



## Cabinet

**Monday 16 January 2017 at 7.00 pm**

**Board Rooms 3, 4 & 5 - Brent Civic Centre**

### Membership:

#### Lead Member Councillors:

#### Portfolio

Butt (Chair)	Leader of the Council
McLennan (Vice-Chair)	Deputy Leader
Farah	Lead Member for Housing and Welfare Reform
Hirani	Lead Member for Community Wellbeing
Miller	Lead Member for Stronger Communities
W Mitchell Murray	Lead Member for Children and Young People
Southwood	Lead Member for Environment
Tatler	Lead Member for Regeneration, Growth, Employment and Skills

**For further information contact:** Thomas Cattermole, Head of Executive and Member Services: 020 8937 5446; [thomas.cattermole@brent.gov.uk](mailto:thomas.cattermole@brent.gov.uk)

For electronic copies of minutes, reports and agendas, and to be alerted when the minutes of this meeting have been published visit: **[democracy.brent.gov.uk](http://democracy.brent.gov.uk)**

**The press and public are welcome to attend this meeting**

# Agenda

Introductions, if appropriate.

Apologies for absence.

Item	Page
<b>1 Apologies for Absence</b>	
<b>2 Declarations of Interests</b>	
Members are invited to declare at this stage of the meeting, any relevant personal and prejudicial interests and discloseable pecuniary interests in any matter to be considered at this meeting.	
<b>3 Minutes of the Previous Meeting</b>	1 - 6
To confirm as a correct record, the attached minutes of the meeting of the Cabinet, held on 12 December 2016.	
<b>4 Matters Arising (If Any)</b>	
<b>5 Petitions (If Any)</b>	
<b>6 Appointments to Committees (If Any)</b>	7 - 8
<b>Chief Executive's Reports</b>	
<b>7 Reference of items considered by Scrutiny Committees (if any)</b>	9 - 20
These reference reports detail the recommendations to Cabinet from meetings of both the Resources & Public Realm Scrutiny Committee and Community & Wellbeing Scrutiny Committee. The reports refer specifically to the Brent Road Re-Surfacing Strategy; Sustainability and Transformation Plan; and New Accommodation for Independent Living Project.	
<b>8 Devolution of Business Rates Task Group</b>	21 - 154
This report sets out the recommendations to Cabinet made by the Resources and Public Realm Scrutiny Committee on the Devolution of Business Rates Task Group Report. The task group has made eleven individual recommendations, spread across the four key areas: Central Government Policy, Financial Risk, Possible impact to Brent and Growth in Business rate income.	

**Ward Affected:**  
All Wards

**Lead Member:** Deputy Leader (Councillor Margaret McLennan)  
**Contact Officer:** Pascoe Sawyers, Head of Strategy and Partnerships  
Tel: 020 8937 1045  
pascoe.sawyers@brent.gov.uk

## **9 Budget Scrutiny Panel Report**

155 -  
168

The Budget Scrutiny Panel was led by Brent's Resources and Public Realm Scrutiny Committee Chair, Councillor Matt Kelcher. In October 2016 the panel convened to analyse the Council's 2017/18 – 2018/19 budget proposals. The Panel have scrutinised the Cabinet's plans and offered suggestions and recommendations for improvements where appropriate.

**Ward Affected:**  
All Wards

**Lead Member:** Deputy Leader (Councillor Margaret McLennan)  
**Contact Officer:** Pascoe Sawyers, Head of Strategy and Partnerships  
Tel: 020 8937 1045  
pascoe.sawyers@brent.gov.uk

## **10 Award of a Contract for Translation and Interpreting Services**

169 -  
182

This report requests authority to award a contract for Translation and Interpreting Services as required by Contract Standing Order No 88. This report summarises the process undertaken in selecting the supplier for the contract and recommends to whom the contract should be awarded.

**Ward Affected:**  
All Wards

**Lead Member:** Deputy Leader (Councillor Margaret McLennan)  
**Contact Officer:** Sadie East, Performance Policy and Partnerships  
sadie.east@brent.gov.uk

## **Community Well-being reports**

## **11 New Homelessness Prevention and Relief Programme for Single People**

183 -  
196

Following the Council's Housing and Vulnerable People Outcomes Based Review and the successful application for £900k from the Department of Communities and Local Government (DCLG) Homelessness Prevention Trailblazer fund for the period April 2017 to March 2019, this report requests Cabinet approval to commit up to £900k match funding to fund local voluntary sector organisations to deliver homelessness prevention and relief outcomes for single people who are homeless or at risk of

homelessness in Brent.

**Ward Affected:**  
All Wards

**Lead Member:** Lead Member for Housing and Welfare Reform (Councillor Harbi Farah)  
**Contact Officer:** Phil Porter, Strategic Director Community Wellbeing  
Tel: 0208 937 5937; phil.porter@brent.gov.uk

**12 Housing Tenancy Conversions – Update and 2017/18 Conversions** 197 - 218

The report proposes to convert a further 122 Temporary Accommodation (TA) units to alternative tenures during 2017/18, of which at least 72 properties will be let at Affordable Rents and the balance at Discounted Market Rents. It is also anticipated that all remaining TA units, as at March 2018, will be converted to Discounted Market Rent during 2018/19.

**Ward Affected:**  
Barnhill;  
Brondesbury  
Park; Kenton;  
Stonebridge;  
Wembley  
Central;  
Willesden  
Green

**Lead Member:** Lead Member for Housing and Welfare Reform (Councillor Harbi Farah)  
**Contact Officer:** Chris Trowell, Housing Partnerships Service  
Tel: 020 8937 4527 chris.trowell@brent.gov.uk

**13 Independent Living Fund** 219 - 226

This report sets out the options and recommendations regarding the future of funding for Independent Living Fund (ILF) users.

**Ward Affected:**  
All Wards

**Lead Member:** Lead Member for Community Wellbeing (Councillor Krupesh Hirani)  
**Contact Officer:** Helen Duncan-Turnbull, Support Planning and Review  
helen.duncan-turnbull@brent.gov.uk

### Regeneration and Environment reports

**14 Gordon Brown Outdoor Education Centre - Award of High Value Works Contract** 227 - 234

This report concerns the award of a high value works contract for the construction of a new accommodation block at the Gordon Brown Outdoor Education Centre which is owned by the London Borough of Brent.

**Ward Affected:**  
All Wards

**Lead Member:** Leader (Councillor Muhammed Butt)



**Contact Officer:** Christine Moore, Property and Asset Management  
Tel: 020 8937 3118  
christine.moore@brent.gov.uk

## Resources reports

### 15 Head Lease Purchase of Lodge and Manor Court in Wembley Central 235 - 242

This report details the proposed purchase of the head lease in relation to two large residential blocks within the Housing Revenue Account (HRA) known as Manor Court (40 units) and Lodge Court (38 units) located in Wembley Central, on either side of Wembley Central Station.

**Ward Affected:**  
Wembley  
Central

**Lead Member:** Deputy Leader (Councillor Margaret McLennan)  
**Contact Officer:** Sarah Chaudhry, Head of Property; tel: 020 8937 1705, sarah.chaudhry@brent.gov.uk

### 16 One Public Estate Programme in Brent 243 - 250

This Report provides: a briefing on the Council's newly established One Public Estate Programme; governance arrangements; next steps: and proposals for evolving a common public sector estates strategy. Cabinet agreement is being sought on priorities for next phase OPE projects with a particular emphasis on the fit with delivering the Health Service Transformation Plan.

**Ward Affected:**  
Northwick Park

**Lead Member:** Leader (Councillor Muhammed Butt)  
**Contact Officer:** Tony Nixon, Knowledge and Strategy Manager; tel: 020 8937 1565

### 17 Bridge Park - Approval to Enter into the Conditional Land Sale Agreement 251 - 264

The report provides an update and seeks approval to enter into a Conditional Land Sale Agreement (CLSA) with the "Purchaser", a UK-registered subsidiary company that has General Mediterranean Holdings SA (GMH – a Luxembourg-registered business) as the parent company and Harborough Invest Inc (a British Virgin Islands based business), who already own part of the development site as the second guarantor of the Purchaser's obligations under this CLSA.

**Ward Affected:**  
Stonebridge

**Lead Member:** Leader (Councillor Muhammed Butt)  
**Contact Officer:** Sarah Chaudhry, Head of

## 18 Exclusion of Press and Public

The following item(s) is/are not for publication as it/they relate to the following category of exempt information as specified in the Local Government Act 1972 namely: *Paragraph 3 - Information relating to the financial or business affairs of any particular person (including the authority holding the information).*

Not for publication:

- Agenda Item 10: Award of a Contract for Translation and Interpreting Services – Appendix 2
- Agenda Item 12: Housing Tenancy Conversions – Update and 2017/18 Conversions – Appendix 1
- Agenda Item 14: Gordon Brown Outdoor Education Centre – Award of High Value Works Contract – Appendix 1
- Agenda Item 15: Head Lease Purchase of Lodge and Manor Court in Wembley Central – Appendix 1
- Agenda Item 17: Bridge Park - Approval to Enter into the Conditional Land Sale Agreement – Appendix 2

The following item(s) is/are not for publication as it/they relate to the following category of exempt information as specified in the Local Government Act 1972 namely: Paragraph 5 - Information in respect of which a claim for legal professional privilege could be maintained in legal proceedings.

Not for publication:

- Agenda Item 17: Bridge Park - Approval to Enter into the Conditional Land Sale Agreement – Appendix 2

## 19 Any Other Urgent Business

Notice of items to be raised under this heading must be given in writing to the Head of Executive and Member Services or his representative before the meeting in accordance with Standing Order 64.

**Date of the next meeting: Monday 13 February 2017**



- Please remember to set your mobile phone to silent during the meeting.
- The meeting room is accessible by lift and seats will be provided for members of the public.



## LONDON BOROUGH OF BRENT

### MINUTES OF THE CABINET

Held on Monday 12 December 2016 at 7.00 pm

**PRESENT:** Councillor McLennan (Vice Chair, in the Chair) and Councillors Hirani, Mashari, Miller and Southwood

Apologies for absence were received from: Councillors Butt, Farah and W Mitchell Murray

1. **Declarations of Interests**

There were no declarations of interests declared by Members.

2. **Minutes of the Previous Meeting**

**RESOLVED** that the minutes of the previous meeting held on 15 November 2016 be approved as an accurate record of the meeting.

3. **Matters Arising (if any)**

There were no matters arising.

4. **Petitions (if any)**

There were no petitions presented to Cabinet.

5. **Appointments to Committees (if any)**

**RESOLVED** that Councillor Tom Miller, Cabinet Member for Stronger Communities, be appointed as a full member of the Barham Park Trust Committee.

6. **Q2 Integrated Performance Report 2016/17**

Councillor McLennan (Deputy Leader of the Council) introduced the report which provided Cabinet with an integrated overview of both the Council's key financial and performance information for Quarter 2 in 2016/17.

A Member of Cabinet noted the numbers relating to the licensing of Houses of Multiple Occupation (HMO) properties within the performance sections of the report. It was agreed by Members, that due to the importance of this work, a specific update report would be provided to Cabinet on the progress of the HMO licensing scheme at a future meeting.

Conrad Hall (the Council's Chief Finance Officer) drew Members' attention to a correction that was required on page 18 of the public agenda pack, in that the net

budget for Regeneration and Environment was £33.6million as opposed to £32.6million as it was listed.

**RESOLVED that:**

- (i) The overall position of the Council in terms of finance and performance and the measures in place to manage budget pressures and improve service delivery be noted; and
- (ii) A specific update report would be reported to Cabinet on progress of the HMO licensing scheme at a future meeting.

**7. Agree the Regionalisation of Adoption**

Councillor McLennan (Deputy Leader of the Council) introduced the report which sought Cabinet approval for Brent to work collaboratively with other London Boroughs to continue to develop the London Regional Adoption Agency. The move to regionalise adoption agencies had arisen from a Department of Education paper in 2015 with a view to speed up matching; improve adopter recruitment and adoption support; reduce costs and improve the life chances of vulnerable children. The Education and Adoption Act 2016 reinforced this policy, with the Department of Education's expectation being that all Local Authorities be part of a regionalised service by 2020. Councillor McLennan outlined that the intention would be that Brent joined the London Regional Adoption agency in 2017/18 when it is expected to become fully operational.

Members welcomed the report with the view that the concept was a positive one and that it was being developed at a very important time for Children's Services. A Member of the Cabinet questioned how the success of the scheme was expected to be monitored. Gail Tolley (the Council's Strategic Director of Children and Young People) responded by stating that the progress of the London Regional Adoption Agency would be included in the Council's Annual Monitoring Report and would also be included as an item in the Community Wellbeing Scrutiny Committee's work programme going forward.

**RESOLVED that:**

- (i) The Council would, in principle, join a London Regional Adoption Agency, subject to detailed financial analysis and business case;
- (ii) The Strategic Director of Children's Services be authorised, in consultation, with the Lead Member for Children's Services, to progress arrangements relating to the development and implementation of the London Regional Adoption Agency model; and
- (iii) Cabinet agreed to progress with Option 1 - a Local Authority trading company delivery model with a strategic VAA partnership operating in a hub and spoke structure.

**8. Link and Telephony Tender**

Councillor McLennan (Deputy Leader of the Council) introduced the report which noted that the London Boroughs of Brent and Lewisham are seeking a single supplier to be responsible for the provision of all IT links between the two authorities. The provision of voice and data links to the Boroughs would be through a proposed five year contract and that the service would include installation and maintenance of new links, plus the maintenance of the already existing links. The objective would primarily be to obtain better pricing of voice and data links and therefore save on costs over the contractual period.

Members welcomed the proposal and outlined that it was crucial that both and Brent and Lewisham got the basis of the contract proposal right before the procurement process was put to potential bidders.

**RESOLVED that:**

- (i) The procurement of a contract for the installation and maintenance of data links using a mini tender process under Crown Commercial Services Framework RM1045 on the basis of the criteria set out in paragraph 3.8 of the report be noted; and
- (ii) The Strategic Director of Resources be delegated authority by Cabinet, in consultation with the Lead Member for Resources, to award a contract for the installation and maintenance of data links for the reasons detailed in paragraph 3.9 of the report.

**9. Air Quality Action Plan 2017 - 2022**

Councillor Southwood (Lead Member for Environment) introduced the report which sought Cabinet approval for the draft Air Quality Action Plan, aimed at tackling the poor quality levels in Brent between 2017 and 2022. The plan had identified four Air Quality Action Areas (AQAA's) as those in immediate need of targeted action: Neasden Town Centre; Church End; Kilburn Regeneration Area; and Wembley and Tokyngton. It was noted that the Council must demonstrate what action would be taken to tackle local air pollution within specific timescales under the new London Local Air Quality Management System regime which came into effect in May 2016 and that this plan was designed to address this.

**RESOLVED that:**

- (i) The draft Air Quality Action Plan be noted; and
- (ii) The draft Air Quality Action Plan be issued for public Consultation.

**10. Collection Fund Report**

Councillor McLennan (Deputy Leader of the Council) introduced the report which outlined the Council's estimated rate of Council Tax collection and estimated balance for Council Tax and Business Rates (National Non-Domestic Rates – NNDR). It was noted that due to continued improvements in Council Tax collection, some of the estimates on the rates of the collection made by Officers in previous years had been exceeded.

**RESOLVED that:**

- (i) The estimated Collection Fund balance relating to Council Tax on 31 March 2017 as a surplus of £2.796million (Brent's share being £2.253million) be agreed;
- (ii) The current estimated balance relating to National Non-Domestic Rates (NNDR) as zero (no surplus or deficit) be noted; and
- (iii) The Chief Finance Officer be delegated authority by Cabinet to amend these figures, should new material information, such as significant changes in debt collection performance or business rates appeals, come to light before the legal deadline of 15 January 2017.

**11. Reference of item considered by Scrutiny Committees (if any)**

Councillor Mashari (Lead Member for Regeneration, Growth, Employment and Skills) introduced a reference report detailing the call in of a previous Cabinet decision relating to the development options for the Carlton and Granville Centre Site as part of the South Kilburn Regeneration Programme.

Councillor Mashari stated that the Resources and Public Realm Scrutiny Committee Members had made constructive points during the meeting regarding the decision. She noted that the Committee had agreed additional recommendations but had ultimately taken a view that Cabinet's initial decision should stand and that the issue would not be referred back to Cabinet for further review in the future. She outlined that the additional recommendations largely centred on ensuring that there are clear plans for consultation and engagement with relevant stakeholders to the Carlton and Granville Site, such as Granville Plus Nursery School. It was outlined that, specifically, a twelve-month consultation timeframe had been recommended by the Committee and accepted by Officers in response to take forward.

**RESOLVED that** the Officer responses to the proposed additional recommendations from the Resources and Public Realm Scrutiny Committee be endorsed by Cabinet.

**12. Exclusion of Press and Public**

**RESOLVED that** under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting during consideration of the Phase 3 Primary School Expansion Programme and the urgent item below. This was on the grounds that they involved the likely disclosure of exempt information as defined in Paragraph 3, Part 1 of Schedule 12A, as amended, of the Act:  
Information relating to the financial or business affairs of any particular person (including the authority holding the information).

**13. Phase 3 Primary School Expansion Programme – Update on Design and Build Contracts**

Cabinet considered a report from Amar Dave (the Council's Strategic Director, Regeneration and Growth) and a decision was made in closed session.

14. **Any Other Urgent Business**

**Urgent Agenda Item – Authority to Award a Contract for Microsoft Licences**

**RESOLVED that** a contract for Microsoft Licences for a period of three years from 1 June 2017 be awarded to Bytes Software Services Ltd.

The meeting was declared closed at 7.38 pm

COUNCILLOR MARGARET MCLENNAN  
Vice Chair, in the Chair

**This page is intentionally left blank**



## CABINET – 16 JANUARY 2017


### AGENDA ITEM 6 – APPOINTMENTS TO CABINET COMMITTEES

The nominations for appointments to Cabinet Committees are as follows:

#### **BARHAM PARK TRUST COMMITTEE**

1. Resignation of Councillor Roxanne Mashari, as substitute member, from the Barham Park Trust Committee – Councillor Shama Tatler, Cabinet Member for Regeneration, Growth, Employment and Skills, is proposed to fill the vacancy, as substitute member.

**This page is intentionally left blank**

 <p><b>Brent</b></p>	<p><b>Cabinet</b> 16 January 2017</p> <p><b>Report from the Director of Policy, Performance and Partnerships</b></p>
<p>For information <span style="float: right;">Wards affected: ALL</span></p>	
<p><b>Recommendations to Cabinet from the Resources and Public Realm Scrutiny Committee: The Brent Road Re-Surfacing Strategy</b></p>	

## 1.0 Summary

- 1.1 This report sets out the recommendations to Cabinet which the Resources and Public Realm Scrutiny Committee agreed at its meeting on 6 September 2016.

## 2.0 Recommendations

- 2.1 The Cabinet notes the recommendations as set out in appendix A
- 2.2 That the appropriate Cabinet member explore the viability of each recommendation made within their portfolio; and report back to the Resources & Public Realm Scrutiny Committee with updates in the next six months.

## 3.0 Detail

### The Brent Road Re-surfacing Strategy

- 3.1 The Resources and Public Realm Scrutiny Committee requested a report to its meeting on the 6 September providing a look at how the additional money cabinet has recently allocated for road resurfacing will be prioritised and spent. Brent highways infrastructure is currently valued at £3.89billion and is the asset most visible and frequently used by the public. Despite an increasing maintenance requirement and reductions to local government funding, Brent continued to provide investment and deliver programmes to improve the overall condition of the borough's footways and roads.
- 3.2 The Highway Asset Management Plan (HAMP) had been adopted by the council in 2014 and enshrined a proactive approach to asset repair, ensuring maintenance works took place before assets failed to prevent high street repair costs in the long term. In line with this approach, an asset management tool is being procured which would enable officers to identify the most appropriate time for planned intervention ensuring optimal use of funding and improved communication with residents.

- 3.3 On the basis of the report presented to the committee and the testimony at the committee, the members of Resources and Public Realm Scrutiny Committee made two recommendations on the Road Resurfacing Strategy to the Cabinet.
- 3.4 The committee raised a concern about damage caused to public roads and pavements as a result of building works and in the case of commercial buildings, deliveries and other routine activities. It was queried whether the use of deposits or licences could address the cost implications of repairing this damage.

### **Background Papers**

The Brent Road Re-surfacing Strategy, 6 September 2016

[Agenda for Resources and Public Realm Scrutiny Committee on Tuesday 6 September 2016, 7.00 pm](#)

### **Contact Officers**

Pascoe Sawyers  
Head of Policy and Partnerships  
Chief Executive's Department

*PETER GADSDON*  
Director of Policy, Performance and Partnerships


## **APPENDIX A**

### **The Brent Road Re-surfacing Strategy, 6 September 2016**

#### **RESOLVED:**

- (i) That the Cabinet consider the possibility of requiring a deposit be provided where building works were being undertaken to address any repairs to the public highway caused as a result of those works.
- (ii) That Cabinet consider the possibility of issuing a license or the use of a similar mechanism to address damages to the public highway caused by the routine activities of those occupying commercial buildings, such as deliveries.

**This page is intentionally left blank**

 <b>Brent</b>	<p style="text-align: center;"><b>Cabinet</b> 16 January 2017</p> <p style="text-align: center;"><b>Report from Director of Policy, Performance and Partnerships</b></p>
<p style="text-align: right;">Wards affected: ALL</p>	
<p><b>Recommendations from Community and Wellbeing Scrutiny Committee: Sustainability and Transformation Plan</b></p>	

## **1.0 Summary**

- 1.1 This report has the recommendations of the Community and Wellbeing Scrutiny Committee after discussion of the Sustainability and Transformation Plan.

## **2.0 Recommendations**

- 2.1 Cabinet is asked to note the recommendations as set out in Appendix A.

## **3.0 Detail**

- 3.1 On 20 September the committee received a report from the Chief Executive of Brent Council and the Chief Officer of Brent Clinical Commissioning Group (CCG) about the Sustainability and Transformation Plan (STP).
- 3.2 Also attending the committee meeting and contributing to the discussion were the Chief Officer, Brent Harrow Hillingdon CCGs, Healthwatch Brent, Cabinet Member for Community Wellbeing, Strategic Director, Community Wellbeing, and the Director of Strategy, London North West Healthcare NHS Trust.
- 3.3 Members questioned the extent to which Brent had been able to influence the setting of local priorities within the STP and asked about engagement activity. It was suggested that local pharmacists be approached within this engagement work because of their contact with people and consideration be given to involving local organisations including voluntary organisations and the patients' forum. Members were told that public meetings and engagement were planned.

- 3.4 It was confirmed that the confirmed that the borough had absolute discretion in determining the priorities for Brent and local priorities had been established with reference to the Joint Strategic Needs Assessment (JSNA).
- 3.5 Transparency and accountability was also discussed and the committee members were told that one of only two plans to have been published to date.
- 3.6 Members were told that the intention was to utilise fully Central Middlesex Hospital and Willesden Health and Social Care for out of hospital provision. The demography of the area around Central Middlesex site was changing and consideration was being given to how to best organise the service provision.

