOR TO THE COUNCIL/HEAD OF LEGAL SERVICES

On 1st February 1984, the Committee delegated to the Solicitor to the Council or when he is not available or unable to act, the Head of Legal Services, in joint discussion with the appropriate Chief Officer, the function of this Committee in respect of the authorisation and settlement of legal proceedings on the basis set out below:-

"In Joint decision with the appropriate Chief Officer to initiate, defend, compromise or settle on behalf of the Council and this Committee.

(a) All proceedings in the Magistrates and Crown Courts except proceedings under the General Rate Act 1967

(b) All proceedings in the High and County Courts and by way of Arbitration or in the Lands Tribunal in respect of monies due to or from the Council

(c) All proceedings to recover or protect land or other property owned by or charged to the Council

(d) All proceedings to enforce agreements entered into with the Council EXCEPT in all cases those proceedings properly referable to the Council's insurance company".

3. DELEGATION TO APPROPRIATE CHIEF OFFICER - PLANNING APPLICATIONS

Authority was delegated on 1st February 1984, to relevant Chief Officers to make planning applications on behalf of this Committee, subject to the project already having Committee approval to proceed.

4. DELEGATION TO BOROUGH VALUER

On 21st March 1984 the Committee agreed to delegate the matters referred to in Annex A attached to the Borough Valuer in joint decision, where appropriate, with any other Chief Officers. The items marked with an asterisk should be reported to the next ordinary meeting of the Committee.

5. DELEGATED TO CHAIR AND VICE-CHAIR OF SOCIAL SERVICES COMMITTEE

(a) Registration of Child Minders
   (28th September 1983)

Chair and Vice-Chair authorised to approve the registration of Child minders.
2.4 The granting of leases for a period not exceeding 25 years, and
    tenancies-at-will, of industrial premises.

2.5 The granting of minor easements or licences over or affecting
    land or premises, including licences of advertising hoardings
    on land or premises in conformity with Council policy.

2.6 The leasing to the appropriate statutory undertakers of sites
    for the construction of electricity transformer sub-stations.

2.7 The approval of rent or fee reviews under leases or licences
    subject in the case of leases or licences held by the Council
    to the necessary financial provision having been made in the
    estimates.

2.8 The approval of assignment of leases or licences, whether or
    not consideration is payable to the Council.

2.9 The approval of assignment of leases or licences where a change
    of use is involved, subject in the case of shops held by the
    Housing Management Committee to the approval of the relevant
    District Housing Management Committee (see para 1.4 above)

2.10 The waiving of restrictive covenants imposed as a result of a
    disposal under the Leasehold Reform Act 1967.

2.11 The approval of the subletting of leases granted by the Council.

2.12 The acceptance of the surrender of leases of non-residential
    properties on the same basis as outlined in 2.3 above.

* to be reported for information to the next ordinary meeting of the Committee.
Item A.

LONDON BOROUGHS' TRAINING COMMITTEE (SOCIAL SERVICES)
(Contributor: B. Sec).

A copy of the 19th Annual Progress Report covering the period 1st September 1983 to 31st August 1984, has been placed in the Members' Room.

Item B.

REPORTS OF SUB-COMMITTEES
(Contributor: B Sec)

1. Adoption Sub-Committee

On 17th April 1985 the Sub-Committee considered detailed reports and decisions were made as follows:--

1.1 Prospective Adopters

Two applications were approved, one application was re-approved and two applications previously approved were rescinded.

1.2 Placing of Children in the Care of the Council

Three children were placed for adoption with their prospective adopters and the legal costs in the adoption and wardship proceedings were paid. Support was given for one man to adopt his foster child.

1.3 Placing of Children not in the Care of the Council

One child was accepted for adoption and placed with his prospective foster parents.

2. Care Sub-Committee

On 19th March 1985 the Care Sub-Committee considered detailed reports and with respect to one child the Sub-Committee were concerned that TB had not been diagnosed in a child's adoption medical and Dr Purkiss will be informed about this case and asked whether this test could be carried out as a matter of course for future adoption medicals.

It was agreed that parental access be terminated with respect to one child and one child was returned to his mother with the Section III resolution being retained until such time as the mother has demonstrated her ability to care for her child over a suitable period of time.

Item C.