### **Background Papers**

'Sustainability and Transformation Plan' report to Community and Wellbeing Scrutiny Committee, 20 September 2016

### **Contact Officers**

James Diamond  
Strategy and Partnerships, Brent Civic Centre, Engineers Way, Wembley HA9 0FJ  
020 8937 1068  
james.diamond@brent.gov.uk


*PETER GADSDON*  
Director of Policy, Performance and Partnerships



## **APPENDIX A**

1. An update be provided to the committee on the OnePublic Estate, including an update on the Central Middlesex and Willesden Hubs.
2. Efforts be made to engage with health scrutiny across north-west London with regard to the Sustainability and Transformation Plan.
3. Consideration be given to collaborative work with Healthwatch groups to support engagement around the Sustainability and Transformation Plan.
4. A regular progress report on the Sustainability and Transformation Plan be provided to the committee, the first of these to be provided six months from the date of the current meeting.

**This page is intentionally left blank**

 <b>Brent</b>	<p style="text-align: center;"><b>Cabinet</b> 16 January 2017</p> <p style="text-align: center;"><b>Report from the Director of Policy, Performance and Partnerships</b></p>
<p style="text-align: right;">Wards affected: ALL</p>	
<p><b>Recommendations from Community and Wellbeing Scrutiny Committee: New Accommodation for Independent Living Project</b></p>	

## **1.0 Summary**

- 1.1 This report sets out the recommendations to Cabinet agreed by the Community and Wellbeing Scrutiny Committee at a meeting on 20 September 2016.

## **2.0 Recommendations**

- 2.1 Cabinet is asked to note the recommendations as set out in Appendix A.

## **3.0 Detail**

- 3.1 On 20 September the committee received a report from the Strategic Director Community Wellbeing and the Operational Director Social Care, updating members on the New Accommodation for Independent Living (NAIL) project.
- 3.2 The committee heard that NAIL was the largest and most strategically important efficiency and quality improvement initiative within the Adult Social Care Department, and that it aimed to identify, develop and acquire alternative forms of care to residential care for all vulnerable adult client groups in the borough. The project had been active for two years and the report before the committee outlined areas of learning, detailed mitigating actions taken and progress so far.
- 3.3 Before the scrutiny committee meeting, members of the committee visited accommodation in Wembley which had been provided as part of the project.
- 3.4 Supported Living offered varied from small units providing a high level of support to larger units where a sense of community was an important factor. The former model was considered more appropriate for those with learning

disabilities and the latter for older people. The level of need of the mental health client group varied and therefore a mixture of provision was appropriate. So far the council had been more successful at creating provision for younger people.

- 3.5 Members asked what work was being done with Brent Housing Partnership (BHP) to provide appropriate sites for the New Accommodation for Independent Living, and it was clarified that that two sites in development belonged to BHP.
- 3.6 The committee was told that outcomes for people going into residential care were not as good as for those who remained in their own communities and the project sought to address this by supporting people in an independent living setting, allowing them to remain in a home of their own, or in a community. It was emphasised that Independent living was not a prescriptive model of service design and could be different according to levels of care and support needs.
- 3.7 In terms of people with mental health needs, the committee members heard that a big challenge for this group was that housing need should be seen as pathway and while successes could be achieved in supported living, there remained difficulties in securing long term stable tenancies in the community.

## **Background Papers**

'Update on New Accommodation for Independent Living' report to Community and Wellbeing Scrutiny Committee, 20 September 2016

## **Contact Officers**

James Diamond  
Strategy and Partnerships, Brent Civic Centre, Engineers Way, Wembley HA9 0FJ  
020 8937 1068  
james.diamond@brent.gov.uk


*PETER GADSDON*  
Director of Policy, Performance and Partnerships

## **APPENDIX A**

### **New Accommodation for Independent Living Recommendations**

1. A review of the New Accommodation for Independent Living (NAIL) project be presented to the committee in a year's time detailing lessons learnt and actions required for further progression.
2. Work be undertaken to explore issues of affordability for those moving into the units, including the impact of taking up employment and more broadly, difficulties caused for those who do not receive a suitable supported offer.

**This page is intentionally left blank**

 <p><b>Brent</b></p>	<p><b>Cabinet</b> 16 January 2017</p> <p><b>Report from the Director of Policy, Performance and Partnerships</b></p>
<p>For information <span style="float: right;">Wards affected: ALL</span></p>	
<p><b>Recommendations to Cabinet from the Resources and Public Realm Scrutiny Committee – Devolution Of Business Rates</b></p>	

## 1.0 Summary

- 1.1 This report sets out the recommendations to Cabinet which the Resources and Public Realm Scrutiny Committee agreed at its meeting 8 November 2016.

## 2.0 Recommendations

- 2.1 That the Cabinet notes the recommendations made by the Resources and Public Realm Scrutiny Committee on the Devolution of Business Rates task group report, set out in Appendix A.
- 2.2 Notes the Resources and Public Realm Scrutiny Committee supports the Devolution of Business Rates and believe that there are real opportunities for Brent to benefit from this policy change.
- 2.3 That the appropriate Cabinet member explore the viability of each recommendation made within their portfolio; and report back to the Resources & Public Realm Scrutiny Committee with updates in the next six months.

## 3.0 Background

### The Devolution of Business Rates

- 3.1 The Resources and Public Realm Scrutiny Committee requested a task group to investigate the devolution of business rates to ensure Brent council has the knowledge and understanding to respond to the devolution of business rates policy change; achieving the best financial outcomes for the borough. The purpose of the task group is to review the background to the policy development, analyse the current themes and direction coming out of the current consultation work; ensuring Brent minimises the risks and takes advantage of the opportunities offered by the policy change.

- 3.2 The review was concerned with the wider strategies of business growth, including employment and skills. Engagement with the local business sectors, joint London and sub- regional working and identifying risks to Brent. The review is aligned with borough priorities, such as the council's 2020 Outcome Based Reviews (OBRs) Employment Support and Welfare Reform and Regeneration (physical, social and environmental). The council's borough plan 2015-19 Better Place, emphasises increasing the supply of affordable, good quality housing; and Better Lives highlights supporting local enterprise, generating jobs for local people and helping people into work.

## **4.0 Detail**

### **4.1 The Devolution of Business Rates**

The task group has made eleven individual recommendations, spread across the four key area; Central Government Policy, Financial Risk, Possible impact to Brent and Growth in Business rate income. The recommendations have been grouped into one of five discovery themes which the task group believes should form the basis of Brent Council's future devolution and business rates growth policies.

#### **Future Business Rates Strategies**

In response to the Government's business rates policy proposal, the task group recommends the development of a robust business rates growth strategy, which considers the wider skills, enterprise and infrastructure needs of the borough.

#### **Skills and Enterprise (what new responsibilities should be devolved)**

To mitigate any financial risks the devolution of business rates may impose on Brent, our strategies should have a keen focus on skills and enterprise.

#### **Preparation for 100% Devolution of Business Rates**

To reduce the possibility of any negative impacts of business rates devolution on Brent, the council should be making preparations to ensure that we have a healthy local economy and that we are in the best position to implement the change with minimal disruption to services.

#### **Working in partnership**

To ensure we make the most of the opportunities that devolution of business rates can provide to grow income, the task group proposes working in partnership where possible with London and sub-regional councils.

#### **General and Best Practice**

To be a model for best practice by developing ground breaking strategies for the implementation of business rates devolution within local government.

## **5.0 Financial Implications**

- 5.1 There are no direct financial consequences associated with noting the recommendations made by the Resources and Public Realm Scrutiny Committee. Policy development in respect of those recommendations will be



conducted within existing resources and if implementation of any of the recommendations would have significant resource implications then these will be dealt with through the normal budget and policy making framework.

## **6.0 Legal Implications**

- 6.1 There are no legal implications arising from the recommendations within this report.

## **7.0 Diversity Implications**

- 7.1 There are no diversity implications arising from this report.

### **Background Papers**

The Devolution of Business Rates, 8 November 2016

[Agenda for Resources and Public Realm Scrutiny Committee on Tuesday 8 November 2016, 7.00 pm](#)

### **Contact Officers**

Pascoe Sawyers  
Head of Policy and Partnerships  
Chief Executive's Department

*PETER GADSDON*  
Director of Policy, Performance & Partnerships

## **APPENDIX A**

### **The Devolution of Business Rates, 8 November 2016**

#### **Future Business Rates Strategies**

1. Brent Council must develop a strategy to attract and retain businesses that pay good wages to Brent residents. We must encourage further growth in our already successful businesses and attract incoming investment into the borough which will benefit from and harness a skilled multicultural workforce. The strategy should be a central function within the council, embedded in the council's income generation and civic enterprise strategies going forward as Brent will rely on this income to fund services to residents and business development for decades to come.
2. Brent Council must be innovative, designing schemes like Local Enterprise Partnerships, Business Improvement Districts, and must also build on current policies such as the London Living Wage business rate reduction programme. The council should explore how existing powers such as, varying the business rate could:
  - Enable Town centre development e.g. business improvement districts in Willesden High Road, Ealing Road and Chamberlayne Road
  - Offer incentives to businesses to provide supported employment opportunities and increase public convenience provision
  - Encourage businesses to share knowledge and skills such as improving local supply chains.
3. Brent Council will need to establish arrangements to ensure that decision making on whether to increase or decrease the business rate tax is evidence-based. This decision should be made in consideration with the wider strategy and will require debate in Cabinet and at Full Council.

#### **Skills and Enterprise**

4. Brent Council must support its businesses throughout the borough with the cultural shift that will be needed to implement this change. The council should have a role in supporting the businesses in that shift by encouraging the employment of local workers wherever possible and (developing skills and apprenticeships for Brent's workforce.)
5. As a result of successfully growing the business rates base, Brent Council should be given greater powers for employment such as working more closely with Job Centre Plus so that the Council can ensure that skills and employment are aligned with the Council's wider economic growth objectives.
6. Given the extremely low interest rates at present, Brent Council should, individually and in partnership with neighbouring boroughs and the Mayor of London create business cases for borrowing money to improve

infrastructure. Mixed housing and business units for example will support economic growth in the borough.

### **Preparation for 100% Devolution of Business Rates**

7. Brent Council must do more to show that the borough is open for business. All of the borough has a responsibility to do this, so officers, Councillors and partners must work together to look at what is unique to the borough such as, Wembley Stadium and the fact that Brent is one of the most diverse places in the UK and actively promote these to attract new business.
8. Brent Council must consider the impact the devolution of business rates will have on policy development and financial planning. It is vital senior officers and Councillors keep abreast of the latest developments and continue to feed into consultations ensuring that Brent's interests are heard. Regular bi-annual updates should be brought to the Resources and Public Realm Scrutiny committee. In addition given the significance of this policy change we would urge a Full Council debate on this matter.

### **Working in partnership**

9. Brent Council must build on the West London Alliance and the work of the Economic Prosperity Board, as sub-regional alliances' with neighbouring boroughs of similar economic profile will be essential in developing a business strategy. The work of these boards should be expanded with input from backbenchers, and regular reporting back to Scrutiny Committee and Full Council.
10. Brent Council must continue to work with the Mayor of London to lobby for opportunities for Brent that may emerge from Mayoral initiatives such as Old Oak Common.

### **General and Best Practice**

11. The extensive meetings with all relevant stakeholders held by this task group has confirmed that the policy remains nebulous in many aspects, so work on the Devolution of Business Rates will still require regular reviewing, with regular updates to Scrutiny Committee and Full Council. Brent Council must remain closely connected to the work the of the Department for Communities & Local Government (DCLG) and Local Government Association (LGA), London Councils, the Parliamentary Select Committee and the London Assembly/Mayor of London's office.

**This page is intentionally left blank**



# Resources & Public Realm Scrutiny Committee

## Devolution of Business Rates Task Group Report

November 2016

Cllr Joel Davidson (Chair)  
Cllr Tom Miller  
Cllr Bernard Collier  
Cllr John Duffy  
Cllr Neil Nerva  
Cllr Helen Carr  
Cllr Michael Maurice

## Contents

1. THE CHAIR'S FOREWORD.....	1
2. TASK GROUP MEMBERSHIP.....	3
3. EXECUTIVE SUMMARY .....	4
4. RECOMMENDATIONS .....	6
5. INTRODUCTION – SCOPE OF THE TASK GROUP.....	9
6. METHODOLOGY .....	12
7. POLICY CONTEXT .....	13
<b>7.1. Brent</b> .....	13
<b>7.2. National</b> .....	14
8. KEY FINDINGS .....	16
<b>8.1 Central Government Policy</b> .....	16
<b>8.2 Financial Risk</b> .....	20
<b>8.3 Possible impact to Brent</b> .....	22
<b>8.4 Growth in business rate income</b> .....	23
9. CONCLUSION.....	26
10. PARTICIPANTS, REFERENCES AND APPENDICES .....	27

## 1. THE CHAIR'S FOREWORD

As a Brent Councillor, I represent many hard-working local businesses in the borough. I have seen at first hand the virtuous circle that exists between good quality local shops and commerce, good housing, and a flourishing local economy.



The business rates system plays a crucial role in sustaining a thriving local economy. The Government's recent announcement that it will be devolving business rates to Local Authorities marks a radical change to the system. By the end of this Parliament, Councils will be allowed to retain 100 per cent of business rate revenue, changing the way in which local government is funded for decades to come.

Brent Council needs to be prepared for this change to ensure that opportunities for local growth are optimised. This task group was established to bring local representatives from different political parties and with a range of knowledge and expertise together to examine the impact of this policy change and develop a framework to help the Council prepare.

As a Chartered Accountant and audit committee member, I have a keen interest in supporting local business activity as a means of boosting local economic growth to help overcome our budgetary challenges. It was an honour to be asked by Cllr Kelcher to chair this very important task group.

The Business Rates devolution policy will allow Local Authorities to take full responsibility for the appropriation and collection of business rates within their borough. Councils can now seize this opportunity to develop a proactive and localised strategy to attract and retain a diverse mix of business activity. This will in turn deliver a sustainable local tax base to fund good quality public services. There will undoubtedly be challenges in the implementation of the policy in London boroughs such as Brent which have high service needs, as the Revenue Support Grant is phased out and replaced by borough-specific business rates funding. This means that it is particularly important for the council to look at options around local tax flexibility, and rewarding growth in business activity. This has been a focus of the group and we have provided some recommendations to address key challenges both during and post policy transition.

Over the past two months, I and my fellow Brent councillors have met with a broad array of stakeholders involved in the policy change to further understand how it will work and ensure that our recommendations are practical and deliverable. This has included working with Government Ministers, MPs, London Assembly Members, Councillors in other London Boroughs, the Department of Communities and Local Government, the Local Government Association, London Councils, business organisations and regional economic development agencies.

Particular thanks go to Bob Blackman MP, Clive Betts MP, Andrew Boff AM, and Caroline Pidgeon AM for their time and the valuable counsel they provided.

I believe that the recommendations we have made should provide valuable guidance for the Council however, we firmly believe that this policy is of major significance, and that the Council must regularly review and address policy developments in relation to this as it became clear from our work on this group that there are still grey areas around how it will work in practice.

I pay tribute to the Task Group Members: Cllr Miller, Cllr Collier, Cllr Carr, Cllr Maurice, Cllr Duffy and Cllr Nerva. The insights and support of the team has produced some strong recommendations and I look forward to carrying on our work together in the future.

Finally, I must also place on record my appreciation for the thorough professionalism of Kisi Smith-Charlemagne, ably assisted by Jon Cartwright, who has been integral in compiling the report.

The task group is united in its desire to create the right environment for a prosperous economic future for Brent. Our report sets out a cross-party approach to embrace this opportunity to grow business activity and make the most from the new changes to the rate system. Our recommendations should help the council ensure a bright future for residents and businesses across the borough.

**Cllr Joel Davidson, Brondesbury Park Ward**  
**November 2016**



## 2. TASK GROUP MEMBERSHIP



**Cllr Helen Carr**



**Cllr Bernard Collier**



**Cllr John Duffy**



**Cllr Tom Miller**



**Cllr Michael Maurice**



**Cllr Neil Nerva**

### 3. EXECUTIVE SUMMARY

On the 5th October 2015 the then chancellor George Osborne announced that local government as a whole would be able to keep 100 per cent of business rates by 2020. Using Office for Budget Responsibility (OBR) forecasts, the Government has estimated that the additional business rates kept by councils could be as much as £13 billion in 2020/21. Brent set up this task group to explore the risk and opportunities that this change may generate.

The task group has made recommendations which will boost local growth, help attract businesses and create jobs in Brent.

This Government's aim is to phase out Revenue Support Grant and potentially some other specific grants, and transfer new responsibilities to local government at the same time. Up to now, councils haven't been able to keep the full amount of business rates collected in their area. There will continue to be a system of redistribution across the whole of local government to make sure that councils which have higher needs or have less capacity to raise business rates do not suffer. However, individual councils will be able to keep subsequent growth in their business rates income.

The reform will mean local government retaining all revenue from business rates for the first time since 1990. These new powers will come with new responsibilities, as well as the phasing out the main grant from Whitehall, to ensure the reforms are fiscally neutral. Local government will of course also need to contribute to fiscal consolidation over this Parliament, and the government is due to set out further details in the Spending Review.

Whilst the task group encountered strong support for the principle of the move to devolution of business rates, there remain uncertainties regarding implementation.

Brent and London regional government must have a significant and substantial role to drive economic development, local employment and skills training in Brent. We highlight other devolved powers that have worked well, and we are excited by the opportunities presented by devolution in England via the creation of city region deals. The task group therefore supports fully devolving powers to Brent in the areas of employment and skills training.

Up to now business rates has been seen as a national tax, with little connection to the local authority. Going forward, the relationship between the local authority, local business and the local community will be more transparent, more obvious, and more direct. The task group believes that the devolution of business rates can trigger a cultural change in the relationship between public authorities and local businesses.

The task group considers that the impact of these changes could be far reaching. It is vital therefore that the authority puts in place organisational arrangements that enable Brent to take advantage of the opportunities from the outset.

The task group has made eleven individual recommendations, spread across the four key questions outlined in its Terms of Reference. The recommendations have been grouped into one of five discovery themes which the task group believes should form the basis of Brent Council's future devolution and business rates growth policies.

#### **1. Future Business Rates Strategies**

In response to the Government's business rates policy proposal, the task group recommends the development of a robust business rates growth strategy, which considers the wider skills, enterprise and infrastructure needs of the borough.

**2. Skills and Enterprise (what new responsibilities should be devolved)**

To mitigate any financial risks the devolution of business rates may impose on Brent, our strategies should have a keen focus on skills and enterprise.

**3. Preparation for 100% Devolution of Business Rates**

To reduce the possibility of any negative impacts of business rates devolution on Brent, the council should be making preparations to ensure that we have a healthy local economy and that we are in the best position to implement the change with minimal disruption to services.

**4. Working in partnership**

To ensure we make the most of the opportunities that devolution of business rates can provide to grow income, the task group proposes working in partnership where possible with London and sub-regional councils.

**5. General and Best Practice**

To be a model for best practice by developing ground breaking strategies for the implementation of business rates devolution within local government.

## 4. RECOMMENDATIONS

### **Future Business Rates Strategies**

In response to the Government's business rates policy proposal, the task group recommends the development of a robust business rates growth strategy, which considers the wider skills, enterprise and infrastructure needs of the borough.

1. Brent Council must develop a strategy to attract and retain businesses that pay good wages to Brent residents. We must encourage further growth in our already successful businesses and attract incoming investment into the borough which will benefit from and harness a skilled multicultural workforce. The strategy should be a central function within the council, embedded in the council's income generation and civic enterprise strategies going forward as Brent will rely on this income to fund services to residents and business development for decades to come.
2. Brent Council must be innovative, designing schemes like Local Enterprise Partnerships, Business Improvement Districts, and must also build on current policies such as the London Living Wage business rate reduction programme. The council should explore how existing powers such as, varying the business rate could:
  - Enable Town centre development e.g. Business Improvement Districts in Willesden High Road, Ealing Road and Chamberlayne Road
  - Offer incentives to businesses to provide supported employment opportunities and increase public convenience provision
  - Encourage businesses to share knowledge and skills such as improving local supply chains.
3. Brent Council will need to establish arrangements to ensure that decision making on whether to increase or decrease the business rate tax is evidence-based. This decision should be made in consideration with the wider strategy and will require debate in Cabinet and at Full Council.

### **Skills and Enterprise**

To mitigate any financial risks the devolution of business rates may impose on Brent, our strategies should have a keen focus on skills and enterprise.

4. Brent Council must support its businesses throughout the borough with the cultural shift that will be needed to implement this change. The council should have a role in supporting the businesses in that shift by encouraging the employment of local workers wherever possible and (developing skills and apprenticeships for Brent's workforce.)
5. As a result of successfully growing the business rates base, Brent Council should be given greater powers for employment such as working more closely with Job Centre Plus so that the Council can ensure that skills and employment are aligned with the Council's wider economic growth objectives.

6. Given the extremely low interest rates at present, Brent Council should, individually and in partnership with neighbouring boroughs and the Mayor of London create businesses cases for borrowing money to improve infrastructure. Mixed housing and business units for example will support economic growth in the borough.

### **Preparation for 100% Devolution of Business Rates**

To reduce the possibility of any negative impacts of business rates devolution on Brent, the council should be making preparations to ensure that we have a healthy local economy and that we are in the best position to implement the change with minimal disruption to services.

7. Brent Council must do more to show that the borough is open for business. All of the borough has a responsibility to do this, so officers, Councillors and partners must work together to look at what is unique to the borough such as, Wembley Stadium and the fact that Brent is one of the most diverse places in the UK and actively promote these to attract new business.
8. Brent Council must consider the impact the devolution of business rates will have on policy development and financial planning. It is vital senior officers and Councillors keep abreast of the latest developments and continue to feed into consultations ensuring that Brent's interests are heard. Regular bi-annual updates should be brought to the Resources and Public Realm Scrutiny committee. In addition given the significance of this policy change we would urge a Full Council debate on this matter.

### **Working in partnership**

To ensure we make the most of the opportunities that devolution of business rates can provide to grow income, the task group proposes working in partnership where possible with London and sub-regional councils.

9. Brent Council must build on the West London Alliance and the work of the Economic Prosperity Board, as sub-regional alliances' with neighbouring boroughs of similar economic profile will be essential in developing a business strategy. The work of these boards should be expanded with input from backbenchers, and regular reporting back to Scrutiny Committee and Full Council.
10. Brent Council must continue to work with the Mayor of London to lobby for opportunities for Brent that may emerge from Mayoral initiatives such as Old Oak Common.

### **General and Best Practice**

To be a model for best practice by developing ground breaking strategies for the implementation of business rates devolution within local government.

11. The extensive meetings with all relevant stakeholders held by this task group has confirmed that the policy remains nebulous in many aspects, so work on the Devolution of Business Rates will still require regular reviewing, with regular updates

to Scrutiny Committee and Full Council. Brent Council must remain closely connected to the work the of the Department for Communities & Local Government (DCLG) and Local Government Association (LGA), London Councils, the Parliamentary Select Committee and the London Assembly/Mayor of London's office.

## 5. INTRODUCTION – SCOPE OF THE TASK GROUP

### **Background**

#### **Devolution of Business Rates (DBR)**

On the 5th October 2015 the then Chancellor George Osborne set out plans for local government to gain new powers and retain local taxes. The Chancellor set out major plans to devolve new powers from Whitehall to local areas to promote growth and prosperity. The Chancellor announced that local government as a whole would be able to keep 100 per cent of business rates by 2020.

Using Office for Budget Responsibility (OBR) forecasts, the Government has estimated that the additional business rates kept by councils could be as much as £13 billion in 2020/21. The Government feels that changing the current system of financing local government will boost local growth, help attract business and create jobs.

The Government's aim is to phase out revenue support grant and potentially some other specific grants, and transfer new responsibilities to local government at the same time as it receives additional income from business rates. This is so that the reform does not result in previously unplanned spending by the public sector as a whole and local government does not benefit financially at the point of transfer. An example is the consideration of whether other grants, such as the public health grant, should in the future be funded from retained business rates.

As in previous years, individual councils would not keep the full amount of business rates collected in their area. There will continue to be a system of redistribution across the whole of local government to make sure that councils which have higher needs or have less capacity to raise business rates do not suffer. However, individual councils will now be able to keep subsequent growth in their business rates income. Whilst we don't currently know exactly what the system will look like, the LGA is working with government and engaging with local authorities to consider how this could work.

Those areas which choose to have city-wide elected mayors will get even greater flexibilities. They will also be given the power to increase rates for spending on local infrastructure projects, as long as they win the support of local business.

The reform will mean local government retaining all revenue from business rates for the first time since 1990. These new powers will come with new responsibilities, as well as the phasing out the main grant from Whitehall, to ensure the reforms are fiscally neutral. Local government will of course also need to contribute to fiscal consolidation over this Parliament, and the government is due to set out further details in the Spending Review.

#### **Impact on local government finances**

Local government is currently financed by a combination of centrally-administered funding (Revenue Support Grant (RSG) and locally-administered charges and taxes.

Since 1990, local business rates have been set by central government at a uniform national rate. Rates are collected locally, but then transferred to central government to be distributed back to local areas in the form of grant. Since 2013, local councils have been enabled to retain 50 per cent of the proceeds of rates, to ensure that when local areas take steps to boost business growth in their area, they should see the benefit.

The reforms go much further, moving to 100 per cent retention of the full stock of business rates by 2020. It will mean that all income from local taxes will go on funding local services.

Local authorities will be able to cut business rates as much as they like. Directly elected mayors – once they have support of local business leaders through a majority vote of the business members of the Local Enterprise Partnership – will be able to add a premium to business rates to pay for new infrastructure. This power will be limited by a cap, likely to be set at 2p on the rate.

#### Impact on current systems

Currently business rates are paid by occupiers and owners of commercial and industrial property to the local authority, but at a rate set by central Government. The Government sets the rate in order to prevent wide disparities in charges stemming from widely differing rate bases between local authorities.

The multiplier - also known as the Uniform Business Rate (UBR) - is then used by the local authority to calculate what percentage of the rateable value of a property has to be paid as business rates. The multiplier is set annually by the Government.

A small business rate relief scheme has been in operation in England since April 2005 and there are other reductions available, for example if the premises are empty.

The impact on the current system will be significant and the Government is expected to publish further details as to how the new devolved system will operate in broad terms following the Comprehensive Spending Review on 25 November. Negotiations will presumably then start in earnest with local government to develop the local and national frameworks for the system within the funding envelopes set in the CSR. The new system is likely to require primary legislation and the changes are unlikely to be introduced in full before 2018-19 at the earliest.

#### Questions

The review considered the following questions in five key areas:

##### **Central Government Policy**

- What is the current status? What has been proposed to date?
- What will the pilot schemes look like?
- How can the Council engage in the current work?

##### **Financial Risk**

- What is the biggest risk to the Council's planned finances?
- What safety net mechanisms are in place?
- Will we still want to be part of a Business Rates Pool?

##### **Possible impact to Brent**

- What will be the impact on current arrangements?
- Will Brent be better or worse off?
- How do we prepare for the devolution of business rates?

##### **Growth in Business rate income**

- How do we grow our business rates locally?
- How do we encourage local economic growth?
- How do we improve collection rates?



## **Aims**

The aims of the review set out at the start of the investigation were as follows:

- There is transparency and understanding of the local and national policies and processes regarding the devolution of business rates.
- Clarify how that policy is going to be implemented in Brent and make recommendations to support the best possible implementation outcome for the council and its residents.
- Through the recommendations of the review the council is able to further stabilise its financial position and has clear strategic direction.
- There is a link between council expenditure and business growth.
- The council develops links for engaging with local businesses that generate discussion on how to grow our local business rates and economy.
- The council is in an informed position to make good financial choices.

## 6. METHODOLOGY

As part of this review the task group invited relevant partners to contribute through discussion groups, meetings and visits. Primarily, the task group started by collecting information about the proposed devolution of business rates policy changes. This included meetings with many Government officers and Members of Parliament.

The task group then met with Council officers to discuss the financial risks and how the policy as they understood it would impact Brent.

The task group decided to hold one themed discussion meetings which reflected a key area of the review (Growth in Business rate income) and met with the West London Business Consortium and Small Business Federation. Local business groups were invited to attend along with officers and partners. As part of the discussion group other local councils attended and added their knowledge which enriched the quality of the discussions held. Given the focus on identifying good practice elsewhere, the group consulted with the LB Ealing, LB Camden, LB Westminster, LB Harrow and LB Barnet.

### **Partners: Group 1**

- Relevant Council Departments
- Brent Partners
- Local Residents Groups
- Local Business Groups

### **Partners: Group 2**

- Department for Communities and Local Government (DCLG)
- Local Government Association (LGA)
- London Councils
- London Assembly
- Parliament Select Committee
- Best Practice Local Authorities

\*A full list of participants of the task group's work can be found in section 10 of this report

## 7. POLICY CONTEXT

### 7.1. Brent

#### Local Context – Brent

There are currently, four (principal) sources of local government (revenue) finance, plus two others:

1. Revenue Support Grant
  - Based on central government assessment of need
  - In 2014/15 provided 30% of funding
  - Will be 10% by 2018/19 and falling to nil after 2020
2. Council Tax
  - Locally determined with significant restrictions
  - Six year freeze strongly encouraged by central government
  - Now can increase by 4% each year
    - Of this, half ring-fenced for adult social care
    - For planning purposes, 1% raises approximately £1m
    - Current technical financial model doesn't assume any increases
3. Business rates
  - Retain 30% of business rates paid in Brent
  - 20% paid to GLA and 50% paid to Treasury
  - Rate (multiplier) and exemptions set centrally
  - Amount raised capable of being influenced locally
4. Top up grant
  - Required to make any system fair (Westminster effect)
  - Amount set on transition to new system (2011/12)
  - Then inflated annually at CPI
5. Fees and charges
  - Discretion varies significantly
    - E.g. Parking, PCNs set regionally, P&D set locally
  - Usually some restrictions on ability to create surpluses
  - Can be for services to residents or businesses
  - Traditional (swimming pool); creative (filming)
  - Can link to policy goals; civic enterprise in more detail
6. Specific grants
  - Government makes specific grants to achieve policy goals
  - Nice to have, but can't choose what to spend on

Table 1 shows that in 2014/15 RSG still provided nearly 30% of our funding; more than council tax (26%) and more than business rates (24%).

Table 1

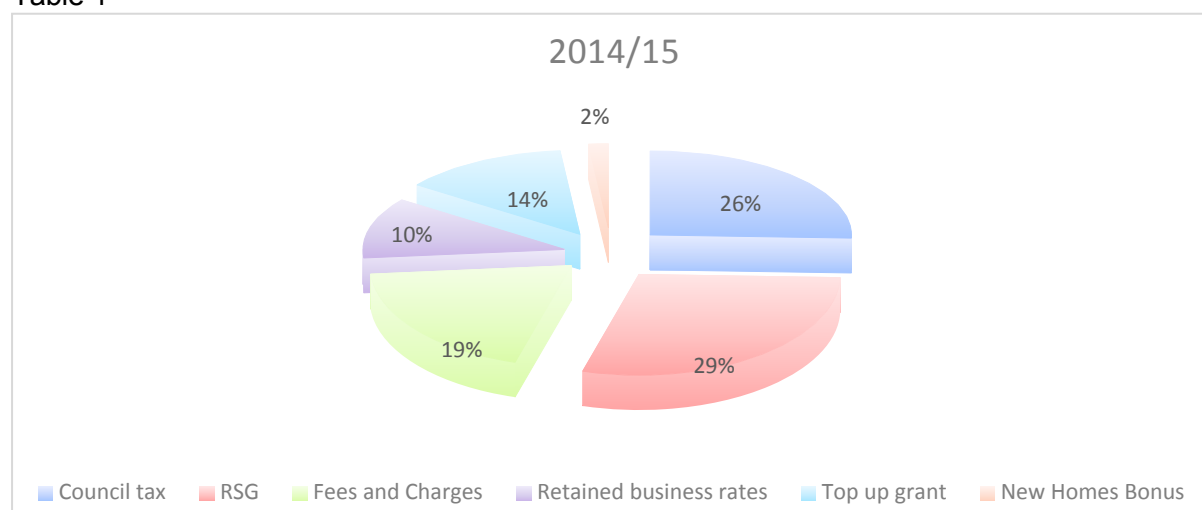
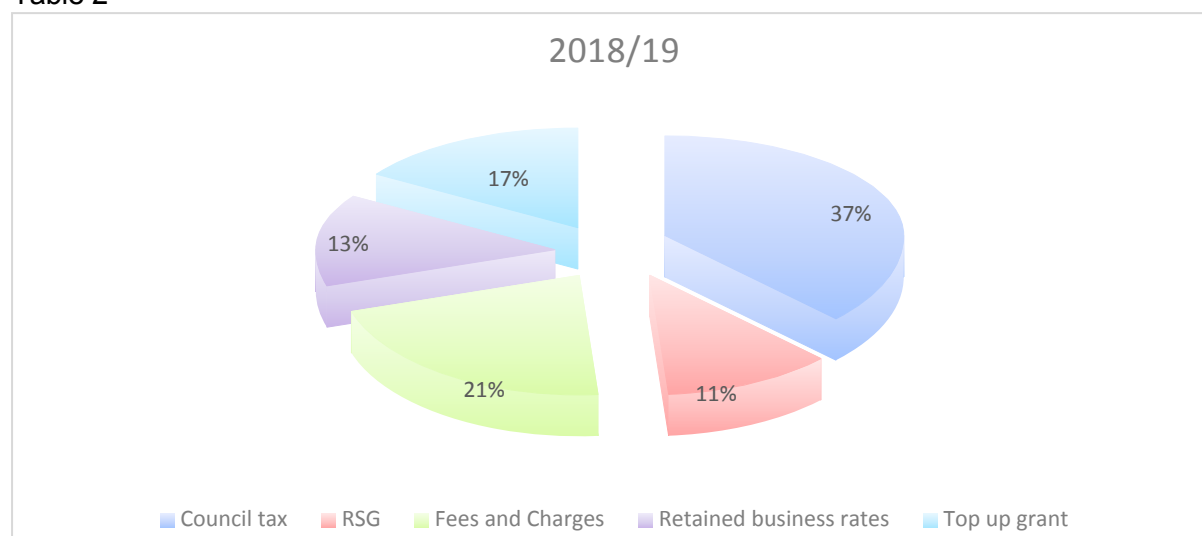


Table 2 shows that by 2018/19 RSG will barely provide 10% of our funding, less than half the amount we raise through fees and charges and a fraction of the amounts from local taxes.

Table 2



## 7.2. National

Business rates were introduced in 1990, along with the community charge or 'poll tax' (now Council Tax) as a replacement for the old system of domestic and non-domestic rates. The Valuation Office Agency, an executive agency of HM Revenue & Customs, has a statutory duty to prepare local rating lists containing rateable values for all non-domestic properties in England and Wales every five years.

On 1 April 2013 a new system of business rates retention began in England. Before April 2013 all business rate income collected by councils formed a single, national pot, which was

then distributed by government in the form of formula grant. Through the Local Government Finance Act 2012, and regulations that followed, the Government gave local authorities the power to keep up to half of business rate growth in their area by splitting business rate revenue into the 'local share' and the 'central share'. The central share is redistributed to councils in the form of revenue support grant in the same way as formula grant. Local share tax base growth is retained within local government.

However, this was done in a way that was consistent with the Government's deficit reduction plans. The change gave financial incentives to councils to grow their local economies. At the same time, it has resulted in more risk and uncertainty. By far and away the primary challenge was the level of financial risk that councils face due to appeals and business rate avoidance.

Councils keep up to 50 per cent of growth in their business rate receipts arising from tax base growth, which may arise from new or expanding businesses. Local authorities which were deemed to have a 'disproportionate potential to grow' by the Government (for example most councils in Central London) pay a growth levy of up to half of this retained growth. This is then used to partly fund the 'safety net' system to protect those councils which see their year-on-year business rate income fall by more than 7.5 per cent.

The introduction of business rate retention meant that from April 2013 a significant part of a council's budget became dependent on the amount of business rates collected from its area.

The business rate retention reform created a need for councils to receive new, previously uncollected, information to enable sufficiently robust financial planning, such as data about upcoming appeal decisions, the value of business rate income at stake and the impact of business rate avoidance. Most of this information had previously been collected by the Valuation Office Agency (VOA) and provided to central government, as councils had no direct stake in business rate collection.

Business rate retention resulted in the need for a major cultural change at the VOA as its importance as information provider has increased. This transition is still ongoing. The VOA has been working hard to provide information, for instance on the appeals and proposals sent to billing authorities in autumn 2013. However, 61 per cent of all respondent councils are not satisfied with the level and quality of data provided by the VOA to help financial planning.

Overall, respondents tend to agree that the retention scheme created a strong incentive to grow the business rate tax base. More than two thirds agreed, and 58 per cent said that this was the single best outcome of the reform. In last year's survey, 29 per cent of respondents said the reform provided sufficient incentives.

The LGA has been working with the councils and the Department for Communities and Local Government (DCLG) to ensure that local government is vocal in shaping the way that this new system will work (appendix 1). A technical steering group and a number of sub-groups have been established to provide information and expert advice to support the LGA and DCLG in advising Ministers on the setting up and implementation of this new system. The Steering Group will meet regularly and papers are available on the LGA website.

## 8. KEY FINDINGS

### 8.1 Central Government Policy

The task group accessed several levels of central government to gather its evidence on the devolution of business rates policy change. The policy was announced in October 2015, but the details have yet to be agreed and consultations are still being conducted.

One of the task group's main objectives for this piece of work was to gain a much better understanding of the devolution of business rates policy. Essentially the task group understands that this is a major fiscal change to the way that local government is financed and as such started gathering evidence from central government ministers who had agreed the policy. The task group found that total business rate yields are exceeding the amount given to local authorities as grants. The decision was made that profits should go to local authorities, however some local authorities with larger business rates bases would receive huge gains, while those local authorities with lower business rate yields would suffer huge losses.

This policy could pose a significant risk to local authorities across the country. Therefore, financial protection would need to be in place for losses of income. It was also agreed that this policy offers significant opportunities for local governments to have more control over finance and shaping local economies. The current timetable for implementation will remain, it is suggested that the policy may be phased in.

In the 2016 Budget the Government committed to piloting approaches to 100% Business Rates Retention in London, Manchester and Liverpool from as early as 1st April 2017. Pilot negotiations are now in the final stages. Pilots are bespoke to reflect the diverse needs of different areas and therefore contain different elements. In London the GLA will take over responsibility for funding Transport for London (TfL) Investment grant from Department for Transport (DfT). In return, the GLA will be allowed to keep a commensurately higher percentage of the business rates income collected in London. The GLA will also fund its share of RSG through business rates from 2017 (appendix 2).

In response to the policy, it was felt that the following areas highlighted raised more questions and needed further analysis in the context of local government actions.

- London region - should we be looking at this from a London regional perspective via London Councils?
- Financial risk - being able to predict appeals, how might this work?
- Valuation - who will administer this? Will there be a new department?
- Additional responsibilities – what might these be and will they be related to economic growth?
- Growth in business rate income - How do we want to be seen as a borough? How should LA's act to incentivise business growth?
- Employment – local employment, what kind of business do we want to attract as employers? What skills will be required?
- Council policies – how do we ensure that our business rates policies are aligned with employment and Income generation policies?
- Political accountability - the leadership of the council should take accountability for growing business rate tax base.

London Councils has recently finalised its consultation responses from the London boroughs which will feed into the DCLG/LGA consultation (appendix 3). There are two parts: the direct consultation on the business rates proposals, how the tax should work, what it should fund and what the responsibilities transferred should be. Separate to the consultation is a call for evidence on the needs assessment process, which also needs to be reviewed in order to underpin the way the finance system will work in the future.

It is possible that the end result could continue to be a relationship between individual councils and the national system. London boroughs and the Mayor's Office have stated that they are very interested in managing that as a collective system for London. London Councils is proposing two options 'what they would like to see for London' and 'how a national system should work'.

London Councils argument is that London is a large, complicated metropolis. It is argued London is a massive contributor in international terms because of the amount raised for its own use and controls, therefore there should be substantial devolution in order to raise taxes to pay for services in the capital. If this were a role of central government, accountability would improve, providing incentives for people to manage those taxes more effectively than the government does for London.

#### Financial Risk - Appeals

If a business disagrees with the Valuation Office Agency (VOA) assessment of a property's rateable value, they can propose changes to the VOA. They can also appeal the valuation which will be considered by an independent Valuation Tribunal. There are currently 300,000 outstanding appeals.

The number and scale of appeals are a concern for many councils. Currently, many local authorities pool their resources to tackle with appeals so that no Local Authority is disadvantaged disproportionately.

The uncertainty created by appeals means that instead of spending money on local services, they have to withhold a portion to ensure they can pay half of the costs of successful challenges in the future or backdated appeals. The Government is implementing a new system for appeals from 2017 which will require business ratepayers to state their case at an earlier stage and they could be fined for incorrect or misleading information.

London Councils believe that if London is permitted to manage its own system, this could reduce the rates to London as a whole, with a view to increased rates in the future, such as Canary Wharf. London boroughs would work on a more collective basis and would need a quota based on deprivation and London priorities. The challenge is to balance such a structure.

#### Additional Responsibilities

The Government intends the reform of business rates to be 'cost neutral'. This means that the level of public spending after the reform should remain the same as planned before the reform through phasing out revenue support grant, other specific grants and the transferring of new responsibilities to match the remaining additional business rates.

The Government has stated that it wants to consult with the sector on what specific funding and responsibilities will be funded from the retention of business rates. So far, the only confirmed decisions are the phasing out of revenue support grant and the additional Transport for London Capital Grant. This leaves a significant sum yet to be decided upon.

What are these additional responsibilities that will come to local government as a result of 100 per cent devolution of business rates? Will these be linked to inflation? These questions are the current points of the negotiations to be confirmed. It is thought these additional responsibilities should be related to financial drivers and be broadly business related, such as:

- Skills
- Employment
- Infrastructural spending
- Transport

This is a tax and not a payment for services and local government should be careful not to overspend; the relationship between councils and businesses is critical. Accountability and responsibility needs to be obviously and clearly defined.

Before the transfer of additional responsibilities, the LGA/DCLG want to consider how existing services can be funded.

The draft response to the LGA/DCLG consultation contains the following emerging themes:

- 1) Simple is good, but not at the expense of what works best in terms of distribution formula.
- 2) Which new resources should transfer - expected £7-11billion by 2020. TfL grant of £1billion already agreed, £3.5billion public health expected already, new responsibilities should be services that support economic growth such as skills, infrastructure and transport, the very things that are in devolution deals.
- 3) There is strong agreement that the Attendance Allowance would not be welcome as it is not linked to business growth.

#### Political accountability

What are the definitions of success and failure? The task group were curious to know how this policy will be held to account. Could, would or should senior officers have their positions terminated and what are the legal implications etc? Could, would or should by elections be held if councilors are deemed to fail? It will be extremely difficult for some boroughs to grow their business rates base and central government may introduce additional measures to support these boroughs. A definition of fail might be if London boroughs are unable to grow their business rates and not meet targets.

Central government announced that all councils will have the flexibility to reduce the business rates multiplier in their area and combined authorities with directly elected mayors will also having the power to increase the multiplier by up to two pence in the pound. Such an increase must be agreed by the Local Enterprise Partnership (LEP) and if used, must be spent on infrastructure.

The task group firmly believes that there is still time to ensure the needs and aspirations of Brent council are incorporated into the final policy. Therefore, now is the time to ensure we have a firm vision for Brent's future, the tools required to achieve this vision, and sustainability measures. The council will need to be brave and ambitious regarding applying the multiplier and ensuring its application is fair and equitable. Flexibility around this area will be key. The task group feels central government should provide a toolkit for local government to use when considering whether to reduce or increase rates.



### Council Policy

The task group wanted to understand what tools could be used at a local level to both enhance growth and reduce any negative impacts of the policy. What incentives and rewards would be available to local government. Since local government will be expected to take on new responsibilities, it is important to know what services that can be devolved will most benefit our residents. This issue is undecided because of the current status of the consultation. However, the tendency is for these details should be decided at a local level, with local governments' contributing significant to the consultation and models piloted.

The task group wondered if a 'race to the bottom' in terms of reducing rates might be an unintended consequence of the policy. However, historically few local authorities have used these types of powers when they have been available. Business rates remains a national tax and a stronger relationship between local governments and valuation office agency will help develop better insights.

### ***Recommendations***

#### **Future Business Rates Strategies**

In response to the Government's business rates policy proposal, the task group recommends the development of a robust business rates growth strategy, which considers the wider skills, enterprise and infrastructure needs of the borough.

1. Brent Council must develop a strategy to attract and retain businesses that pay good wages to Brent residents. We must encourage further growth in our already successful businesses and attract incoming investment into the borough which will benefit from and harness a skilled multicultural workforce. The strategy should be a central function within the council, embedded in the council's income generation and civic enterprise strategies going forward as Brent will rely on this income to fund services to residents and business development for decades to come.
2. Brent Council must be innovative, designing schemes like Local Enterprise Partnerships, Business Improvement Districts, and must also build on current policies such as the London Living Wage business rate reduction programme. The council should explore how existing powers such as, varying the business rate could:
  - Enable Town centre development e.g. Business Improvement Districts in Willesden High Road, Ealing Road and Chamberlayne Road
  - Offer incentives to businesses to provide supported employment opportunities and increase public convenience provision
  - Encourage businesses to share knowledge and skills such as improving local supply chains.
3. Brent Council will need to establish arrangements to ensure that decision making on whether to increase or decrease the business rate tax is evidence-based. This decision should be made in consideration with the wider strategy and will require debate in Cabinet and at Full Council.