ACTION TAKEN BY CHAIR AND VICE-CHAIR

The Chair and Vice Chair have approved the following action in accordance with the provisions of Standing Order No. 55:--

1. Voluntary Organisation - Vacancy Control - Resources Worker: Consortium

Agreed that the post of Resources Worker for Consortium should be filled immediately.
2. Voluntary Organisation - Vacancy Control - Development Officer: Age Concern, Lewisham

Agreed that the post of Development Officer for Age Concern, Lewisham should be filled immediately.

3. Voluntary Organisation - Vacancy Control - New Cross Playbus Association

Agreed that the post of Playbus Worker Scale 4 for the New Cross Playbus Association should be filled immediately.

4. Adoption Panel/Sub-Committee and Care Sub-Committee Membership

Agreed that Councillor Elvin should replace Councillor Bartlett on the Adoption Panel/Sub-Committee and the Care Sub-Committee with effect from 12th April 1985 until the end of the 1984/85 municipal year.

5. Urban Programme Circular 25

Authorised a request being made for a transfer of £225 from the Central Provision in the Policy and Resources (Finance) Sub-Committee's estimates to enable payments to be made to the Fitzgerald Project Extension under Urban Programme Circular 25.


Approved the following:

6.1. Registrations

The issue of intention to make orders imposing requirements as set out in the register, in respect of 38 Child Minders recommended to mind 54 children, Serial Nos 3171 - 3208 in the Register.

6.2. Variation Order: Child Minders

The issue of amended certificates in respect of 21 Child Minders, Registration Numbers, 3105, 2777, 3125, 3065, 3199, 2798, 3061, 2415, 3174, 862, 3067, 3041, 3210, 3100, 3084, 2804, 3233, 3139, 3004, 3113, 3060, in the register.

6.3. Cancellations: Child Minders

Registration of 37 persons, minding 62 children have been cancelled as they no longer wish to mind children.

7. Adoption Panel

The membership of the Adoption Panel, as agreed by the Committee on 22nd May 1985, did not comply with statutory requirements. The Chair, and nominated member (Councillor Harker), have agreed the following action to rectify the situation:

(a) Dr Davids, the Panel's medical adviser, to be a member of the Panel.
(b) Councillors Jordan, Goudge and Margaret Sandra to be removed from the Panel, although they remain members of the Adoption Sub-Committee.

8. Schemes for the Physically Handicapped

The former Chair and Vice-Chair approved a number of proposals for joint financing in 1985/86 in respect of services for the physically disabled, but not their limitation by 3 year contracts for staff. These proposals were forwarded to the Joint Consultative Committee on 14th March 1985 and subsequently agreed by the DHA. The Council had the option of not taking up the joint finance, taking it up as presented, or taking it up without stipulating three year staff contracts and re-negotiating future finance with the health authority. The Chair, and the nominated member (Councillor Harker) agreed the last course of action.


9.1 The Policy and Resources (Finance) Sub-Committee were asked to approve a supplementary estimate to meet the costs arising from a reduction in the working week for staff working hours in excess of the normal working week. The Policy and Resources (Finance) Sub-Committee expressed their concern at the failure of this Committee to absorb the additional costs arising from the reduction of the working week. The Policy and Resources Committee were recommended to approve a supplementary estimate of £86,000 in 1984/85 and to amend the 1984/85 probable estimates accordingly. It was agreed that the Social Services Committee should be informed of the foregoing and asked to look more closely for savings to compensate for the supplementary estimate in 1984/85.

9.2 The Director of Social Services advised the Chair and nominated member that in order to make valid compensatory savings of £86,000 in the last few months or so of the 1984/85 financial year would have involved cuts in services which would have been unacceptable to this Committee. However, fortuitous savings totalling some £80,000 (net) were identified when determining the revised 1984/85 probables. Following further work on the implementation of the reduction in the working week, it was possible to re-assess the likely cost as being £60,000 in 1984/85. The Chair and nominated member agreed that no valid compensatory savings could be found in 1984/85 to meet the implementation of a reduction in the working week.