## 8.2 Financial Risk

The financial risk that the change in policy could pose to Brent is uncertain. There are some major concerns, such as appeals, the valuation office and new additional responsibilities as outlined in 8.1 of the group's findings. The task group found that the other major concern is what a formula might be. The balance between incentive and need is essential, if business rates grow overall across the country there will be more money for everyone. The LGA is leaning towards a partial reset every five years, reassessing the business rates base against the needs requirement. Real-time needs data could be used to update the formula.

The impact of the policy change may be softened if the full list of devolution powers (excluding the Attendance Allowance) (appendix 4) were made available to all areas of local government. Brent Council should be lobbying for more devolved powers from Central Government.

Local government have a good track record of managing risk, as well as predicting and pre-empting changes. Business rates will be used for example to fund childcare and, back to work schemes. There will be some challenges shifting funds from one area to another. However the real issue will be reducing and/or removing any additional bureaucracy created related to the use of business rates funds.

### Distribution of grant/funding

When introducing the system of 50 per cent business rate retention, the government put in place a system that ensures councils with relatively higher needs (but with relatively lower income from business rates) receive a 'top-up'. Equally, a Council with a relative income deemed greater than relative need, pays a 'tariff' to government.

These top-ups and tariffs balance each other nationally and rise in line with inflation between revaluations. In 2016, the Secretary of State for Communities and Local Government announced a full review of needs and redistribution. This will be used as the starting point for the new system when it comes into force.

When the task group enquired about a due date, it was stated that this would depend on "the call for evidence", but will be decided by the end of the Parliament. DCLG/LGA are optimistic and ambitious for reforms and are therefore keen to ensure that this policy is implemented at an efficient pace.

### Revaluation

Revaluation is to be implemented 2017. Central Government has said it will re-examine the approach to valuations (perhaps becoming more frequent). It is at this stage, the perception of changes will shift to be understood as a 'local' tax. The GLA/DCLG believe that business rates are 'taxes' not necessarily requiring a culture change, but that a stronger working role between Valuation Office Agency and local government is more desirable.

The task group believes there will be a cultural shift, at least to the majority of Brent businesses, and that it is vital for Local Authorities to support its local economies through this transition.

### Social Care

For most local authorities, the increase in income from business rates will not meet the increased spend requirements of care - largely due to demographics and aging population. LAs will need another source of funding - hence the issue of grants reemerging. Current proposals require local authorities to fund social care through council tax and business rates. It is anticipated that the Better Care Fund will end in 2020 when business rates are retained.

### Employment

It was the unanimous view of all those consulted that employment, skills and enterprise is the most effective way to grow our economy, thus increasing our business rate tax base and our income to fund services. As previously stated, more devolved employment powers would allow the council the opportunity to redesign the way employment is tackled and work directly with residents.

The task group asked “what do we want a local employment market to look like” and ‘what kind of business do we want to attract?’ These questions should be managed not just elected members and council officers, but residents would need to be engaged in this work. The task group feel that the council should consider:

- What do our residents/public want?
- What types of businesses will improve and develop the borough?
- What types of businesses will improve the quality of employment in the borough?

The task group welcomes any opportunities for Brent residents to have priority over local jobs. However, it is not possible for the council to impose any such clauses on employers in accordance with discrimination and equal opportunity employment law. We can, however, strive to provide Brent residents with the skills needed to be competitive and be recruited to these jobs, thus making living in the borough attractive. Brent needs to become a borough people choose to live and work in.

### Strategy for Business Improvement and enterprise

The task group explored the strategies already employed by Business Improvement whilst there were examples of best practice, a joint strategic approach has not yet been achieved. The task group are keen for the council to utilize these successes, and carry out needs analyses. Business intelligence gathered on the regeneration of Willesden might act as a pilot to establish if and how income has increased. Research is required to flesh out what the positive impact of business improvement districts are. The council is considering utilising Town Centre Managers to support this work.

If we are to be ambitious in growing our business rates income, then the council requires the technical expertise and resources in our council departments to help us understand the business sector not just in Brent and the WLA, but across the world.

## ***Recommendations***

### **Skills and Enterprise**

To mitigate any financial risks the devolution of business rates may impose on Brent, our strategies should have a keen focus on skills and enterprise.

4. Brent Council must support its businesses throughout the borough with the cultural shift that will be needed to implement this change. The council should have a role in supporting the businesses in that shift by encouraging the

employment of local workers wherever possible and (developing skills and apprenticeships for Brent's workforce.)

5. As a result of successfully growing the business rates base, Brent Council should be given greater powers for employment such as working more closely with Job Centre Plus so that the Council can ensure that skills and employment are aligned with the Council's wider economic growth objectives.
6. Given the extremely low interest rates at present, Brent Council should, individually and in partnership with neighbouring boroughs and the Mayor of London create businesses cases for borrowing money to improve infrastructure. Mixed housing and business units for example will support economic growth in the borough.

### **8.3 Possible impact to Brent**

Predicting and pre-empting unintended and unwelcome outcomes is essential and we must prepare for a potential loss in income to fund services.

Brent is a borough rich in culture and history. Home to Wembley Stadium and Wembley Arena, Brent has healthy manufacturing trade and good transport links throughout the borough. The task group understand that responsibility to promote Brent as a place for business should be shared by elected representatives and council officials.

Brent is unique and we should be utilising these features and benefits to attract and retain business and skills in the borough. The task group believe that there are examples and case studies (Manchester) that the council should visit as a place to learn. Any additional responsibilities should be linked to improving employment and supporting business growth

There should be a focus on:

- A skilled workforce
- Housing
- Good transport links
- Uniqueness of Brent
- International trade

A priority is to ensure the council also has the appropriate skills and resources made available immediately to undertake this change. The task group is specifically concerned with the extra pressure the policy may place on Brent councils finance team, especially the current capacity of the business rates team.

### ***Recommendations***

#### **Preparation for 100% Devolution of Business Rates**

To reduce the possibility of any negative impacts of business rates devolution on Brent, the council should be making preparations to ensure that we have a healthy local economy and that we are in the best position to implement the change with minimal disruption to services.

7. Brent Council must do more to show that the borough is open for business. All of the borough has a responsibility to do this, so officers, Councillors and partners must work together to look at what is unique to the borough such as, Wembley Stadium and the fact that Brent is one of the most diverse places in the UK and actively promote these to attract new business.
8. Brent Council must consider the impact the devolution of business rates will have on policy development and financial planning. It is vital senior officers and Councillors keep abreast of the latest developments and continue to feed into consultations ensuring that Brent's interests are heard. Regular bi-annual updates should be brought to the Resources and Public Realm Scrutiny committee. In addition given the significance of this policy change we would urge a Full Council debate on this matter.

## **8.4 Growth in business rate income**

The task group was most concerned with this area of its work since growth in the business rates income will be vital for funding future council services. As such, central government and representatives from the local and west London business sectors were part of the consultation process.

The task group was keen to consider what incentives and rewards would be available to local authorities who successfully grow their business rates income. Unfortunately, at present it looks unlikely that there will be any incentives. The task group was told that being able to provide additional services from its own income should be reward enough.

### Growth in Business Rate Income

The first question the task group wanted to know, was how we want to be seen as a borough. Councillors and officers responded by referring to ambitions in the borough plan and its 2020 vision

Well-connected by public transport within one of the great world cities and home to one of the world's most iconic sporting stadiums, Brent is attracting new investment, new business, new visitors and new residents every year. This makes the borough an exciting, dynamic and vibrant place to live and work, and it brings both opportunities and challenges.

The task group asked; 'what kinds of business packages can we offer to incentivise?' 'How flexible should we be?' And ultimately, 'what attractive business rates can we offer?' 'However, in order for Brent to compete, the full package should include infrastructure, transport and Broadband fibre.

Further questions for consultation were:

- Can we offer systems where we can temporarily reduce the business rate?
- Will this be a reduction for all or certain types of businesses?
- If we are independent or in a pool with other boroughs, how might they respond if we decide to reduce rates and encourage business to Brent?

Some consideration should be given to the future of high streets. Given modern business is not dependent on location, with many businesses working from home – the questions will arise about whether these businesses be liable for business rates? We need to consider borough boundary areas and business areas shared with other boroughs such as Cricklewood and Kilburn. Discussions need to be initiated with neighboring boroughs. It is

clear that further investigation is required as to how we incorporate Park Royal and how we incorporate Old Oak and Park Royal Development Cooperation (OPDC) into our strategies and wider objectives for business development.

### Regional Working

Senior Officers stated there will be a regional and sub regional economic need for a combined approach, sighting the West London Alliance (WLA) as body supporting such an approach. The agreement to work as part of the WLA Economic Prosperity Board was passed by Cabinet earlier this year.

The task group wanted to know the WLA priorities and objectives, officers stated the purpose of the WLA Board is to work together, but they are not a formal/legal body (and not permitted to be). Mayor of London and individual local authorities are legal bodies (as is the Manchester arrangement) but partnerships between boroughs are partnerships, not legally binding entities.

The WLA is a vehicle to promote digital skills. A long term strategy is to partner with the University of Westminster and College of NW London to develop a digital economy. All WLA members have delegated some powers to the WLA and this has been agreed by Cabinet. The task group understand that insufficient Councillors are aware of the work of the WLA, and therefore this should be addressed with updates to Full Council. The task group recommends that WLA needs to raise its profile across the board.

### Reliefs

Brent is comprised of different categories and sizes of businesses (appendix 5), with some properties eligible to apply for a discount on their business rates. The council needs to be very familiar with its tax base and be clear on its strategic approach. Questions should include how we grow small businesses and if we support small business reliefs when it is necessary to raise income.

In addition to smaller scale reliefs, the following types of businesses are eligible:

- small businesses – in the 2016 Budget the Government announced that businesses with a rateable value up to £51,000 would pay lower business rates and that those below £12,000 would get 100 per cent relief
- businesses in rural areas
- charities – eligible for 80 per cent mandatory relief
- Businesses in enterprise zones – designated areas across England that provide tax breaks and government support to help an area in need of growth or regeneration.

Brent council will strive to work with other local authorities where possible. It is mindful that not all local authorities will be at the same point in their business development plans, Brent is keen to move forward with pace and therefore any additional partnership working must fit within its parameters.

### ***Recommendations***

#### **Working in partnership**

To ensure we make the most of the opportunities that devolution of business rates can provide to grow income, the task group proposes working in partnership where possible with London and sub-regional councils.

9. Brent Council must build on the West London Alliance and the work of the Economic Prosperity Board, as sub-regional alliances' with neighbouring boroughs of similar economic profile will be essential in developing a business strategy. The work of these boards should be expanded with input from backbenchers, and regular reporting back to Scrutiny Committee and Full Council.
10. Brent Council must continue to work with the Mayor of London to lobby for opportunities for Brent that may emerge from Mayoral initiatives such as Old Oak Common.

### **General and Best Practice**

To be a model for best practice by developing ground breaking strategies for the implementation of business rates devolution within local government.

11. The extensive meetings with all relevant stakeholders held by this task group has confirmed that the policy remains nebulous in many aspects, so work on the Devolution of Business Rates will still require regular reviewing, with regular updates to Scrutiny Committee and Full Council. Brent Council must remain closely connected to the work the of the Department for Communities & Local Government (DCLG) and Local Government Association (LGA), London Councils, the Parliamentary Select Committee and the London Assembly/Mayor of London's office.

## 9. CONCLUSION

The devolution of business rates policy change offers the council real opportunities for businesses rates growth. This report has set out some key mechanisms by which this can be achieved as well as flagging potential pitfalls and issues that the Council need to be mindful of and this policy is implemented.

Firstly, it has identified how vital it is to the council to understand and engage with our local businesses.

Secondly, it has identified that a robust business growth strategy is needed and should be used to promote the borough; attracting appropriate businesses to the borough. The more appropriate businesses that are attracted to the borough the greater the opportunities the Council will have to increase revenue.

Thirdly, it has shown how crucial skills and enterprise is to growing our business base.

Fourthly, it has emphasised the importance of making our voice heard via the ongoing consultations on this policy. Working in partnership at a, London and sub-regional level, allows local government to have a louder voice which should be used to lobby for more devolved powers.

The task group believes that this report provides a range of important recommendations which, when implemented, will lead to improved outcomes for the borough.

We look forward to seeing these changes in action.



## 10. PARTICIPANTS, REFERENCES AND APPENDICES

### Participants

London Borough of Brent:	The Leader of the Council
	Chief Executive Officer
	Strategic Director of Resources
	Chief Finance Officer
	Employment & Enterprise Team
Government Agencies	Department for Communities and Local Government (DCLG)
	Local Government Association (LGA)
	London Councils
Ministers of Parliament (MP's)	Bob Blackman
	Clive Betts
	Andrew Boff
	Caroline Pidgeon
Non-Government Organisations	West London Alliance
	Federation of Small Businesses
Brent Partners	Quintain
	OPDC
Business Groups	Wembley High Road Business Association
	Ealing Road Traders Association
	Neasden Business Association
Other Local Authorities	LB Ealing
	LB Harrow
	LB Camden
	LB Barnet
	LB Westminster

### References:

The task group referred to a number of reports in the course of its work. Key documents include:

1. Local Government Association, Don't Be Left in the Dark, July 2016
2. Department for Communities and Local Government , 100% Business Rates Retention, August 2016
3. London Assembly, A New Agreement for London., September 2016
4. London Finance Commission Interim Report, October 2016

### Table of Appendix

	<b>Appendices</b>
1	DCLG Business Rates Retention Consultation
2	Pilot update for DCLG steering group
3	London Council's Joint London Government Response
4	Devolution to local government England
5A	Brent NNDR Collectable Debit
5B	Brent Rateable Value by Category
5C	Brent Council Tax vs NNDR
*	Brent NNDR Properties October 2016 – Large document and can be emailed on request

**This page is intentionally left blank**



Department for  
Communities and  
Local Government

# Self-sufficient local government: 100% Business Rates Retention

Consultation Document



© Crown copyright, 2016

*Copyright in the typographical arrangement rests with the Crown.*

You may re-use this information (not including logos) free of charge in any format or medium, under the terms of the Open Government Licence. To view this licence, <http://www.nationalarchives.gov.uk/doc/open-government-licence/version/3/> or write to the Information Policy Team, The National Archives, Kew, London TW9 4DU, or email: [psi@nationalarchives.gsi.gov.uk](mailto:psi@nationalarchives.gsi.gov.uk).

This document/publication is also available on our website at [www.gov.uk/dclg](http://www.gov.uk/dclg)

If you have any enquiries regarding this document/publication, complete the form at <http://forms.communities.gov.uk/> or write to us at:

Department for Communities and Local Government  
Fry Building  
2 Marsham Street  
London  
SW1P 4DF  
Telephone: 030 3444 0000

For all our latest news and updates follow us on Twitter:  
<https://twitter.com/CommunitiesUK>

July 2016

ISBN: 978-1-4098-4792-2

# Contents

<b>Ministerial Foreword</b>	<b>5</b>
<b>1. Introduction and overview</b>	<b>6</b>
<b>2. Background and context</b>	<b>8</b>
<b>3. Devolution of responsibilities</b>	<b>15</b>
<b>4. The business rates system: Rewarding growth and sharing risk</b>	<b>23</b>
<b>5. Local tax flexibilities</b>	<b>33</b>
<b>6. Accountability and accounting</b>	<b>39</b>
<b>Summary of Questions</b>	<b>44</b>
<b>About this consultation</b>	<b>47</b>

## Scope of the consultation

Topic of this consultation:	This consultation seeks views on the implementation of the Government's commitment to allow local government to retain 100% of the business rates that they raise locally. Specifically this consultation seeks to identify some of the issues that should be kept in mind when designing the reforms.
Scope of this consultation:	This consultation seeks to identify some of the issues that should be kept in mind when designing the 100% business rate retention system and associated reforms.
Geographical scope:	These proposals relate to England only.
Impact Assessment:	An impact assessment will be developed in due course as proposals are finalised.

## Basic Information

To:	The consultation will be of interest to local authorities, businesses and the public.
Body/bodies responsible for the consultation:	Department for Communities and Local Government.
Duration:	This consultation will last for 12 weeks from Tuesday 5 July 2016 to Monday 26 September 2016.
Enquiries:	For any enquiries about the consultation please email: <a href="mailto:BRRconsultation@communities.gsi.gov.uk">BRRconsultation@communities.gsi.gov.uk</a>
How to respond:	<p>By email to: <a href="mailto:BRRconsultation@communities.gsi.gov.uk">BRRconsultation@communities.gsi.gov.uk</a></p> <p>Or by post to: Business Rates Retention Consultation Local Government Finance Department for Communities and Local Government 2nd floor, Fry Building 2 Marsham Street London SW1P 4DF</p> <p>Please state whether you are responding as an individual or representing the views of a local council or other organisation. If responding on behalf of an organisation, please include a summary of the people and any other organisations it represents and, where relevant, who else you have consulted in reaching your conclusions.</p>

## Ministerial Foreword

The 100% retention of business rates by local government is a reform that councils have long campaigned for – and which central government is now committed to. Implementing this vitally important change will mean that 100% of all taxes raised locally are retained by local government.

The purpose of fiscal devolution is to provide communities with the financial independence, stability and incentives to push for local growth and pioneer new models of public service delivery. We've already taken several important steps in that direction and full business rate retention will maintain that forward momentum. This a huge opportunity for local authorities of all kinds to take control as never before, which is why this is an open consultation – an invitation to councils, businesses and local people to have their say on how the new business rates system should operate.

We have already worked closely with the Local Government Association and others to identify the key issues and options. For instance, in a devolved system, which grants and functions should be transferred to local control? How should the distribution of revenues between local authorities be decided? What are the best mechanisms for managing and sharing risk? And how should the new powers for councils to reduce the tax rate, and for elected mayors to raise extra revenue for infrastructure investments be implemented?

We will not impose a one-size-fits-all solution across the country. In fact, I would encourage you to consider how the system can be tailored to local needs and opportunities – especially in areas where communities are pressing forward with Devolution Deals, combined authorities and elected mayors.

Progress towards 100% retention of business rates is part of wider reform package – such as the option for local authorities to agree multi-year financial settlements and the abolition of the levy on revenue growth in the current business rates system.

I announced in February that we will conduct a review of what the needs assessment formula should be in a world in which all local government spending is funded by local resources not central grant, and use it to determine the transition to 100% business rates retention. We want councils to help shape this work and are today inviting local government and others to have their say on the questions at the heart of the review. Together, these changes are building the fiscal foundation for a new era of devolution. There has never been a better time for communities to shape their own future.



**Rt. Hon Greg Clark MP**

Secretary of State for Communities and Local Government

# 1. Introduction and overview

- 1.1. By the end of this Parliament, local government will retain 100% of taxes raised locally. This will give local councils in England control of around an additional £12.5 billion of revenue from business rates to spend on local services. In order to ensure that the reforms are fiscally neutral, councils will gain new responsibilities, and some Whitehall grants will be phased out.
- 1.2. This amounts to a fundamental reform to the financing of local government. This move towards self-sufficiency and away from dependence on central government is something that councils have called for over a number of decades. The historic 2016/17 local government finance settlement was a first step along this road. It gave those local authorities who are committed to reform far greater certainty over their future funding.
- 1.3. The move to 100% business rates retention marks an important milestone in the devolution of power and resources from Whitehall and will help shape the role of local government for decades to come. To achieve such radical reform, the Government wants councils, business and local people to take the initiative and shape the design of the new system. This consultation is therefore deliberately open and seeks views and ideas across all aspects of the reforms.
- 1.4. This is a major opportunity for all those involved in local government - and those interested in the future of their local areas - to come forward with proposals for how the reforms should work for them and should recognise their circumstances. Ahead of this consultation, the Government has been working closely with the Local Government Association (LGA), as well as other representatives of local government and business sector holding early discussions on the reforms. This consultation has been informed by these discussions, and reflects many of the points and questions raised. We would like now to invite others to join the conversation and help shape the debate.

## Designing the system

- 1.5. This consultation seeks to identify some of the issues that we think should be kept in mind in designing of the reforms. This includes how the reformed system recognises the diversity local areas and the changing pattern of local governance arrangements. The system may not have to work in the same way across the country. For example, as is explored in Chapter 3, there could be more ambitious devolution of responsibilities in areas which have already taken steps to reshape their governance and enter into Devolution Deals.
- 1.6. It is also important to consider how the design of the new system can provide the right level of incentive and reward to those councils – particularly those working closely with local businesses and together as Combined Authorities – that pursue policies that drive additional growth in their areas. For example, the Government has already announced that the levy on growth within the current 50% rates retention scheme will be abolished in the new system. In addition,



councils will have new powers to shape the operation of the business rates tax in their area. These issues are considered in more detail in Chapters 4 and 5.

- 1.7. This consultation also welcomes views on how business rates income might be shared across different tiers of local government, including how the system should recognise areas which have moved to reformed models of governance. There is a balance to be struck between providing a strong incentive for growth in local areas and considering the distribution of funding between local authorities. For example, there will still need to be some system of redistribution between councils so that areas do not lose out just because they currently collect less in local business rates. This consultation seeks views on how this should work, including the extent to which the design of the system should seek to enable places to retain the rates they collect. These issues are considered in Chapter 4.
- 1.8. The Government is clear that the reformed system should ensure that authorities are able to manage and share risk to an acceptable level, and that they are insulated from undue shocks or significant reductions in their income. The discussion in Chapter 4 highlights different ways that these issues could be managed, including how councils might be able to work together to do so.
- 1.9. Finally, as announced in the Budget 2016, the Government is taking the opportunity to pilot the approach to 100% business rates retention in Greater Manchester and Liverpool City Region, and will increase the share of business rates retained in London. The offer to pilot the approach to business rates retention is open to any area that has ratified its devolution deal.

#### Timetable for reform

Summer 2016	Consultation on the approach to 100% business rates retention. We are inviting responses to this consultation by 26 September 2016. Those responses will help shape specific proposals across all aspects of the reforms.
Autumn 2016	We expect that Government will undertake a more technical consultation on specific workings of the reformed system
Early 2017	As announced in the Queen's Speech, the Government will introduce legislation in this Parliamentary session to provide the framework for these reforms. We expect the legislation to be introduced later in the Parliamentary session.
April 2017	Piloting of the approach to 100% business rates retention to begin.
By end of the Parliament	Implementation of 100% business rates retention across local government.

## 2. Background and context

### Summary

2.1. This chapter provides some information which will help provide background and context to the discussion of the design of the new system:

- It describes the current system of 50% business rates retention.
- It sets out the approach to the reforms to date.
- It provides further information about progress of the Fair Funding Review.
- It discusses how the value of business rates revenue is estimated, including how such estimates may change.
- It provides more information about the arrangements for piloting the approach to 100% business rates retention.

### Current system

2.2. The move to 100% business rates retention builds on the current system, in which local government as a whole retains 50% of locally collected business rates. That system was introduced in April 2013. Before then, all business rate income collected by councils formed a single, national pot, which was then distributed by government to councils in the form of formula grant. Through the Local Government Finance Act 2012, and regulations that followed, the Government gave local authorities the power to keep half of business rate income in their area by splitting business rate revenue into the 'local share' and the 'central share'.

2.3. The central share is redistributed to councils in the form of revenue support grant and in other grants. The local share is kept by local government, but is partly redistributed between local authorities through a system of tariffs and top-ups. This redistribution ensures that areas do not lose out just because their local business rates are low compared to their assessed needs.

2.4. Within the current system, councils keep up to 50% of growth in their business rate receipts arising from new or expanding businesses. Local authorities that pay tariffs are also liable to pay a levy of up to half of this type of growth. The money raised from this levy is then used to fund a safety net system. This system protects those councils which see their annual business rate income fall by more than 7.5% below their 'baseline funding level'.

2.5. The Government thinks that 100% business rates retention will have some strong similarities with the existing system. For example, there will continue to be a level of redistribution between authorities similar to the current system of

tariffs and top-ups. In addition, there will continue to be protection in the system to insulate authorities from shocks or significant reductions in their income.

- 2.6. There will also be some important differences. The Government has already announced that the levy on growth will be scrapped under 100% business rates retention, and that authorities will have additional flexibilities around the operation of the multiplier. In addition, we expect that the design of the new system will take account of the changing shape of local government, including the role of Combined Authorities. These issues are considered in more detail in Chapters 4 and 5.

### Devolution and local growth

- 2.7. The Government is committed to devolving greater powers away from Whitehall to drive local and national growth. This recognises that no two places are the same and that people who live, work and run businesses in an area know best what their area needs to prosper and grow.
- 2.8. Since 2010 this has seen the agreement of two rounds of City Deals providing cities and regions with new powers in return for strong and accountable leadership. Since 2014 the Government has gone further by agreeing multiple ground-breaking devolution deals with areas all across the country: from Liverpool City Region in the Northern Powerhouse, to Cornwall in the rural South.
- 2.9. Devolution deals include the devolution of power from central government to local areas in England and provide an opportunity to stimulate economic growth and reform public services. These deals will introduce directly elected mayors and enable areas to deliver real improvements to local people and businesses. They include a wide range of new responsibilities on adult education and transport as well as specific funds for housing investment and direct incentives to enable local areas to realise their growth aspirations through the provision of distinct long term investment funds to Mayoral Combined Authorities.
- 2.10. The Government has invested significantly in local growth by agreeing a £12 billion Local Growth Fund. This provides the basis for the 39 Local Enterprise Partnerships to invest in local infrastructure, skills, housing, business and innovation. At a specific geographical scale, the Government has worked with local areas to establish 48 Enterprise Zones across the country. These provide distinct advantages to businesses and the retention of business rate growth free from reset in local areas. The Government has also provided substantial help to ensure our high streets and town centres thrive through a £6 billion plus support package of investment. This includes reductions in corporation tax and national insurance contributions and significant reductions in business rates for small businesses as announced at the Budget.

## Approach to reform

2.11. In advance of this consultation, the Government has been working closely with the LGA and other representatives of local government to develop the principles that the reform package will be based upon. This has included a joint LGA-DCLG chaired Steering Group and set of Technical Working Groups to look at every aspect of how the new system should work, alongside which responsibilities should be devolved.

2.12. To provide focus, the work has been considered in the following themes:

- the devolution of responsibilities.
- the operation of the system, including how growth is rewarded and risk is shared.
- local tax flexibilities.
- assessment of councils' needs and redistribution of resources.
- accountability and accounting in a reformed system.

2.13. Papers and records of the discussions in these Groups are available on the LGA's website: <http://www.local.gov.uk/business-rates>.

2.14. We have also been talking to representatives of business, via a Business Interests Group – again jointly chaired with LGA. This has helped ensure that business can contribute to the policy and technical debate from its early stages, ensuring that the views of the business community are taken into account when designing the system.

## Fair Funding Review

2.15. As part of the 2016/17 Local Government Finance Settlement, the Government announced a Fair Funding Review of councils' relative needs and resources.

2.16. A needs assessment was last carried out in 2013/14. However, this was largely focussed on updating the data used in the assessment. The needs formulae have not been thoroughly reviewed for over a decade, which many councils feel is far too long. There is good reason to believe that the demographic pressures affecting particular areas, such as the growth in the elderly population, have affected different areas in different ways, as has the cost of providing services. It is therefore only right that the way we assess relative need is reviewed. The Fair Funding Review will also establish what the needs assessment formula should be in a world where all local government spending is financed from locally raised resources.

2.17. The Fair Funding Review will address the following issues;

- what do we mean by relative 'need' and how should we measure it?
- what are the key factors that drive relative need?

- what should the approach be for doing needs assessments for different services?
- at what geographical level should we do a needs assessment?
- how should 'resets' of the needs assessment be done?
- how, and what, local government behaviours should be incentivised through the assessment of councils' relative needs?

2.18. For the services currently supported by the local government finance system, the outcomes of the Fair Funding Review will establish the funding baselines for the introduction of 100% business rates retention. The Fair Funding Review will consider the distribution of funding for new responsibilities on a case by case basis once these responsibilities are confirmed; they are likely to have bespoke distributions. Chapter 3 provides more detail about the issues related to the devolution of new duties. A balance must be struck in the new system between providing a strong incentive for growth in local areas, and considering how funding should be distributed between local authorities. Chapter 4 discusses this question in more detail.

2.19. The Government recognised in 2012 that there may be additional costs associated with service delivery in rural areas, introducing weighted sparsity adjustments to the relative needs formula in setting the baseline for the current system of business rates retention in 2013-14. Additional funding has also been provided since 2013-14 as a separate grant or through a transfer of funding into the settlement, and is now a candidate to be devolved as part of 100% business rate retention (see Chapter 3).

2.20. The Fair Funding Review will consider carefully how the different needs and costs of delivering services in urban and rural areas has changed over time, and how best to recognise these differences in the funding baselines for the introduction of 100% business rates retention. To support this, the Government has ensured rural and urban areas are appropriately represented on both the Steering Group for the 100% Business Rate Retention Programme and on the technical group working on the Fair Funding Review.

2.21. We want to give councils every opportunity to consider the best approach to measuring their needs. The needs assessment does not require legislative changes to implement. This means that we do not have to make decisions now, and allows us to progress this work with local government to a different timetable. For example, we are aiming to consult on the principles for the needs assessment in autumn 2016. We expect to have a final consultation on the formulae in summer 2018 in time for the introduction of 100% business rates retention across local government by the end of the Parliament.

2.22. To help shape the Fair Funding Review, we have been engaging with representatives from across local government through a Technical Working Group. Based on feedback from this Group, we have developed an initial call for evidence on Needs and Redistribution which is published alongside this consultation and can be found at:

<https://www.gov.uk/government/consultations/self-sufficient-local-government-100-business-rates-retention>.

## Assessing the value of business rates income

- 2.23. The Government has announced that the move to 100% business rates retention will be fiscally neutral. To ensure this, the main local government grants will be phased out and additional responsibilities will be devolved to local authorities in order to match the additional funding from business rates. In considering the design of the new system, authorities will inevitably be interested in how the value of additional funding from business rates - known as 'the quantum' - will be estimated and how that will compare to estimates of the cost of additional responsibilities that may be devolved.
- 2.24. Overall, business rate receipts provide a stable source of tax revenue. Our current estimate – based on forecasts from the Office of Budget Responsibility – is that the value of additional business rates revenue available to local government from locally collected rates in 2019/20 will be around £12.5 billion. However, forecasts of business rates income can change and are subject to some sensitivity, which means that we will need to keep this quantum under review and make final decisions closer to the point of implementation.
- 2.25. While most business rates are collected locally, rates for properties on the 'central rating list' are collected directly by government. The central ratings list contains the rating assessments of networked properties including major transport, utility and telecommunications undertakings and cross-country pipelines. This income is paid into the Consolidated Fund, with the statutory obligation under the Local Government Finance Act 2012 that an equivalent amount be redistributed to local government through grants. Our current estimate is that the value of central list income in 2019/20 will be £1.5 billion.
- 2.26. We will continue to work with councils to refine estimates of the value of business rates income and are clear that the process for designing the new, reformed system has sufficient flexibility within it to allow for this. The timetable for implementing the reforms means that we are unlikely to need to reach final views on the quantum until 2018.
- 2.27. Importantly, as we move towards self-sufficiency for local government, we are clear that under 100% business rates retention all authorities will be funded for their existing responsibilities and for any new responsibilities devolved. Changes or refinements to the quantum will not undermine that.

## Piloting the approach to 100% business rates retention

- 2.28. As announced in the Budget 2016, the Government is taking the opportunity to pilot the approach to 100% business rates retention in Greater Manchester and Liverpool City Region, and will increase the share of business rates retained in London.
- 2.29. The pilots will provide an opportunity both to test elements of 100% rates retention before it is rolled out more widely, and to see how the system can take

account of the circumstances of different areas. They will enable us to learn from different approaches and to improve the design of the final scheme.

- 2.30. Discussions are underway with relevant authorities to determine what will be included in the pilots for 2017 and beyond. We expect that the pilots might look different in different places and in particular might help develop mechanisms that will be needed to manage risk and reward in a new system.
- 2.31. The offer to pilot the approach to business rates retention is open to any area that has ratified its devolution deal. Other groups of authorities, including those in Sheffield, have already come forward to explore what pilots could look like in their areas.
- 2.32. Piloting will allow places to benefit early from growth in their local tax base, and to see in full the impacts of local decisions that drive local business rates growth in their budgets from 2017 – up to three years ahead of schedule. Importantly, the pilots will not reduce the quantum of resource available for other parts of local government. They also do not impact on the assessment of relative needs which will be considered by the Fair Funding Review.

#### Business rates as a tax

- 2.33. This consultation considers the use of business rates income; it does not seek to cover issues related to the operation of business rates as a tax, outside of the additional flexibilities discussed in Chapter 5.
- 2.34. In Budget 2016, following the conclusion of the business rates review, the Government announced a range of measures to reduce the burden of business rates on ratepayers, and to modernise the system. These included;
- permanently doubling Small Business Rate Relief (SBRR) from 50% to 100% and increasing the thresholds to benefit a greater number of businesses
  - increasing the threshold for the standard business rates multiplier to a rateable value of £51,000, taking 250,000 smaller properties out of the higher rate
  - announcing that as of April 2020, taxes for all businesses paying rates will be cut through a switch in the annual indexation of business rates from RPI, to be consistent with the main measure of inflation, currently CPI.
- 2.35. In addition, the Government announced that it will modernise the administration of business rates, aiming to revalue properties more frequently and make it easier for businesses to pay the taxes that are due.

#### Appeals Reform

- 2.36. The Government is committed to delivering an efficient, modern and improved business rates appeals system. There is widespread agreement that the current

system is in need of reform. Too many rating appeals are made with little supporting evidence and are held up for too long, creating costs and uncertainties for businesses and local authorities.

2.37. In October 2015 the Government published a consultation paper which set out proposals for a three-stage approach to resolving appeals: 'Check, Challenge, Appeal', and sought views from businesses, local authorities and other interested parties. The reforms will introduce a more structured, rigorous and transparent system which will be easier for ratepayers to navigate. It will ensure that businesses can be confident that their valuations are correct and that they are paying the right amount of business rates with quicker refunds where appropriate. The Government is grateful for the views shared during the consultation process and has carefully considered all views. The summary of responses and the Government statement, which will set out the decisions the Government has taken in response to the consultation document, will be published shortly.



### 3. Devolution of responsibilities

#### Summary

3.1. This chapter considers the issues related to the devolution of responsibilities to local government:

- It describes our approach and how we have identified the range of responsibilities that could be funded from retained business rates.
- It sets out the criteria and how we have assessed the proposed options.
- It sets out the indicative lists of responsibilities that could be funded through retained business rates.
- It discusses the interaction with devolution deals and pilot areas.
- It also considers the treatment of new burdens in the new system.

#### Overview

3.2. Chapter 3 sets out the rationale and benefits for devolving responsibilities to local government. Alongside those direct benefits, the devolution of funding for new responsibilities will help set the shape and form of local government for the future. We want to make sure that these reforms help ensure that councils have the responsibilities they need to enhance their role as local leaders. We also want to make sure that the new system recognises the changing landscape across local government.

3.3. To ensure that the proposal for 100% business rates retention is fiscally neutral, local government will need to take on new responsibilities to match this increased income, and existing central government grants will need to be phased out. If the value of new responsibilities exceeds the increased retained rates receipts, Government would continue to make grant payments to fund the difference, although our expectation would be any grant payments would not replicate the current Revenue Support Grant.

3.4. We therefore want to hear from local authorities and others about what they think should be devolved as part of the reforms, and how this might work differently in areas with Combined Authorities and devolution deals. In line with this, this consultation takes an open approach – identifying a list of possible candidates for devolution.

3.5. Following responses to the consultation, the Government will make decisions on the responsibilities that will be funded from retained business rates. Where primary legislation is required to devolve the responsibilities, we expect to legislate as soon as Parliamentary time allows.

## Our approach

3.6. In reaching a view on a list of options for consultation, we have endeavoured to ensure that we produce a package of responsibilities for potential devolution that fits well with the local government system in England.

3.7. To inform the consultation the LGA and the DCLG have been working with representatives of local government. That work has informed the following criteria for possible candidates for devolution. It has not been assumed that each candidate or responsibility proposed for devolution must meet all of those criteria. Rather, they have been used by the Government as guiding principles to shape discussions on the range of responsibilities to be included in this consultation:

### **1) Devolution of a responsibility should build on the strengths of local government**

- a) It will provide opportunities for greater integration across local services, taking advantage of council expertise to provide user-centric, outcomes focussed approaches.
- b) Devolution would remove barriers to other innovative service delivery models, for example the commissioning of new multi-agency services that offer better value for the tax payer.
- c) There should be appetite from local government for the responsibility to be delivered at a local level.
- d) There should be capacity at a local level to deliver services, taking into account other local pressures.

### **2) Devolution of a responsibility should support the drive for economic growth**

- a) The responsibility will support local authorities' role in driving local growth, for example through a clear link to local employment, skills or infrastructure policy, and build on the ambition councils have demonstrated through Local Enterprise Partnerships and City Deals.

### **3) Devolution of a responsibility should support improved outcomes for service users or local people**

- a) Local authorities should have as much flexibility as possible to tailor local services, for example allowing user-centric, outcomes focused delivery.
- b) Service provision can reflect the distribution of need across the country. Consideration should be given to the effect of devolution on groups with protected characteristics under the Equality Act 2010

**4) Devolution of responsibilities should be made with consideration for the medium-term financial impact on local government.**

- a) The national cost and demand for any new responsibility should be relatively predictable and stable over time, relative to the business rates funding stream.
- b) The relative demand for funding between local authorities should be relatively stable over time.
- c) The timeline for devolution will allow sufficient time for preparations at a local level.
- d) The responsibility is a sensible fit with a business rates funding stream, i.e. from a forward planning, governance and technical perspective.

3.8. We recognise that authorities will want to give particular consideration to the final criterion - the medium-term financial impact on local government of each candidate for devolution. Detailed consideration will need to be given to the demand profile for services beyond 2019/20 before final decisions can be made and spending pressures will continue to be assessed as part of future spending reviews.

3.9. To assist in supporting local government medium term financial sustainability, it is important that local authorities should have as much flexibility as possible to tailor local services. At the same time, the Government may want to ensure that certain outcomes are delivered with the funding devolved – for example through new statutory duties. These will be considered through later consultation.

3.10. This consultation makes no comment on the future distribution of the grants considered in this chapter. The allocation of any new grants rolled in will be considered on a case by case basis and are likely to have bespoke distributions. Further consideration will also be needed on the appropriate funding distribution for responsibilities devolved under retained business rates.

The range of responsibilities

3.11. This list of responsibilities or policies contains grants that have been identified as a possible fit against the criteria for being funded through retained business rates.

3.12. This list is not exhaustive and each option will not necessarily feature in the final package. The aim of the list is to enable a debate on the responsibilities to be devolved and funded from retained business rates. It remains open for respondents to come forward with their ideas for devolution of other responsibilities and budgets.

3.13. This could involve devolving functions and responsibilities to be delivered differently than now. However, to be fiscally neutral, central government

functions and associated budgets would need to cease and respondents are therefore invited to be clear where they would expect the funding to come from.

Revenue Support Grant	Revenue Support Grant is a central government grant given to local authorities which can be used to finance revenue expenditure on any service and is established through the local government finance settlement.
Rural Services Delivery Grant	This grant is distributed through the local government finance settlement to the top-quartile of authorities ranked by super-sparsity, based on the distributional methodology for the Rural Services Delivery Grant in 2015-16.
Greater London Authority Transport Grant	This grant is used for capital improvements to relieve congestion, improve reliability on key routes and provide a good fit with UK transport policies. The Chancellor announced in the Spending Review that the Greater London Authority Transport Grant would be devolved to be funded from retained business rates.
Public Health Grant	<p>Public Health Grant provides funding for the discharge of public health functions defined in section 73(B)(2) of the National Health Service Act 2006. The ring-fence on the public health grant will be maintained in 2016-17 and 2017-18.</p> <p>Further consideration will be needed on how best to promote stability and improvements in public health from the proposed new funding arrangements.</p>
Improved Better Care Fund	<p>The funding for the Improved Better Care Fund goes directly to local government to ensure that health and social care services work together to support older and vulnerable people.</p> <p>It is our intention that any change to current funding arrangements ensures that the Improved Better Care Fund is used by local government to fund adult social care services.</p>
Independent Living Fund	<p>The grant for former recipients of the Independent Living Fund (ILF) compensates for the cost pressures caused by the closure of the ILF.</p> <p>This followed the introduction of the Care Act 2014 which ensures that the key features of ILF support, namely personalisation, choice and control, are now part of mainstream adult social care system.</p>
Early Years	The grant is provided to English local authorities to fulfil their duties under sections 6, 7, 7A, 9A, 12 and 13 of the Childcare Act 2006 and under regulations that will be made pursuant to section 2(1) of the Childcare Act 2016.

	<p>It is currently part of the Dedicated Schools Grant.</p> <p>Consideration of this grant for devolution would take place after successful delivery and establishment of the Manifesto commitment to 30 hours free childcare from September 2017.</p>
Youth Justice	<p>The funding provided by the Ministry of Justice to the Youth Justice Board is distributed as a grant to local authorities for the operation of the youth justice system and the provision of non-custodial youth justice services.</p> <p>The Ministry of Justice funding does not include funding from police, probation and health authorities who contribute at a local level to the costs incurred by local authorities in the provision of youth justice services.</p>
Local Council Tax Support Administration Subsidy and Housing Benefit Pensioner Administration Subsidy	<p>Local Council Tax Support Administration Subsidy provides funding towards the administration of local council tax support claims where there is not also a housing benefit application.</p> <p>Housing Benefit Administration Subsidy contributes towards the cost of administering housing benefit on behalf of the DWP. A portion of this subsidy contributes to the administration costs of joint housing benefit and local council tax support claims.</p> <p>Housing Benefit will cease to be paid to working age customers, as Universal Credit, which includes housing costs is rolled out. Housing Benefit for pensioners will remain with Local Authorities for now, and the Government will consult ahead of any proposed changes to that position.</p> <p>Nonetheless, at that point increased support for the higher level of non-joint local council tax support claims will continue to be required and so Local Council Tax Support grant, including the element of Housing Benefit administrative grant for what are currently joint claims, could be considered for devolution.</p>
Attendance Allowance	<p>As announced in December, the Government will also consider giving more responsibility to councils in England to support older people with care needs – including people who, under the current system, would be supported through Attendance Allowance. This will protect existing claimants, so there will be no cash losers, and new responsibilities will be matched by the transfer of equivalent spending power.</p>

**Question 1: Which of these identified grants / responsibilities do you think are the best candidates to be funded from retained business rates?**

**Question 2: Are there other grants / responsibilities that you consider should be devolved instead of or alongside those identified above?**

### Devolution Deals

3.14. The Government has agreed multiple devolution deals with areas across the country. These deals include the devolution of power from central government to local areas in England and provide an opportunity to stimulate economic growth and reform public services.

3.15. These deals include the devolution of a range of functions and associated budgets, many of which are pooled at Combined Authority level within single investment funds.

### Grant funding for devolution deals

Investment funds for devolution deals	All mayoral devolution deal areas have an agreed Investment Fund, which is a grant-based fund specific to each deal, which is paid in annual instalments for 30 years. However, only the first five years' funding is confirmed with the remainder subject to five-year reviews.
Adult Education Budgets	<p>At present, nine devolution deal areas have agreed the devolution of the Adult Education Budget from 2018/19. The devolution of this budget is subject to the satisfaction of a number of 'readiness' conditions set out in the deals.</p> <p>The Adult Education Budget provides grant funding for learning up to Level 2 (up to Level 3 for young people aged 19-23 who do not yet have the equivalent of 2 A-levels).</p>
Transport Capital Grants	All devolution deal areas receive consolidated funding for Transport which is made up of a number of grant streams, for example highways maintenance funding and, in some areas where bus franchising is implemented, the associated commercial bus service operators grant.
Local Growth Fund	<p>All devolution deal areas have the flexibility to incorporate the Local Growth Fund awarded to Local Enterprise Partnerships in their area into their Combined Authority single investment funds.</p> <p>The Local Growth Fund is awarded competitively to Local Enterprise Partnerships to spend on investment designed to drive and unlock economic growth in their local areas in line with local priorities.</p>

- 3.16. There are a number of connections between devolution deals and the proposal for 100% retained business rates. The Government considers that the move to self-sufficiency under business rates retention could take account of the different governance arrangements across local government. The new pattern of Combined Authorities, Mayors, as well as the Greater London Authority provides an opportunity for specific devolution that may not be appropriate in other areas.
- 3.17. There is therefore an opportunity to consider funding some or all of the commitments in existing and future deals through retained business rates, i.e. transferring them from grant commitments to being paid for through retained rates. This would give these areas, Combined Authorities, Mayors and the Greater London Authority, the advantage of fiscal autonomy for these functions.
- 3.18. Doing so would establish different funding arrangements for Mayoral Combined Authorities and the Greater London Authority than in non-devolution areas, reflecting their different governance arrangements, alongside universal devolution to every local authority.
- 3.19. Funding devolution deals in this way would allow them to continue to be agreed on a bespoke basis. Future deals may contain different functions than those in the list above and we make no assumption that limits the scope of future deals or therefore what, in future deals, could be funded from retained business rates.
- 3.20. An important consideration for the funding of devolution deals through retained business rates will be the impact that increased funding to devolution deal areas would have upon the system design for 100% retained business rates, in particular, on the Government's interest in implementing a system that minimises the redistribution of business rates, as described in Chapter 4.
- 3.21. Finally, some commitments may be more suitable than others to fund through business rates. For example, the Investment Fund is subject to 5-year review points and the Local Growth Fund is subject to a competitive bidding process. Devolving these funds into retained business rates would effectively permanently embed that level of funding to those authorities in the retained business rates system.