10. Carrington House

The DHSS have now specified their new board and lodging rates payable to homeless persons, resulting in a new maximum DHSS benefit of £70 weekly. The Chair and nominated member have agreed the following increases to the accommodation charges to reflect this with effect from 1st July 1985:

<table>
<thead>
<tr>
<th></th>
<th>Current</th>
<th>Proposed</th>
<th>Difference</th>
</tr>
</thead>
<tbody>
<tr>
<td>Amenity beds (weekly)</td>
<td>30.40</td>
<td>35.50</td>
<td>+ 5.10</td>
</tr>
<tr>
<td>Special Cubicle (weekly)</td>
<td>28.50</td>
<td>33.50</td>
<td>+ 5.00</td>
</tr>
<tr>
<td>Ordinary bed (weekly)</td>
<td>26.80</td>
<td>32.00</td>
<td>+ 5.20</td>
</tr>
<tr>
<td>Ordinary bed (nightly)</td>
<td>4.30</td>
<td>5.50</td>
<td>+ 1.20</td>
</tr>
</tbody>
</table>

Additional income from residents' contributions is estimated at approximately £115,000 per annum, £86,500 in the current year.
There is currently a shortfall of income compared with the estimate provision, occupancy levels being lower than anticipated, and the revised charges should increase income up to the figure included in the 1985/86 revenue estimates (£584,570).

Item D

RESIGNATION OF COUNCILLOR GOUDGE AS CHAIR OF THE SOCIAL SERVICES COMMITTEE: MUNICIPAL YEAR 1984-85
(Contributor: B. Sec)

Following her appointment as Leader of the Council, Councillor Goudge formally resigned as Chair of the Social Services Committee. During the remainder of the 1984-85 municipal year, Councillor Jordan, acting in his capacity as Vice-Chair of the Social Services Committee, sanctioned any urgent action required under the provisions of Standing Order 55. Councillor Moran was nominated to act with Councillor Jordan on behalf of the Committee until the annual meeting on the 22nd May 1985.

Item E

RE-ORGANISATION OF THE SOCIAL SERVICES DEPARTMENT
(Contributor: DSS)

1. Background

1.1 This Committee received a report from the Director on 24th November 1984, which outlined the reasons why re-organisation within the Department was felt to be necessary and the principles on which this should be based. These principles emphasised the need for a department which was better equipped structurally to deal with the needs of oppressed people, which has a flatter and more simple organisation, and which placed a high premium on consultation and power sharing with the workforce.

1.2 The November report briefly outlined the next steps towards re-organisation and promised to keep the Committee informed of developments. This has been done informally through wide distribution of "Time for Change Bulletins" and there have been discussions with the Chair and Vice-Chair as plans have progressed.

2. The Current Situation

2.1 Following the retirement of the Assistant Directors for Social Casework and Community Development in March 1985, work has concentrated on bringing together their divisions as one structure and under a single Assistant Director.

2.2 Priority has also been given to establishing a more effective and better resourced Planning and Development Unit under a new Principal Officer post.

2.3 Work has also gone ahead on other aspects of the re-organisation (e.g. improving communications, delegation, training, decentralisation) and this is described in detail in the "Time for Change Bulletins."

2.4 As a result of this work which has involved wide consultation within the Department and with Trade Unions (who have observers status on working parties), plans have now been formulated with objectives of-

(a) Establishing the post of Principal Officer Planning and Development in the very near future.
(b) Appointing an Assistant Director Community Services Division (for the new combined Social Casework and Community Development Division) by November 1985. This is subject to Trade Union consultation at time of writing.

(c) Moving, through a consultative process, to a fully re-organised Division by April 1986.

2.5. The principles which will determine the structure of the new division are described in detail in "Time for Change Bulletin 6" which has recently been circulated to all members. The implementation of these principles, the resulting structures and how they affect individuals will be evolved through consultation processes up to April 1986. All policy decisions will, of course, be presented to this Committee before any action is initiated and close liaison will be maintained with the Chair and Vice-Chair as plans progress. Members will be kept up-to-date informally through "Time for Change Bulletins" and information reports to Committee. Individual members who require additional information at any point may wish to contact the Deputy Director for this.

3. Longer Term Plans

The re-organisation of the Community Development and Social Casework Divisions is seen as one phase of a process which will ultimately review the structure and effectiveness of all aspects of the Department. The aim of this work will be to change (where necessary) both the organisation and philosophy in order to achieve the policy objectives described elsewhere on this agenda.

Item F

EX-GRATIA PAYMENTS TO FOSTER PARENTS
(Contributor: DSS)

1. In June 1984 the Committee agreed to increase the authorisation of the Director of Social Services for such payments up to a maximum of £500 per case. It was also agreed that an annual report be submitted to the Committee. The following is a list of all payments exceeding £25 made during the financial year 1984/85.