***Question 3: Do you have any views on the range of associated budgets that could be pooled at the Combined Authority level?***

***Question 4: Do you have views on whether some or all of the commitments in existing and future deals could be funded through retained business rates?***

### Devolution in pilot areas

- 3.22. As announced in the Budget<sup>1</sup>, the Government is taking the opportunity to pilot the approach to 100% business rates retention in Greater Manchester and Liverpool City Region and will increase the share of business rates retained in London.
- 3.23. Discussions are underway with Manchester, Liverpool and London to determine what will be included in the pilots for 2017 and beyond. Pilots might look different in different places and they provide an opportunity both to test elements of 100% rates retention before it is rolled out more widely and to reflect the different needs of different areas. This will include discussions on how the transfer of certain functions can complement the devolution arrangements in place and contribute to growing the economic base of the different places. This is seen by the areas as an opportunity to drive growth both through investment and the transfer of functions.
- 3.24. We are in discussion with pilot areas on approaches to data collection to allow monitoring, and how this data will inform the long term 100% business rates retention system.

### Assessing New Burdens costs post-2020

- 3.25. Successive Governments have sought to keep the pressure on local taxpayers to a minimum through a 'new burdens doctrine'<sup>2</sup>. This requires all Government departments to justify why new duties, powers, targets, responsibilities and other bureaucratic burdens are being placed on local authorities, how much these will cost and that they will allocate commensurate resources to pay for them.
- 3.26. In the current system, new burdens funding is either paid by incorporating funding into the Local Government Finance Settlement or by payment of section 31 grants. Our starting point is that the New Burdens doctrine should continue to apply after the introduction of the 100% retained business rates system, with funding to be paid through section 31 grants.

***Question 5: Do you agree that we should continue with the new burdens doctrine post- 2020?***

---

<sup>1</sup> 'Budget 2016'

<sup>2</sup> <https://www.gov.uk/government/publications/new-burdens-doctrine-guidance-for-government-departments>



## 4. The business rates system: Rewarding growth and sharing risk

### Summary

4.1. This chapter considers the operation of the new system:

- It considers how the system should treat growth, including how and how often the system should be reset.
- It seeks views on the system of redistribution, including the treatment of Combined Authority and Mayoral areas.
- It discusses how risk within the system is managed, including whether there is opportunity to share risk at different levels.
- It seeks views on the operation of the safety net within the reformed system.

### Overview

4.2. The Government has been working closely with local government on the design of the 100% rates retention system. The System Design Technical Working Group – made up of representatives from across local government – has played a key role in helping to develop the design options set out here.

4.3. The Government wants to ensure that the reformed system provides stronger incentives to boost growth and rewards those authorities and areas that take bold decisions to further increase growth. This is why, in the reformed system, the levy on income from business rates growth will be abolished.

4.4. We also need to decide how business rates income is shared across different tiers of local government, recognising the new models and arrangements that exist and how the system rewards areas which have moved to reformed models of governance through devolution deals.

4.5. To ensure that authorities can make longer term plans, including plans that will support investment in growth, we need to look at how risk is shared across the system. In doing so, the system also needs to ensure that authorities are adequately protected from business rates volatility and shocks in business rates income.

4.6. Alongside all of these considerations, we should aim to make the system simple to operate and understand. A system that is too complicated may struggle to work in practice.

## Growth and redistribution

- 4.7. We want to make sure that local authorities have the right incentives to grow their income from business rates and that they can keep all the growth they generate. For this reason, the Government announced that the levy on growth that exists under the 50% scheme will be scrapped, to allow local authorities to keep 100% of growth.
- 4.8. We understand that there is a balance to be struck in the new system between providing a strong incentive for growth in local areas, and considering the distribution of funding between local authorities. We expect to find this balance is by 'resetting' the system on a fixed basis, to allow us to reconsider relative need and to recalculate the redistributable amounts (through a system similar to the current top-ups and tariffs arrangement).
- 4.9. The alternative to having fixed reset periods would be for Government to choose when to reset the system, possibly based on indicators such as the number of authorities requiring safety net payments. Our view is that this would be too uncertain for local authorities, who would not have the clarity of timings to utilise growth in the system on long term projects.
- 4.10. On the one hand, depending on the services devolved to local government as part of the new system, adjustments to redistributable amounts may need to be made frequently to reflect changes in relative needs. There is a risk that redistributing too infrequently could result in authorities not being able to deliver services where relative need grows faster than local tax resource. On the other hand, changes made too frequently weaken the incentive for growth, and may reduce the confidence of local authorities to build achieved growth into their base budgets, or use that growth for long-term investment. This is exacerbated if the growth that local authorities do achieve is included in the quantum of funding that is to be redistributed when the system is reset.
- 4.11. At the same time, as well as any growth, the system of resets must be able to take account of local authorities whose business rates income declines within a reset period. As local authorities under the new system will be heavily dependent on business rates income for delivery of core services, we think it is right to set fixed reset periods to give authorities certainty of income. But there is a wide spectrum of options for how frequently resets are carried out:

a) Full reset of the system, including all achieved growth, frequently (e.g. every 5 years).	This would ensure that business rates income was frequently redistributed to meet changes in relative need, and that local authorities would retain a 'growth incentive' for the five years between resets.
b) Reset the system, including all achieved growth, infrequently (e.g. every 20 years), or never.	This would set a single baseline for local authorities based on their relative need at a fixed point in time. Any growth local authorities saw after this baseline was

	<p>set could then be incorporated into budgets. However, any reduction in income would also need to be managed by a local authority, which could see reduced income affecting the delivery of local services. This approach could mean that some local authorities are heavily dependent on the safety net (see below) for an extended period.</p>
<p>c) A partial reset of the system on a frequent basis.</p>	<p>We could operate a partial reset of the system every 5 years. Under a partial reset we would still adjust for changes in relative need and business rates income but to a lesser extent that under a full reset.</p> <p>This option could give authorities a greater incentive for growth than (a) but give greater protection for services than (b).</p> <p>This option would allow local government to carry some growth over the reset, but might also require them to retain some losses.</p>

4.12. Under a partial reset a proportion of growth could be included as part of a regular reset, and a proportion would remain with the local authority on a longer term basis. As such it may be possible, under a partial reset, to allow authorities which have seen growth to retain some of that growth with the remaining part being available to support those authorities that have seen their income decline (or their needs increase). Any growth (or decline) at the partial reset could be shared based on overall baseline funding levels or by more precisely reflecting different types of services provided by the authorities. But how much growth is retained (and how much loss is carried) by individual authorities at a partial reset is a key question.

4.13. Therefore, in considering options for a partial reset, local government need to consider the degree of trade-off between allowing authorities to retain growth and supporting authorities which have seen decline (and/or seen needs increase).

4.14. Mechanisms for incentivising growth are being tested by the pilot areas. This may include abolishing the levy on growth in pilot areas before the new system is introduced across local government. This will help demonstrate the impact that this change will have.

**Question 6: Do you agree that we should fix reset periods for the system?**

**Question 7: What is the right balance in the system between rewarding growth and redistributing to meet changing need?**

**Question 8: Having regard to the balance between rewarding growth and protecting authorities with declining resources, how would you like to see a partial reset work?**

#### Redistribution between local authorities

4.15. The Government is clear that there will still need to be some system of redistribution between local authorities to balance revenue with relative needs. The Fair Funding Review will identify relative need for each local authority and we will need to find a way to redistribute business rates income according to that.

4.16. Under the 50% scheme, we have used a system of top-ups and tariffs to redistribute funding from those local authorities that collect more in business rates than their identified need, to those who do not collect enough for their needs.

4.17. We expect to continue to need a redistribution system of top-ups and tariffs, based on the current one. The top-ups and tariffs that each local authority could expect to see will be calculated before the new system is introduced, based on the Fair Funding Review and an assessment on their expected business rates income. More generally the Government is interested in exploring how we could set up a system that minimises the redistribution of rates, while ensuring that areas are not put at a significant disadvantage through collecting less business rates income.

4.18. Top-up and tariff payments will be fixed for the period between resets to give local authorities certainty about their baseline funding level. Having these baseline levels fixed provides a growth incentive for authorities, who will be able to retain growth gains within that reset period.

**Question 9: Is the current system of tariffs and top-ups the right one for redistribution between local authorities?**

#### Impact of revaluations

4.19. General revaluations of all properties are currently scheduled to take place every 5 years (although the Government aims to reduce this period). The next revaluation takes effect from 1 April 2017. The revaluation is the point in the system at which economic changes in property values are reflected in rateable values. Between revaluations, rateable values only change through appeals and physical changes to the property or location.

- 4.20. However, the Government is required at the revaluation to reset the multiplier to ensure no more is raised in business rates. So if rateable values increase overall at the revaluation the multiplier will fall (and vice-versa). As a result, at the national level, any increase in the economic value of the tax base does not lead to any additional business rates income.
- 4.21. Within this national picture, individual local authorities will see their rates income rise or fall at revaluation. This will depend upon whether the economic growth (or decline) in the individual local authority area is above or below the national average. This means that many authorities are likely to see their rates income fall at revaluation despite having seen increases in their rateable values. For the current rates retention system, the Government concluded it would be unfair to allow this to feed through into retained incomes. To do so would penalise many authorities who had generated physical growth in their area between the revaluations but, had lagged behind on relative economic growth. Therefore, the Government currently adjusts each authority's tariff, or top-up, following a revaluation, to ensure that their retained income is the same after revaluation as immediately before.
- 4.22. We propose the same system of revenue neutral revaluations with economic growth cancelled out through a change to the multiplier will continue to apply for the 100% business rates retention scheme. Therefore, it may again be necessary to adjust retained incomes for individual local authorities to cancel out the effect of future revaluations.

***Question 10: Should we continue to adjust retained incomes for individual local authorities to cancel out the effect of future revaluations?***

- 4.23. We believe that Combined Authorities with a directly elected Mayor should have the opportunity for an enhanced role in achieving growth under the 100% rates retention system.
- 4.24. Directly elected Mayors have democratic accountability to their area, and we know that some have expressed a wish to be given greater responsibility for the distribution of resources within the Combined Authority area.
- 4.25. In some places, we know that there have been discussions about whether a Mayoral area (which covers multiple local authority areas) could be given a greater role in deciding how 'growth' is redistributed across the area. Other places have discussed whether the Mayor and local authorities could be given a single area-wide 'baseline' of relative need, and therefore a single tariff or top-up; and could develop appropriate governance arrangements for deciding how resources are distributed; or even whether they could assume greater responsibility for determining the relative needs baseline itself.
- 4.26. These, or similar ideas, could increase the autonomy of Mayoral areas and might help stimulate coherent decision making across local authority boundaries, with growth gains being owned and used at a strategic level.

***Question 11: Should Mayoral Combined Authority areas have the opportunity to be given additional powers and incentives, as set out above?***

- 4.27. In non-Mayoral areas, we would have to continue to set 'tier splits' – i.e. the percentage of business rates income that each tier of authority would get. There are a wide range of options for how these tier splits could be set.
- 4.28. Setting tier splits for the future 100% rates retention system will take some further consideration, and will need to take into account the services that are expected to be delivered at each tier of government. Further work on tier splits will need to consider the impact of different options on a local authority's exposure to risk and incentive to grow their business rates base.
- 4.29. At this point, the Government would welcome views from respondents on their experience of tier splits under the current 50% rates retention system, including any points for consideration in developing the system for the future.

***Question 12: What has your experience been of the tier splits under the current 50% rates retention scheme? What changes would you want to see under 100% rates retention system?***

- 4.30. Through the Policing and Crime Bill, the Government is legislating to enable Police and Crime Commissioners (PCCs) to take on responsibility for fire where a local case is made. Whilst fire and rescue authorities are currently part of the business rates retention scheme, police funding is provided separately through the Police Funding Formula. In considering the future approach to business rates retention, it is therefore sensible to look at whether fire funding should remain part of the scheme and the local government finance system in future.
- 4.31. We could go further by removing fire from the business rates retention scheme, with fire funding provided through a separate grant administered by the Home Office.
- 4.32. In common with other local authorities, fire and rescue authorities have been offered firm four year funding allocations to 2019/20 in return for robust and transparent efficiency plans. If fire funding were to be removed from the business rates retention scheme, we would seek to replicate published allocations for 2019/20 through a separate fire grant for any authorities who take up that offer. The approach to allocating fire funding in future would be subject to consultation.

***Question 13: Do you consider that fire funding should be removed from the business rates retention scheme and what might be the advantages and disadvantages of this approach?***

Enterprise Zones

- 4.33. Under 100% rates retention, the Government intends that Enterprise Zones and other designated areas will continue to operate as now and, therefore, will be guaranteed 100% of business rates growth for 25 years.

4.34. This means that for the purposes of the scheme, the Government intends that any income above current baselines in Enterprise Zones and designated areas will be disregarded for the purposes of calculating “cost neutrality” when devolving new responsibilities to local government and for the purposes of working out tariffs and top-ups.

***Question 14: What are your views on how we could further incentivise growth under a 100% retention scheme? Are there additional incentives for growth that we should consider?***

#### Sharing risk

4.35. The current system can lead to volatility in income for local authorities, and we recognise that some authorities believe that their exposure to risk may be greater under 100% business rates retention.

4.36. Our aim is to balance risk sustainably within the system. We believe the system should support and reward authorities who make bolder choices, including working with others to look more creatively at how to promote and shape growth across their areas. At the same time as rewarding local authorities for their growth gains, the system might allow for local government to hold an appropriate risk at an area level, while systemic risk could be borne across all local authorities.

4.37. We would welcome your views on how risk is best managed within the new system.

4.38. Income from business rates is at risk for broadly two reasons:

- changes to rateable values of hereditaments following successful appeals by ratepayers, and
- physical changes to property, including building closures as a result of business failure.

4.39. Under the current 50% rates retention scheme, these risks are managed in two ways:

- local authorities have to make financial provision against known liabilities – broadly, the potential impact of ‘appeal losses’, and
- additionally, the system provides a safety net against ‘physical losses’, as well as against loss on appeals in excess of provisions. The safety net is currently set to operate where authorities incur more than 7.5% loss as measured against baseline funding level.

4.40. Experience of the 50% rates retention system shows that the risk profile of authorities varies enormously and that some local ratings lists are inherently

more risky than others – either because a list is dominated by a single rateable property, or because certain types of property are inherently more difficult to value and therefore more liable to be reduced significantly on appeal.

- 4.41. Under 100% business rates retention, we could revisit how best to manage risk at different geographic levels using ratings lists, how we manage risk arising from successful business rate appeals, and the operation of a future safety net mechanism.

#### Ratings lists

- 4.42. The set-up of the 100% rates retention system provides an opportunity to look again at the rating list system.

- 4.43. Currently, business ratepayers appear on either a central rating list (administered by DCLG) or one of 320 local rating lists (administered by lower tier and unitary authorities). Only business rates income from local lists is taken into account in determining: top-ups and tariffs; the business rates income receivable by different tiers of authority; and eligibility for the safety net. Under the current system, local authorities therefore only benefit from any growth in income from ratepayers on local lists.

- 4.44. Some local authorities tell us that the highest risk hereditaments should be removed from local lists. These might include power stations, oil refineries and national airports, which could be moved onto a refreshed national level list (i.e. the current central list).

- 4.45. Alternatively, some authorities have told us that they would welcome the opportunity to manage some of the riskier properties at a broader 'area level' – sharing the risk that these properties bring, but also receiving an element of reward from any growth. The Government would expect any changes to ratings lists to remain fiscally neutral. Some authorities have suggested a system along the following lines:

Central list	The central list includes national network properties. The list would continue to be administered centrally.
Local list	Local lists would broadly comprise the same rateable properties as now, but we might remove 'riskier' classes of property and perhaps classes that were more in the nature of 'national infrastructure'. Local list income would continue to be collected and retained at the local authority level.
Area list	We could create new area lists for Combined Authorities which, could take risky or significant property from local lists, Area list income could be made available to the Combined Authority.

- 4.46. The Government might explore some of these options with the pilot areas, to test what changes to local lists would mean in practice.



**Question 15: Would it be helpful to move some of the ‘riskier’ hereditaments off local lists? If so, what type of hereditaments should be moved?**

**Question 16: Would you support the idea of introducing area-level lists in Combined Authority areas? If so, what type of properties could sit on these lists, and how should income be used? Could this approach work for other authorities?**

#### Helping to manage ‘appeal risk’

- 4.47. Under the current 50% rates retention system, local authorities have had to deal with the impact of business rate appeals at a local level. Many local authorities tell us that the large volume of appeals, the time it takes to deal with them and the difficulties in predicting appeal outcomes has made it difficult for them to forecast their business rates income in any year.
- 4.48. This also makes it difficult for local authorities to forecast the appeal adjustment that they should make. As a result, local authorities are setting aside more for appeal ‘provisions’ than had been expected at the start of the 50% rates retention system. As a consequence, in each year since 2013-14, authorities have been budgeting to spend less than they might otherwise have spent as a result of provisions associated with appeals uncertainty. Under the 100% rates retention system, we are interested in exploring how we can help local authorities manage this risk.
- 4.49. As well as the options discussed in the previous section, we think that there are a number of ways to manage the remaining risk. One option would be for local authorities to continue managing the risk of successful business rate appeals as they do now, with increased support to improve local ability to set aside the right amount in provisions. This would be supported, as now, by a safety net to ensure no local authority is at risk of losing too much of their income (see below for further questions on the future safety net).
- 4.50. Alternatively, we could explore a system whereby local authorities pool their risk at a wider level, with other local authorities in the area, i.e. through a Combined Authority. Local authorities could be better off by pooling their risk, setting aside appropriate provisions at a wider geographical level to cover all authorities within the pool. This could be combined with ‘area lists’ for businesses as set out above, allowing a wider geographical area to share both risk and reward.
- 4.51. Alongside this, we continue to explore how some of the risk associated with successful appeals could be managed at a national level – i.e. funded by all authorities instead of being borne entirely by individual local authorities. Such an approach would necessitate identifying which losses were to be met by the system as a whole and how. Because of data limitations, and the timing of compensation and accounting rules, no approach is likely to be perfect, nor would it remove the need for authorities to make provision for losses.

4.52. Testing mechanisms to manage appeals could be a feature of the pilot areas. This may involve trialling options on a 'shadow' basis, and learning lessons to apply to the future system.

4.53. Any option to manage risk associated with successful appeals will need to be funded from within the overall business rates system, in line with the aim of increased local responsibility.

***Question 17: At what level should risk associated with successful business rates appeals be managed? Do you have a preference for local, area level (including Combined Authority), or across all local authorities as set out in the options above?***

***Question 18: What would help your local authority better manage risks associated with successful business rates appeals?***

#### Insulating against shocks

4.54. Under the current 50% rates retention system, a safety net exists to support those local authorities who see a reduction in income greater than 7.5% of their business rates baseline income. The safety net provides funding to those authorities to bring them back up to 92.5% of their 'business rates baseline' (the level of funding set in 2013 to meet their relative need), and is funded by the current levy on growth.

4.55. We are clear that the new system will continue to need to help insulate authorities from shocks. As with other areas of managing risk, we would be interested in views on the right geographical level for managing risk and providing protection.

4.56. For local authorities pooling risk via an area-level ratings list, and pooled provisions for appeals, their collective ratings income could provide an area-level safety net. Combined, this would work to make the geographical area more self-sufficient, working together to manage risk and reward over a wider area. Authorities within that area could decide what proportion of business rates baseline an area-level system would protect.

4.57. Others may prefer the idea of something much closer to our current national level safety net, to provide protection of baseline funding at a defined level. This would need to be funded from within the 100% rates retention system. This would require local government collectively to pay for a safety net fund from their retained rates income.

***Question 19: Would pooling risk, including a pool-area safety net, be attractive to local authorities?***

***Question 20: What level of income protection should a system aim to provide? Should this be nationally set, or defined at area levels?***

## 5. Local tax flexibilities

### Summary

5.1. This chapter covers the design and operation of the new tax flexibilities that authorities will have under the new system:

- It considers the range of options for the design of the new power to reduce the business rates tax rate, including how decisions are made and at what level.
- It also seeks views on the design of the new ability for Combined Authority Mayors to raise an infrastructure levy.

### Overview

5.2. A key part of the reforms to make local authorities more self-sufficient and better able to drive local growth is the devolving of tax-setting powers. Under the new system, authorities will be able to tailor their own business rates regime to fit the local economic environment. The new powers that the Government is providing are:

- the ability to reduce the business rates tax rate (the multiplier), and
- the ability for Combined Authority Mayors to levy a supplement on business rates bills to fund new infrastructure projects, provided they have the support of the business community through the Local Enterprise Partnership.

5.3. We would welcome views on a number of key policy design decisions on both measures which will help ensure that the policies operate efficiently and have maximum impact.

5.4. Our work with local government and business sectors thus far has also produced a number of suggestions for how the announced policy could be amended or developed further. These are also reflected below for comments.

### Ability to reduce the business rates multiplier

5.5. Since the introduction of the existing business rates system in 1990, a uniform business rates tax rate – known as the multiplier – has applied across the country. Each business rates bill is calculated by multiplying the property's rateable value by the multiplier. Increases in the multiplier are capped by inflation. The Government has announced that authorities will have a new power to reduce the multiplier. We welcome views on all aspects of the design and operation of this new power.

## Decision making and costs of reducing the multiplier

- 5.6. In single tier areas, it is clear that the relevant authority would take the decision about whether to exercise the power. It is also clear that the relevant authority would meet the costs of doing so. As such, other components of the system for that local authority such as tariffs, top-ups and revaluation would continue to be based on the national multiplier.
- 5.7. However, there are options around how the power should operate in two tier or in Combined Authority areas alongside the infrastructure levy. For example, which tier should have the power to reduce the multiplier and should that tier bear all the costs of doing so, or should the costs be automatically shared (probably in line with tier splits)? An option may be to give the power to both tiers and whichever tier uses the powers meets the costs. The authorities in question could also agree to share the costs.
- 5.8. We would be grateful for views on how the power should operate in two tier or Combined Authority areas. In addition, we would be grateful for views on how the power should operate in London, and in areas with fire authorities.

***Question 21: What are your views on which authority should be able to reduce the multiplier and how the costs should be met?***

## Scope of the power to reduce the multiplier

- 5.9. We expect that this power will provide authorities with the ability to make structural changes to their tax regimes – i.e. to provide an across the board reduction in the multiplier.
- 5.10. Local authorities already have the power to provide targeted local discounts at their discretion. The key difference between local discount powers and the new power is that the new power could be used to make structural changes to the multiplier. Also, local discounts under existing powers are applied to bills after transitional and mandatory reliefs.
- 5.11. We think that authorities should continue to use their existing local discount powers for targeted relief and that the new power should be used as a structural power across their areas.