<table>
<thead>
<tr>
<th>Date</th>
<th>Details</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>(a) 1.10.84</td>
<td>Reimbursement for missing ring stolen by foster child</td>
<td>£220.00</td>
</tr>
<tr>
<td>(b) 11.11.84</td>
<td>Repair of washing machine damaged by child in care.</td>
<td>£33.72</td>
</tr>
<tr>
<td>(c) 17.12.84</td>
<td>Repair and replacement of part of computer damaged by young foster child.</td>
<td>£239.00</td>
</tr>
<tr>
<td>(d) 18.12.84</td>
<td>Reimbursement of money stolen by foster child.</td>
<td>£40.00</td>
</tr>
<tr>
<td>(e) 28.12.84</td>
<td>Replacement of furniture accidentally damaged and broken by large 16 year old with defective hip.</td>
<td>£300.00</td>
</tr>
</tbody>
</table>
Date | Details | Amount
--- | --- | ---
(f) 19. 2.85 | Replacement of vacuum cleaner broken by foster child. | £ 59.95
(g) 5. 3.85 | Replacement of glass table top broken by foster child. | £ 84.00

2. The cost of making ex-gratia payments is considerably less than the Department taking out an insurance policy through the National Foster Care Association.

Item G
BLACK FOSTER PARENT RECRUITMENT
(Contributor: DSS)

1. **Purpose of Report**

To inform the Committee of the efforts being made to recruit Black foster families to avoid trans racial placements.

2. **Background**

2.1 38% of the children in care to Lewisham are Black or of mixed parentage.

2.2 The Department has always had a core of Black foster parents who have given long and valuable service. However, it was realised that many of them were of the older generation or relatives or friends of existing foster families, meaning that much of the recruitment had been by word of mouth.

2.3 With the introduction of two schemes to foster adolescents i.e. Family Plus and the 11-17 Short Stay Scheme for which a £25 fee plus double boarding out rates is paid, the number of Black applicants has increased. Many Black foster parents need to work for economic reasons and therefore they find it easier to foster older children.

2.4 The group of children it has been most difficult to recruit Black families for were the under 11's and particularly the 0-5 age group who are at home all day.

3. **Good Practice**

3.1 Following extensive consultation with members of the Black community both within and from outside the Department it was decided to mount an advertising campaign specifically directed at recruiting Black foster parents for young children.

3.2 In view of the advice given the Department decided to alter some of its practices; namely:

3.2.1 The age limit raised to 63.

3.2.2 It was agreed that applicants who work part time could be considered for younger children and that the part time carer would be included in the assessment process.

3.2.3 Group Assessments training sessions for prospective foster families were introduced for applicants for young children. This was a direct response to advice that Black families would find this more acceptable. The groups are co-led by a social worker and foster parent, one of which is Black.
3.2.4 Advertising and recruitment procedures were made as personal as possible, in addition to blanket advertising. Social workers and foster parents distributed leaflets throughout the Borough including markets, shopping centres on late night shopping evenings and Saturdays.

3.3 Eight new applicants have been approved as foster parents and there are twelve families attending the current training group.

3.4 One member of the Team is named in all the advertising and is responsible for establishing links within the Black community.

3.5 An informal meeting is to be held away from Council premises and existing Black foster parents are encouraging people that they know to be interested in fostering to meet with them and the social worker in their own homes.

4. Family Plus and 11 - 17 Short Stay Fostering Schemes

4.1 Eight Black applicants have just completed the training course and the assessment is being completed with home visits and the taking up of references.

4.2 Another training and assessment course is planned for the autumn.

4.3 The 11 - 17 Scheme has more Black than White foster parents and the proportion of Black families joining the Family Plus scheme is increasing with both new applicants and existing foster parents transferring to this scheme.

4.4 The new posts for these two Teams, funded as a result of the Residential Review, will be open to Black social workers only.

5. Implications for Women, Black People and Persons with Disabilities

5.1 There are implications for women since many Black foster parents are single women and in the majority of foster homes the primary care is given by women.

5.2 As the report indicates the aim is to attract appropriate resources for the Black children in this Authority's care.

5.3 There are no special implications for persons with disabilities.

6. Financial Implications

There are no specific financial implications arising from this report.

7. Conclusions

If sufficient Black foster families are recruited no new transracial placements will need to be made.
ARMED RAID AT BROADOAK HOME FOR THE ELDERLY
(Contributor: DSS)

1. On Friday, 31st May 1985 two armed men entered Broadoak shortly after Securicor had delivered the wage packets. They instructed the officer on duty to open the safe, and removed the wage packets, pension books and about £300 of residents' savings and petty cash.

2. The police attended the scene very quickly when called, and replacement wage packets were taken to the home by a Principal Officer from Residential Services.

3. Central Safety Staff have visited the home to advise on whether there is any way that future incidents can be prevented. It is their view that it is difficult to combine security with the need for a homely atmosphere for residents.

4. The officer on duty at the time of the raid, and the home's clerk were both shaken by the experience, but not hurt. They are both working normally.
IAL SERVICES COMMITTEE
2ND JULY 1985

CHILDMINDING
(Contributors: B. Sec and DSS)

1. On 10th April 1985 the Committee approved a number of recommendations on childminding but deferred consideration of the extension of existing guidance notes to field staff by the use of a check list for registration visits, and also decided to ask the Under Fives Working Party for its views on the registration form to be used.

2. The Under Fives Working Party considered these points on 10th June 1985. All in all they felt that the check list was reasonable but they made the following suggestions for improvements to the registration form:-

2.1 Format
This was felt to be old fashioned. The Working Party felt that bigger type, a better layout and more space for replies to some questions eg. "1(e) experience in the care of young children" should be used.

2.2 Content
Question 1(d) "qualifications" was felt to be irrelevant and should be omitted in view of the Council's equal opportunities policies.

3. The Working Party also requested that the final draft of the revised application form should be sent to Lewisham Childminders' Association for comments before submission to this Committee for final approval.

4. The Director of Social Services agrees with the recommendations of the Under Fives Working Party and will be implementing them as soon as possible.
1. Purpose of the Report

To update members on the current position concerning the report submitted to this Committee on 22nd May in respect of Mr Cooper, the Officer-in-Charge of Leeways being charged with serious criminal offences.

2. Conviction of Mr Cooper

2.1 At the Old Bailey on 3rd June, Mr Cooper the former Officer-in-Charge at Leeways, pleaded guilty to eight offences. Five charges related to the taking and distribution of indecent photographs of children in 1979 and 1982, one charge related to indecent assault in 1978/79, two charges were for incitement for gross indecency between two children in 1978. None of the children involved in these charges were in the care of Lewisham apart from the two children referred to in the gross indecency charges.

2.2 For these offences Mr Cooper was sentenced to a total of four years' imprisonment.

2.3 In sentencing Mr Cooper, the Recorder of London gave him credit as being of previous good character for having worked hard for the community, cooperating with the Police and pleading guilty to avoid further distress. The Judge commented that each of the offences fell short of the "beastliness" often associated with such charges but that Mr Cooper had abused his position and breached the trust usually expected from a person in his position.

2.4 The Judge said that it did Lewisham credit that it was represented in Court. He welcomed the setting up of an inquiry and urged anyone who might have information of assistance to the Inquiry to contact the Council.

3. The Inquiry

3.1 Various nominees to sit on the Inquiry Panel have been considered and the Chair and nominated member have approved the following members in accordance with recommendation 2.3 of the meeting on 22nd May.

Miss Elizabeth Lawson (Chair) A Barrister for 16 years having specialised for the last 10 years in Child Care and Family Law.

Richard Clough MBE General Secretary of the Social Care Association. Former member of the Central Council for Education and Training in Social Work, former President of the Residential Care Association and ex-Officer-in-Charge of a boys' home.

Kenneth Ambrose Principal Lecturer in Management Studies, Polytechnic of Central London. Previously in store management and Head Office merchandising with Marks & Spencer for 11 years.
3.2 The procedures to be followed by the Inquiry have been established and agreed in principle by Miss Lawson.

3.3 The Inquiry Panel are likely to start preliminary discussions as to the areas of the Council’s operation they wish to investigate in mid-July but owing to pre-existing commitments the Inquiry’s main work will start on 12th August with a view to publishing a report by 30th September.

3.4 The Leader of the Minority Party on the Social Services Committee has been consulted at all stages.