***Question 22: What are your views on how decisions are taken to reduce the multiplier and the local discount powers?***

## Increasing the multiplier after a period of reduction

- 5.12. We need to consider how the multiplier could be increased after a period of reduction to catch-up with the 'normal' inflation-linked multiplier ("the national multiplier"). For example, an authority could be allowed to increase a previously reduced multiplier back up to the national multiplier in one step. Alternatively, the

system could allow for a maximum permitted increase in any year (an adjustment would need to be made in revaluation years to take account of the change in the multiplier).

- 5.13. Capping the rate of increase after a reduction will limit an authority's ability to balance their finances in future years which could influence an authority's decision to reduce the multiplier in the first place.

***Question 23: What are your views on increasing the multiplier after a reduction?***

#### Further suggestions on reducing the multiplier

- 5.14. As mentioned above, a number of suggestions have also been made for how the announced policy could be amended or developed further.

- Role of Mayoral Combined Authorities – The appropriate scale for reducing the multiplier could be determined by Mayoral Combined Authorities, alongside decisions on an infrastructure levy.
- Providing safeguards for neighbouring authorities - The purpose of providing authorities with the power to reduce the multiplier is to provide opportunities to tailor tax regimes to the local trading environment. An authority or group of authorities may therefore decide to reduce the multiplier in order to encourage business in to the area. Some have asked whether arrangements should be put in place to limit the impact of such decisions on neighbouring areas. As all authorities would have similar powers to reduce their multiplier, the Government does not envisage introducing safeguards to mitigate against any potential impacts.

***Question 24: Do you have views on the above issues or on any other aspects of the power to reduce the multiplier?***

#### Ability to charge an infrastructure levy

- 5.15. We are seeking views on key policy decisions on the design of the power of Combined Authority Mayors to levy a 2p in the pound supplement on business rates bills to fund new infrastructure projects.

#### Rateable value thresholds

- 5.16. The system could set a minimum rateable value threshold for the application of the levy. This could guarantee protection for the occupiers of less expensive properties (as with the Business Rates Supplement Act 2009 which provides that no hereditament with a rateable value below £50,000 should pay a supplement).

5.17. On the other hand, a national threshold could mean that regional variations in property values may limit the amount that could be raised for infrastructure projects. Instead, the system could provide Combined Authority Mayors with the freedom to choose whether to set a minimum rateable value threshold above which to charge an Infrastructure Levy. Under that discretionary arrangement, a decision to apply a levy would still require the approval of the relevant Local Enterprise Partnership Board (LEP Board).

***Question 25: What are your views on the flexibility levying authorities should have to set a rateable value threshold for the levy?***

#### Interaction with Business Rates Supplement powers

5.18. The new levying powers will only be open to Combined Authority Mayors. The existing Business Rates Supplement powers, which allow authorities to levy a supplement on the national multiplier to fund additional investment aimed at promoting the economic development of local areas, approved by a ballot of ratepayers, will still be available outside of Combined Authority Mayoral Areas.

***Question 26: What are your views on how the infrastructure levy should interact with existing BRS powers?***

#### Local Enterprise Partnership (LEP) approval

5.19. The Government is clear that the approval of a majority of the business members of the LEP Board will be required in order for an Infrastructure Levy to be raised. This could be sought in the form of a prospectus from the Mayor, setting out the key parameters of the proposal.

5.20. One issue this presents is that whilst LEPs are often co-terminous with Combined Authority Mayoral Areas, this is not always the case. We should therefore consider whether the requirement for LEP approval should extend to all the LEPs within the proposed area of application of the levy.

5.21. We would also welcome views on how LEP approval should be sought, with a view to help ensure that the LEP role is clear, accountable, and representative of the business community.

***Question 27: What are your views on the process for obtaining approval for a levy from the LEP?***

#### Duration of the levy

5.22. Local ratepayers will of course be interested in the duration of a levy, and how decisions about its duration are made and reviewed.

5.23. We would expect that the proposed duration of a levy would be set out in an initial prospectus containing key parameters of the levy and plans for the project to be funded, submitted for approval from the LEP. We would expect the proposal to be for a period of whole years. Provision could also be made for the Mayor to submit a revised prospectus to the LEP for an extension of the levy for a period of whole years, or to adjust other parameters of a levy, for example following a revaluation.

***Question 28: What are your views on arrangements for the duration and review of levies?***

#### Using revenues raised from the levy

5.24. The Government is clear that levy revenues must be used to fund infrastructure projects. Infrastructure could be defined in a similar way to how it is defined for the Community Infrastructure Levy - roads and transport, flood defences, educational facilities, medical facilities, sporting/ recreational facilities, and open spaces – or a different definition could be used to capture different uses.

***Question 29: What are your views on how infrastructure should be defined for the purposes of the levy?***

#### Multiple levies/multiple projects

5.25. We wish to allow Mayors sufficient room for manoeuvre to fund the projects that would add most value. There is a further question of allowing authorities to charge a single levy for multiple infrastructure projects or multiple levies all at once. For instance, it could be provided that a single Combined Authority Mayoral Area may raise multiple levies all at once, providing that the sum of the infrastructure levies on any given ratepayer does not exceed 2p in the pound.

***Question 30: What are your views on charging multiple levies, or using a single levy to fund multiple infrastructure projects?***

#### Further suggestions on infrastructure levy

5.26. Our engagement with the local government business sectors thus far has raised some further suggestions for the operation and scope of the ability to charge an infrastructure levy.

- Extend the power to raise an infrastructure levy beyond Combined Authority Mayors – Some have suggested that other areas, including other Combined Authority areas, should have a similar power to raise an infrastructure levy or that the power should replace existing Business Rates Supplement powers. The Government is clear that this new power will be for Combined Authority Mayors only who are directly elected and can be held accountable. Any

authorities not covered by the new power will retain the ability to fund infrastructure through existing Business Rates Supplement powers.

- Extend the business consultation requirements more widely – LEPs already play a strategic role in determining the priorities for infrastructure investment through the Strategic Economic Plan (SEP), and would act as representatives of local business communities to ensure that proposed infrastructure projects will benefit ratepayers. It has also been suggested though that there should be additional safeguards for ratepayers, for example consultation beyond the LEP.
- Include a discount power for Business Improvement Districts (BIDs) – The Business Rates Supplement Act 2009 makes provision for the levying authority to provide a discount to BIDs within the area of application of the supplement. It has been proposed that similar provision could be made for the levy, in view of the additional tax contributions which are made in BIDs.
- Amend the definition of infrastructure – These proposals differ from the existing Business Rates Supplement powers, which provide for a supplement to be raised for any project to promote economic development. It has been suggested the latter option may provide authorities with greater flexibility to use the power. Additionally, there is a question over whether the levy may be used for housing.

***Question 31: Do you have views on the above issues or on any other aspects of the power to introduce an infrastructure levy?***



## 6. Accountability and accounting

### Summary

6.1. This chapter considers the consequences of a reformed local government finance system, particularly in terms of accountability and accounting:

- It considers how the reforms may change the balance of local and central accountability, including in relation to the additional responsibilities that councils will take on.
- It seeks views on the current method of accounting for business rates and - depending on the design of the scheme - whether this may need to change.
- It also considers how the information that Government needs to collect from councils to help the system function might change.

### Overview

6.2. The move to 100% business rates retention marks an important milestone in the devolution of power and resources from Whitehall. By 2020, councils will raise the great majority of their funding locally for the local services they provide. In addition, as part of these reforms, a new set of responsibilities will be devolved to local government. This move towards a more self-sufficient local government must be accompanied by a shift towards greater local accountability over funding and the way devolved responsibilities are delivered. There will also be implications for how income from local taxes is accounted for.

6.3. The Government, working with the LGA, CIPFA and other local government representatives, has sought to consider these issues. This Chapter sets out some of the thoughts and ideas raised during that engagement.

6.4. As policy development around system design continues, and decisions about which new responsibilities are devolved are made, the Government will continue to work with councils and others to explore the implications and consequences of the new system. This includes accountability and accounting terms, but also the type of information that government needs to collect from councils as part of the system. These issues may be subject to further consultation at a later date, in the lead up to implementation.

### The balance of local and central accountability

6.5. As local services are increasingly funded from locally raised resources, it will be important to ensure councils are accountable for deciding how to fund local services.

6.6. The current process for determining allocations of funds to authorities through a Local Government Finance Report and resolution by Parliament encourages accountability for funding decisions to remain with central government. The requirement for an annual process of distribution from central government also has the potential to undermine the funding certainty offered through multi-year settlements, and the announcement of final decisions relatively late in the year can make it difficult for local authorities to manage the process of local consultation in setting their budgets.

6.7. The Government is interested in exploring how to change the process for allocating funding to increase funding certainty for local government, providing councils with the flexibility to set budgets in good time and strengthening local accountability.

***Question 32: Do you have any views on how to increase certainty and strengthen local accountability for councils in setting their budgets?***

6.8. Where responsibilities are devolved from central to local government, it is important to consider how the balance of accountability between central and local government to Parliament for delivery of those services may change - for example, the relative roles and responsibilities of central government Accounting Officers and local government. The position may be different for different areas - for example, Mayoral Combined Authority areas may have more responsibilities, and we will therefore need to consider the implications for accountability for each of the candidates, and overall for devolution under these reforms on a case by case basis. The Government will continue to engage with local government on these issues, particularly as decisions are taken about what new responsibilities will be devolved as part of the reforms.

6.9. In setting out clearer accountability at the local level, the Government will need to continue to respect the rights of the UK Parliament to hold to account both Ministers and officials for the way that they use funding provided through the Parliamentary Vote. It is important that funding decisions made at the national level continue to be scrutinised by the national Parliament, while local decision making is scrutinised by local accountability structures.

***Question 33: Do you have views on where the balance between national and local accountability should fall, and how best to minimise any overlaps in accountability?***

#### Accounting for income from local taxes

6.10. Local authorities are required by statute to account for Council Tax income and Business Rates income in what is known as the 'Collection Fund Account'. In effect this is an agent's statement, which shows the amount of council tax and business rates that each billing authority forecast it would collect and how that has been distributed between billing authorities, precepting authorities and central government. It is included in each council's annual accounts and is subject to audit.

- 6.11. Councils recognise in accounting and budgetary terms the amount of income that they forecast they would collect. Any surplus or deficit on collection is carried forward as an adjusting item to the following year's forecast Council Tax or Business Rates income.
- 6.12. The Government has been working with the LGA, CIPFA and other representatives of local government to consider how local authorities might be required to account for business rate collection in an updated reformed system, in a way that continues to comply with best practice for transparency and accountability.
- 6.13. In a reformed system, the central government share of local business rates income will no longer exist so will not need to be disclosed in the Collection Fund Account. However, billing and precepting authorities will continue, both for Business Rates and Council Tax. Therefore, both the Government and the Accountability and Accounting Technical Working Group consider that there would be no benefit in removing the requirement to prepare a Collection Fund Account. A number of the disclosures in the Collection Fund Account are required by statute and may need to be revised depending on detailed design choices made in the retained business rates system.

***Question 34: Do you have views on whether the requirement to prepare a Collection Fund Account should remain in the new system?***

#### Balanced Budget Requirement

- 6.14. A requirement to produce a balanced budget is a key element of the local authority financial control framework. This requirement applies only to revenue and was introduced by section 32A of the Local Government Finance Act 1992.<sup>3</sup> The Act sets out a number of detailed items that must be included in the balanced budget calculation, but in summary, local authorities are required to perform the following sum:

<b>Net service expenditure</b>	<b>(x)</b>
<b>Other expenditure</b>	<b>(x)</b>
<b>RSG and other centrally held grants</b>	<b>x</b>
<b>Forecast business rates income</b>	<b>x</b>
<b>Transfer to/from reserves</b>	<b>x/(x)</b>
<b>Council tax requirement</b>	<b>x</b>

- 6.15. Since this statutory requirement was introduced the way that local authorities manage their business has changed and the introduction of retained rates will give them further flexibilities in relation to setting their expected level of income.

<sup>3</sup> For councils – different statute applies to the GLA, PCCs, FRAs etc. but the format of the calculation is the same in each case.

6.16. Both the Government and the Accountability and Accounting Technical Working Group agree that there is no benefit in removing the requirement to prepare a balanced budget. However, the way that local authorities are required to calculate their balanced budget no longer aligns with the way they actually manage their finances. It is possible that if the way that councils are required to calculate their balanced budget was adjusted to better align with the way they run their business, both efficiency and transparency gains may be achieved.

***Question 35: Do you have views on how the calculation of a balanced budget may be altered to be better aligned with the way local authorities run their business?***

#### Other Reporting to Central Government

6.17. In addition to the statutory accounts local authorities are required to prepare and submit financial data returns to DCLG. These are the NNDR1 and NNDR3 forms. These forms serve a dual purpose.

6.18. For local government, the NNDR1 form allows authorities to estimate the amount to be retained by Billing Authorities, and the amount to be paid to central government and Major Precepting Authorities. This is fixed at the start of the financial year on the basis of the Billing Authority's estimate of its Non-Domestic Rating income for the year and is reflected in each authority's balanced budget calculation. The NNDR3 form provides authorities with a tool by which they can calculate their certified non-domestic rating income and calculate the final sums due by way of section 31 grants for certain government-funded rates relief measures.

6.19. The consolidated results of these forms feed into official statistics and the financial statements setting out the amount of business rates income collected in England. Under the current system, they allow central government to put sufficient budget aside to fund mandatory and discretionary reliefs and form the basis of the calculation of the safety net and the levy.

6.20. The Government has announced that following business rates reform, the levy will no longer exist. In addition the way that the safety net is funded may change. This means that some elements of the current NNDR1 and NNDR3 forms will no longer be relevant. Other data currently collected by central government may no longer be required, depending on detailed system design choices made.

6.21. The Government is clear that some form of reporting will still be required, both to allow local authorities to provide information to feed into the safety net and levy calculations and to allow central government to provide information to Parliament on the quantum of business rates collected. However, it may be possible to revise data collection activities to make the data more transparent.

***Question 36: Do you have views on how the business rates data collection activities could be altered to collect and record information in a more timely, efficient and transparent manner?***

## Summary of Questions

**Question 1:** Which of these identified grants / responsibilities do you think are the best candidates to be funded from retained business rates?

**Question 2:** Are there other grants / responsibilities that you consider should be devolved instead of or alongside those identified above?

**Question 3:** Do you have any views on the range of associated budgets that could be pooled at the Combined Authority level?

**Question 4:** Do you have views on whether some or all of the commitments in existing and future deals could be funded through retained business rates?

**Question 5:** Do you agree that we should continue with the new burdens doctrine post- 2020?

**Question 6:** Do you agree that we should fix reset periods for the system?

**Question 7:** What is the right balance in the system between rewarding growth and redistributing to meet changing need?

**Question 8:** Having regard to the balance between rewarding growth and protecting authorities with declining resources, how would you like to see a partial reset work?

**Question 9:** Is the current system of tariffs and top-ups the right one for redistribution between local authorities?

**Question 10:** Should we continue to adjust retained incomes for individual local authorities to cancel out the effect of future revaluations?

**Question 11:** Should Mayoral Combined Authority areas have the opportunity to be given additional powers and incentives, as set out above?

**Question 12:** What has your experience been of the tier splits under the current 50% rates retention scheme? What changes would you want to see under 100% rates retention system?

**Question 13:** Do you consider that fire funding should be removed from the business rates retention scheme and what might be the advantages and disadvantages of this approach?

**Question 14:** What are your views on how we could further incentivise growth under a 100% retention scheme? Are there additional incentives for growth that we should consider?

**Question 15:** Would it be helpful to move some of the 'riskier' hereditaments off local lists? If so, what type of hereditaments should be moved?

**Question 16: Would you support the idea of introducing area level lists in Combined Authority areas? If so, what type of properties could sit on these lists, and how should income be used? Could this approach work for other authorities?**

**Question 17: At what level should risk associated with successful business rates appeals be managed? Do you have a preference for local, area (including Combined Authority), or national level (across all local authorities) management as set out in the options above?**

**Question 18: What would help your local authority better manage risks associated with successful business rates appeals?**

**Question 19: Would pooling risk, including a pool-area safety net, be attractive to local authorities?**

**Question 20: What level of income protection should a system aim to provide? Should this be nationally set, or defined at area levels?**

**Question 21: What are your views on which authority should be able to reduce the multiplier and how the costs should be met?**

**Question 22: What are your views on the interaction between the power to reduce the multiplier and the local discount powers?**

**Question 23: What are your views on increasing the multiplier after a reduction?**

**Question 24: Do you have views on the above issues or on any other aspects of the power to reduce the multiplier?**

**Question 25: What are your views on what flexibility levying authorities should have to set a rateable value threshold for the levy?**

**Question 26: What are your views on how the infrastructure levy should interact with existing BRS powers?**

**Question 27: What are your views on the process for obtaining approval for a levy from the LEP?**

**Question 28: What are your views on arrangements for the duration and review of levies?**

**Question 29: What are your views on how infrastructure should be defined for the purposes of the levy?**

**Question 30: What are your views on charging multiple levies, or using a single levy to fund multiple infrastructure projects?**

***Question 31: Do you have views on the above issues or on any other aspects of the power to introduce an infrastructure levy?***

***Question 32: Do you have any views on how to increase certainty and strengthen local accountability for councils in setting their budgets?***

***Question 33: Do you have views on where the balance between national and local accountability should fall, and how best to minimise any overlaps in accountability?***

***Question 34: Do you have views on whether the requirement to prepare a Collection Fund Account should remain in the new system?***

***Question 35: Do you have views on how the calculation of a balanced budget may be altered to be better aligned with the way local authorities run their business?***

***Question 36: Do you have views on how the Business Rates data collection activities may be altered to collect and record information in a more timely and transparent manner?***



# About this consultation

This consultation document and consultation process have been planned to adhere to the Consultation Principles issued by the Cabinet Office.

Representative groups are asked to give a summary of the people and organisations they represent, and where relevant who else they have consulted in reaching their conclusions when they respond.

Information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004.

If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

The Department for Communities and Local Government will process your personal data in accordance with DPA and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties. Individual responses will not be acknowledged unless specifically requested.

Your opinions are valuable to us. Thank you for taking the time to read this document and respond.

Are you satisfied that this consultation has followed the Consultation Principles? If not or you have any other observations about how we can improve the process please contact DCLG Consultation Co-ordinator.

Department for Communities and Local Government  
2 Marsham Street  
London  
SW1P 4DF  
or by e-mail to: [consultationcoordinator@communities.gsi.gov.uk](mailto:consultationcoordinator@communities.gsi.gov.uk)

**This page is intentionally left blank**

## **Business Rates Retention Early Implementation Pilots: update**

### **Background**

1. At the Budget the Government committed to piloting approaches to 100% Business Rates Retention in London, Manchester and Liverpool from as early as 1st April 2017.
2. Some elements will be piloted from 2017-18 onwards, however we expect a number of elements of the system will not be piloted before 2018-19.
3. The Government has committed that the pilots offer be available to other city regions with ratified devolution deals. Sheffield, the West Midlands, the West of England and Cornwall have come forward to explore the options around becoming pilot areas and DCLG is working with them on this. Other areas have also expressed initial interest and are in the very early stages of discussion so we would expect these areas to pilot from 2018 rather than 2017.
4. With a move to 100% rates retention pilot authorities will be taking on a degree of risk in advance of a system-wide approach to risk management. As part of the negotiation leading up to the Budget announcement it was therefore agreed with the pilot areas that pilots will result in no detriment.

### **Current state of play**

5. Pilot negotiations are now in the final stages. Since the announcement DCLG has engaged with pilot areas to scope options for development and to discuss mechanisms for implementation. Pilots are bespoke to reflect the diverse needs of different areas and therefore contain different elements.
  - a. Greater Manchester, Liverpool, Cornwall, the West of England and the West Midlands intend to move to 100% business rates retention from 2017. Sheffield is considering a transition to 100% retention over a period of time but proposes to pilot elements of the system from April 2017.
  - b. In London the GLA will take over responsibility for funding TfL Investment grant from DfT. In return, the GLA will be allowed to keep a commensurately higher percentage of the business rates income collected in London. The GLA will also fund its share of RSG through business rates from 2017.
  - c. The following options will be implemented by all or some pilot areas. Alone or in combination, these will ensure that the increase in the “local share” of business rates is cost neutral at the point of change:
    - i. Ending RSG entitlement
    - ii. Ending entitlement to other funding streams. Options under consideration are:

1. Rural Services Delivery Grant
  2. Public Health Grant
  3. Devolved Transport funding
- iii. Devolving additional responsibilities to pilot areas
  - iv. Adjusting existing tariffs and top-ups
- d. The scope of the pilots will likely expand from April 2018. Pilot areas are ambitious and are keen to test rolling in further functions and taking on new responsibilities.
  - e. We are planning to test mechanisms for managing appeals risk in some pilot areas, most likely on a shadow basis, from either 2017 or 2018.
  - f. We are considering a new form of safety net for pilots and are working with pilot areas to consider options. Given that work on the wider design of the system has not yet concluded, risk management measures for pilots will not necessarily mirror the future system. With the full rollout of 100% retention we expect that pilots will move to the new system.
  - g. The mechanism by which we will calculate the value of business rates percentage shares has been agreed with pilot areas. This was included in the consultation on the Local Government Finance Settlement, published earlier this month.
  - h. We are discussing with pilots the approach to data collection to allow for monitoring.
  - i. Any cost to the system from elements of the pilots will not impact on non-pilot authorities.

#### Next Steps

6. Final pilot agreements are currently being drafted and we expect these to be signed off in October.
7. Changes to secondary legislation will be required to implement elements of the pilots from 2017. We are developing legislation and expect Orders to be laid in Parliament later this year.
8. The Local Government Finance Settlement for 2017 will incorporate pilots and all decisions will therefore need to have been taken before publication of the provisional Settlement.



## **“Self-sufficient local government: 100% Business Rates Retention”**

### **A joint consultation response by London Councils and the Greater London Authority: Summary**

1. This paper summarises the joint position on how London Government believes the 100% business rates retention reforms should be implemented in London in order to benefit not just the capital but the local government sector – and the UK economy - as a whole. It summarises the (much longer) accompanying full consultation response. This develops a set of key principles that were agreed by London Councils Leaders' Committee and the Mayor of London in June, and formally submitted to the Chancellor of the Exchequer and the Secretary of State for Communities and Local Government on 1<sup>st</sup> July.

### **Rationale for London devolution**

2. The Government's proposals to localise business rate income create an opportunity to secure devolved responsibility for an important strand of local government funding – to which London has a long-standing commitment. Developing a successful London approach will help protect and promote economic growth in the capital - and therefore in the UK as a whole - will secure funding for public services and strategic infrastructure investment, and will support local public sector reform and enhance the accountability of London Government to its business taxpayers.
3. In order to achieve this, however, it will be necessary to recognise that London's circumstances may require different solutions to other parts of the country, and that those solutions require joint and collective approaches by all parts of London Government. It will also be important to overcome some of the key flaws of the existing business rates system.
4. London's economy is vital to the success of the UK as a whole. Maintaining London's growth during a period of uncertainty in which the UK will leave the EU will be a huge challenge. In 2014-15 London generated around £140 billion in tax – exceeding the cost of public services in the capital by an estimated £45 billion. But London's economy – and its business rate tax base – is different to the rest of the country: with only 16% of England's business premises, it currently generates around 30% of business rate income; 68% of those rates come from office and retail premises, compared to only 43% elsewhere.
5. London's population will grow at double the rate of the rest of England (24% compared to 12%) by 2039 – to over 11 million. This brings opportunities and challenges not only in the successful management of the capital's economic growth, but also in securing a sustainable financial future for its public services. In considering the future assessment of relative needs and the services to be transferred, it will be essential that any London deal secures genuinely devolved control over a level of resources sufficient to manage the financial risks involved.
6. Devolving business rates (and other revenue streams) will help build a joint, city-wide approach that can incentivise, prioritise and manage the public services and

infrastructure investment London needs to continue its contribution to the public life and economic success of the UK.

7. Two key elements of the current system could undermine the Government, and London's, ambition to use business rates to provide incentives and rewards for promoting growth: appeals and revaluations.
8. The effect of appeals – particularly in London – has been to undermine the benefit of growth, to introduce an unacceptable degree of uncertainty in funding and to tie up vast amounts of resources in provisions for successful appeals.
9. Under the current system, where the total business rates yield is fixed at the national level, revaluations act as a redistribution mechanism over and above the resetting of business rates and funding baselines. This will be brought home in the impact of the revaluation due to come into effect in April 2017. In areas in which property values rise faster than the national average, rates paid by businesses will rise, while those paid in other areas will fall. This has two interrelated consequences which potentially undermine the Government's policy objective. Firstly, the burden of business rates will fall on a smaller and smaller number of businesses (we estimate that, under current arrangements, London businesses' contribution would double from 30% to 60% of the total). Secondly, the taxbase in areas with lower rates of property market growth is artificially depressed, thus leaving local authorities in those areas increasingly reliant on top-up funding and increasingly unable to benefit from the economic growth they are seeking to promote.
10. The difficult balance between rewarding growth and reflecting needs in local government funding is also made harder by a national approach which seeks to address the issues of authorities of hugely different scale, geography, demography and economic activity. The result is complex, opaque and promotes unhelpful division. A more devolved approach could improve clarity and accountability.
11. London's proposals, as set out in the fourteen "asks" summarised below, would help address these problems in ways that would not only help London manage its future sustainable economic growth, and the financial sustainability of its local public services, but would benefit local government in the country as a whole.

### **Retention level**

12. The level of rates retained is inextricably linked with the additional responsibilities to be funded (see Ask 2 below). Following the 2017 revaluation it is likely that London's rates will exceed current spending responsibilities (including those agreed for transfer in April 2017) by around £4 billion. Transferring additional spending responsibilities to match these resources would maintain "fiscal neutrality" ensuring that neither the government nor the rest of the local government sector is financially disadvantaged. It could also provide the opportunity to pilot devolution approaches across a range of services. The headroom anticipated would be sufficient to fund all of the grants and services London would seek to transfer (see Ask 2).

13. If however, the agreed national approach requires a lower level of transfer and a continued contribution from London, this should be calculated as a single aggregate tariff for London, based on regional business rate and funding calculations (see Ask 7). London Government would then take responsibility to manage top-ups and tariffs to balance to zero *within* London.

***Ask 1 – London Government seeks to explore full retention of the business rates collected in the capital by 2020; if London does not retain 100 per cent of its business rates, we ask that the tariff is one single payment at the aggregate London level***

#### **Additional responsibilities**

14. The Government consultation identifies a list of grants and services for potential transfer. London would seek the transfer of those responsibilities which best support its ability to promote economic growth and implement local public sector reform. As stated above, the future level of business rates in London would be sufficient to fund all of these within the capital (see Annex 1 for details); but the same is not true for the country as a whole. If the level of transfers has to be scaled to match the national total of business rates (rather than, say, Government identifying additional budgets to devolve) London's priorities would be to transfer those responsibilities which best support its ability to promote growth and implement local public sector reform.

***Ask 2 – London Government would prioritise the transfer (over and above what has already been decided) of:***

- ***Skills - 16-19 funding***
- ***Adult Education Budgets***
- ***Careers Service***
- ***Work and health programme***
- ***Capital funding for Affordable Housing; and***
- ***Early Years funding***

15. Devolution should be an on-going process, not confined to those services which can be funded by current business rates. Any future transfers should be accompanied both genuine transfer of control of the services concerned as well as clarity about future funding – whether through increased business rates yield, other devolved taxes or government grant.

***Ask 3 - London Government would wish to agree prior to the start of the 100 per cent retention system a robust mechanism for negotiating and agreeing with central government any new responsibilities that are to be delivered in the capital beyond 2020***

#### **Revaluations and Resets: balancing needs and resources**

16. As indicated in paragraph 9, the current revaluation system distorts both the economic effectiveness of the tax and the tax base of local authorities around the country: in future that tax base should rise or fall in line with economic performance. London believes that sub-national areas that can show to government they are willing and capable of delivering devolved control of business rates should be allowed to benefit from increases, and manage the risk of decreases, in their tax base arising from changes in valuation. Breaking the link between revaluation and the fixed quantum of tax yield benefits both those areas where commercial property markets are strong and

those where they are not. Where values rose, local authorities would be able to fund additional investment or services, or reduce the multiplier while maintaining current expenditure levels. This would both underpin devolved local government and improve local political accountability.

***Ask 4 - London Government asks that the Government considers ending the principle of "fixed yield" revaluations, and that London's business rates be "de-coupled" from the national valuation system.***

17. Government is considering changes to the frequency of valuations and the appeals process they inevitably generate. However, accountability for the accuracy and timeliness of decisions would still not be aligned with their impact on local authorities' finance. Once London's rates were "de-coupled" from the national valuation system, greater alignment could be achieved by a corresponding devolution of the valuation process to match devolved control and accountability for raising rates.

***Ask 5 - London Government calls for the ability to determine its own valuation system to be administered by a regional valuation office for London.***

18. Finding the appropriate balance between risk and reward - meeting need and incentivising growth - is perhaps the biggest challenge in setting up the 100 per cent retention system. We believe that, within a London retention system, the frequency of resets of business rate and funding baselines should be determined locally by London Government. We would seek to manage future resets taking into account the overall balance between spending need, council tax base, the speed of change and the desire to maintain incentives within a devolved system. We think that it may be possible to reset funding and business rates on different timetables, for example with business rates baselines being set over a longer period (10 years for example) and funding baselines being reset more frequently (every 3 years for example), and would explore options around this.

***Ask 6 – London Government calls for the ability to manage future resets of business rate and funding baselines, and their impact, within London.***

19. Measuring relative need to spend will be a key factor in any reformed system that balances authorities' capacity to spend and raise tax. There is common agreement across the sector that any new needs assessment system should be less complex and more responsive to changes than the current system. A potential solution could involve a two-stage approach to assessing need. The first stage would be an assessment of needs at a suitable sub-national level, followed by a more local/sub-regional approach to allocate within these areas.
20. Such an approach would:
- be less complex and therefore more transparent;
  - be more responsive to population changes; and
  - give London boroughs and the GLA more collective ownership over the process and therefore would build trust that the system is fair.



***Ask 7 – London Government proposes a two-stage process in which a regional needs assessment for the capital would be combined with the ability to vary a needs formula within London over time to reflect local circumstances.***

#### **Determining the allocation of resources between tiers of London Government**

21. The allocation of resources in London should follow the responsibilities to be funded. The starting point should therefore be the agreed transfer of responsibilities: any future revisions should be periodically agreed and managed by London Government.

***Ask 8 – London Government asks for the ability to decide collectively for itself how business rates are shared between the boroughs and the GLA.***

#### **Setting Business Rates – flexibilities**

22. London Government would wish to explore options for either a collectively agreed single multiplier across London, or two separate multipliers with the Mayor of London being granted the ability to set a proportion of the rate on a London wide basis, and boroughs collectively setting the rest of the multiplier.
23. Following successful implementation of a London scheme, however, we would want to explore with Londoners how this could be developed towards full control of rate setting – including the safeguards that would be required to prevent a disproportionate tax burden on business – along with a broader range of fiscal devolution as envisaged by the London Finance Commission.

***Ask 9 – London Government initially seeks the flexibility to determine the business rates multiplier(s) in London, agreed collectively between the Mayor and London's borough Leaders over a defined period***

24. In the short term, it will be important that the 2% infrastructure levy opportunity offered to Combined Authority areas should also be available in London, over and above the existing Business Rate Supplement that funds Crossrail.

***Ask 10 – London Government asks that the 2% infrastructure levy is made available to the Mayor of London.***

25. Mandatory reliefs awarded in London will amount to around £650 million in 2016-17, and are currently set by central government. London Government believes these could be used more constructively to improve local economies and to encourage greater dialogue and engagement between councils and local businesses. London Government should have the collective ability to set the qualification criteria and thresholds of the existing mandatory reliefs currently set by central government (and the discretionary elements of those schemes), as well as determining new mandatory relief schemes periodically when deemed necessary. This would include the small business rates relief threshold. Where individual boroughs or the Mayor wished to offer additional discounts over and above a collective scheme agreement, this could be achieved through adjustments to their retained rates.

***Ask 11 – London Government seeks the flexibility for all parts of London Government to determine all business rates discounts and reliefs, including scheme parameters and thresholds***

#### **Distributing the benefits of growth**

26. Within a devolved system, any business rate growth could be retained by boroughs and the GLA in line with their overall share. However, London's economy is a complicated system in which different parts of the capital will have different, but inter-related, roles to play. For the economy to keep growing in a sustainable manner, we need to expand the overall business premises capacity, but also to find ways to house, train, transport and provide access to leisure and culture for millions of people around the capital. We may therefore want to use some of the proceeds of growth to facilitate additional investment, and to create targeted rewards that incentivise contributions to the capital's overall success beyond hosting new business properties.
27. This could be achieved by retaining a central pool for distribution according to collective priorities. Ultimately, however, this should be a matter for London Government to determine.

***Ask 12 – London Government asks for the ability to determine collectively how the proceeds of growth are shared within London***

#### **Managing risk: safety nets and the Central List**

28. If the move to 100% retention is to be successful then the need to share and manage risk effectively will be essential. However, the balance between central and local responsibility cannot be separated from the questions of the overall proportion of rates retained, and the degree of local control allowed.

***Ask 13 – Under a devolved retention system, London Government asks that the safety net mechanism and thresholds are determined locally by London Government***

29. The central list has been identified as a potential source of funding for future safety net arrangements. Where responsibility for such arrangements is devolved, it would be appropriate also to maximise local access to the rates derived from properties currently held on the central list. This would also increase opportunities and incentives to maximise the value and use of such assets where possible.
30. London local government considers that, unless there is a clear case for an assessment to be on the central list, it should be on either a local list or regional list.

***Ask 14 - London Government would seek to transfer central list properties to either a local or regional list wherever possible, including the transfer of TfL's separately identifiable assessments potentially as a single TfL operational assessment.***

#### **Governance**

31. A regional approach to managing business rates in London will require appropriate mechanisms to ensure that robust, timely and accountable decisions can be taken to

raise and distribute tax revenues. In return for the level of devolution and autonomy London Government is asking for, central government will require reassurance that London is capable of governing such a system collectively.

32. London Government is well placed to develop a collective governance model to enable a devolved business rates retention system. London is the only region in England with a regional tier of government, and the 33 local authorities and the Mayor of London have developed a mature relationship that has gradually evolved since 2000.

#### Decisions required to set up and run a devolved retention system

33. The proposals set out in this paper generate three classes of decisions for London to Government address:

- **Initial set-up:** decisions and agreement with Government on the scheme design, including the level of retention, responsibilities transferred, the basis and frequency of revaluations, and resets, the allocation of resources between GLA and boroughs, the multiplier(s), the framework for discounts and reliefs, the distribution of growth proceeds, the operation of a regional safety net and a regional list. Such decisions would need to be taken collectively – and unanimously – by the Mayor of London and Leaders.
- **On-going tax-setting and resource allocation:** annual decisions such as setting the multiplier(s) and allocating the collective growth pool; periodic decisions such as agreeing revised baselines and changes to the needs formula. These decisions would need to be taken collectively by the Mayor and Leaders, building on the existing Congress arrangements, with appropriate voting and other principles consistent with the London Finance Commission in 2013, built in to ensure the appropriate protection of minority interests within London.
- **Technical underpinning and review:** it may require two independent technical commissions to manage on-going work around valuation (including the performance of a regional VOA) and the operation of the tax, and around maintaining the needs formula and distribution model. Political oversight of these commissions could be undertaken by the Governance structures described above.

#### Existing principles

34. The London Finance Commission identified a set of principles upon which such governance could be based. These were expanded in evidence submitted to the CLG Committee inquiry into fiscal devolution in April 2014. These governing principles are as follows<sup>1</sup>:

- **Each element of London government should have a stake:** Elected leaders of all London local authorities and the Mayor of London must be able to feel confident about the governance arrangements for the new finance system

---

<sup>1</sup> Extract from a joint letter from Boris Johnson, Mayor of London and Mayor Jules Pipe, Chair of London Councils to Clive Betts MP, Chair of the Communities and Local Government Committee, 10 April 2014, submitted as evidence to the Committee's review of Fiscal Devolution

- **No exclusion:** No one borough or group of boroughs can be excluded from the benefits of London's success or become disempowered from addressing local needs.
- **No over-riding:** Interests of the Mayor cannot be overridden by the boroughs or vice versa.
- **No deadlock:** Arrangements must prevent or break deadlock. We believe that this can be achieved through suitable voting arrangements and clarity about which tier of government is responsible for decision-making, as reflected in the principles below.
- **Enforcement:** The system must enforce binding decisions and these decisions must reflect a clear initial consensus – even if there are disagreements from time to time about individual decisions.
- **Simplicity and clarity:** The reformed system should be as simple as possible. It should avoid the need for annual decision-making between different sections of London government. It should seek to distinguish clearly the responsibilities of the GLA, Boroughs and London Assembly.
- **Stability...** Existing responsibilities should be maintained where possible.
- **... But potential for reform.** Provisions in the 'devolution settlement' should enable, by agreement, periodic property tax reform and changes to any within-London distribution arrangements. Such reforms would be distinct from the 'Day 1' operation of a devolved system. There should also be a presumption that the more significant reforms were proposed, the longer they would be phased in.
- **Practical operations:** decisions would be taken by the Mayor or Borough politicians as appropriate. However, a joint GLA and London Councils Officer Group would provide standing technical advice and support for politicians to decide matters where there is significant joint interest under the above arrangements. This might be independently chaired.
- **Decision rules:** Any new system would require a set of decision rules, some of which would be reflected in legislation. For instance, Parliament might legislate for periodic property revaluations to be carried out by devolved authorities. There are various options for the rulebook governing changes within London following devolution but here is one example:
  - Mayor would need to agree any decision and by converse would have a veto
  - Boroughs would need to agree to any decision by their own rules (e.g. two-thirds majority)
  - The London Assembly would retain its existing powers to amend or reject the Mayor's tax and spending decisions, which would be enhanced commensurate with the increase in the Mayor's powers.

35. The Mayor of London has re-formed the London Finance Commission to review, refresh and revise its original recommendations in light of the changed circumstances, following the UK's vote to leave the European Union. It will report by the end of 2016. We will follow the work of the commission closely, and anticipate that it will re-visit the

governance principles outlined above in the context of recommendations on broader fiscal devolution.

***London Government will work with government collectively build on these principles to define and establish appropriate governance arrangements to manage a devolved business rates system.***

## Annex 1: Additional Responsibilities

1. London Government believes, when determining the existing grants and new responsibilities that should be funded by business rates, priority should be given to responsibilities that maximise London Government's ability to improve the life of Londoners, the effectiveness and efficiency of its public services, and the future economic success of the capital.
2. We would therefore wish to prioritise the transfer of grants and responsibilities that:
  - have a direct relationship to business;
  - help tackle key infrastructure challenges, including housing and transport; and
  - have a compelling public service reform case to be delivered more efficiently and effectively by local government.
3. We believe the government should first consider the outcomes the sector is aiming to achieve, and then design local public services around them. This will require greater exploration of the funding necessary to deliver those outcomes. However, the list set out in the consultation is a helpful starting point, which we have used to identifying grants and responsibilities we feel are suitable candidates to be transferred in Table 4.
4. The grants and responsibilities listed below are grouped by whether they are a new responsibility or existing grant, and then by which of the three principles set out above they meet. Estimated values for London in 2019-20 are set out in the fourth column.

**Table 4 – Existing grants & new responsibilities - Suitable candidates for transfer in Addition to TfL Capital Grant**

	Existing grant or responsibility	Reason(s)	Estimated London value in 2019-20 (£bn)
Skills - 16-19 funding	New responsibility	Business link/PSR	0.499
Adult Education Budget	New responsibility	Business link/PSR	0.400
Careers Service	New responsibility	Business link/PSR	0.097
Work and health programme	New responsibility	Business link/PSR	0.014
Youth Justice	New responsibility	PSR	0.054
Valuation Office Agency	New responsibility	PSR	0.032
Affordable Housing capital funding	Grant	Infrastructure	0.417
Transport capital (outside London)	Grant	Infrastructure	n/a
Early Years funding within DSG	Grant	PSR	0.748
Public Health Grant	Grant	PSR	0.628
Revenue Support Grant	Grant	PSR	0.538
Improved Better Care Fund	Grant	PSR	0.247
Housing Benefit Admin Subsidy	Grant	PSR	0.033
Independent Living Fund	Grant	PSR	0.019
CT Support Admin Subsidy	Grant	PSR	0.015
Rural Service Delivery Grant	Grant	PSR	n/a
<b>Total grants &amp; responsibilities</b>			<b>3.741</b>
<b>Total "headroom" in 2019-20</b>			<b>3.975</b>
<b>Remaining capacity</b>			<b>0.234</b>

NB: RSG here is net of the GLA's RSG which is expected to be funded from business rates from April 2017. TfL Capital grant is also excluded as the government has confirmed this will be transferred in 2017-18. Estimates for 16-19 skills funding excludes 6<sup>th</sup> form and academy providers at this stage.



## BRIEFING PAPER

Number 07029, 19 July 2016

# Devolution to local government in England

By Mark Sandford

### Inside:

1. Devolution in England: inception
2. The Greater Manchester devolution deals
3. Devolution deals in other localities
4. Analysis and perspectives
5. Further reading



# Contents

<b>Summary</b>	<b>3</b>
<b>1. Devolution in England: inception</b>	<b>4</b>
1.1 Background: 2010-15	4
1.2 Devolution deals	4
Table 1: Devolution deals	6
1.3 Ratification of deals	6
1.4 Implementation of deals	6
1.5 Deals under negotiation	7
1.6 Devolution deals and Brexit	8
<b>2. The Greater Manchester devolution deals</b>	<b>9</b>
2.1 The Greater Manchester Agreement	9
2.2 Health devolution in Greater Manchester	10
2.3 Further proposals: July 2015 budget	11
2.4 Spending Review 2015	12
2.5 Budget 2016	12
2.6 Justice devolution	13
2.7 Progress in Manchester	13
<b>3. Devolution deals in other localities</b>	<b>15</b>
3.1 Deals: the 'menu'	15
3.2 The Cornwall devolution deal	16
3.3 London devolution agreements	17
3.4 The West Yorkshire devolution deal	18
Sheffield: December 2014	19
3.5 Liverpool: March 2016	19
<b>4. Analysis and perspectives</b>	<b>20</b>
4.1 The available powers	20
4.2 Boundaries	20
4.3 Governance	21
4.4 Reactions	22
4.5 Public consultation	24
<b>5. Further reading</b>	<b>26</b>
<b>Appendix 1: powers to be devolved in devolution deals</b>	<b>28</b>
<b>Appendix 2: participants in devolution deals</b>	<b>30</b>



## Summary

This note summarises the main developments regarding the process of devolution of powers to local government within England since 2014. It covers the devolution deals agreed between the Government and local areas up to July 2016, including the powers to be devolved, the procedures required for devolution to take place, and reactions to the policy from the local government and policy-making worlds.

This note addresses the debate around devolution of power to local government in England only. Local government is a devolved matter in Scotland, Wales and Northern Ireland. The Library has also published notes on the [West Lothian Question: the English Question; English Votes for English Laws](#); and notes on the [Cities and Local Government Devolution Bill](#) and on its [progress through Parliament](#).

# 1. Devolution in England: inception

## 1.1 Background: 2010-15

Following the 'no' vote in the September 2014 Scottish independence referendum, the Prime Minister announced that, alongside proposals for additional devolution to Scotland, Wales and Northern Ireland:

It is also important we have wider civic engagement about how to improve governance in our United Kingdom, including how to empower our great cities — and we will say more about this in the coming days.<sup>1</sup>

This followed the production of several reports during 2014 making proposals for the transfer of additional powers to local authorities, or to local areas. These built upon the 2012 report [\*No Stone Unturned: in Pursuit of Growth\*](#) ('the Heseltine report'), which recommended the merging of various national funding streams to provide much greater local responsibility for economic development (see section 5). Efficiency in public service provision, triggered by continuing reductions in local government funding, was also prioritised within the more recent reports. Changes proposed include:

- Giving new powers in specific policy areas to local authorities;
- The transfer of additional budgets alongside those powers;
- Enhanced power over local taxes (council tax and business rates), additional local taxation powers, and more flexibility around borrowing and financial management;
- The creation of combined authorities and/or directly-elected mayors.<sup>2</sup>

More details of these proposals can be found in the Library briefing papers [Local government devolution: policy proposals](#) and [Local government devolution: fiscal proposals](#).

## 1.2 Devolution deals

The first 'devolution deal' was announced by the Government and the Greater Manchester Combined Authority in November 2014. In advance of the 2015 general election, further deals followed with Sheffield (December 2014) and West Yorkshire (March 2015).

Following the 2015 General Election, the then Chancellor, George Osborne, gave a speech on 14 May in which he said that a 'Cities Devolution Bill' would feature in the 2015 Queen's Speech:

...a central part of our Queen's speech will be a bill to enable a radical new model of city government.

Here's the deal:

We will hand power from the centre to cities to give you greater control over your local transport, housing, skills and healthcare.

<sup>1</sup> See BBC, [David Cameron's statement on the UK's future](#), 19 September 2014

<sup>2</sup> See the Library briefing papers on [combined authorities](#) and [directly-elected mayors](#).

## 5 Devolution to local government in England

And we'll give the levers you need to grow your local economy and make sure local people keep the rewards.

But it's right people have a single point of accountability: someone they elect, who takes the decisions and carries the can.

So with these new powers for cities must come new city-wide elected mayors who work with local councils.

I will not impose this model on anyone. But nor will I settle for less.

London has a mayor.

Greater Manchester has agreed to have a mayor as part of our Northern Powerhouse - and this new law will make that happen.

My door now is open to any other major city who wants to take this bold step into the future.

This is a revolution in the way we govern England.<sup>3</sup>

The Government indicated subsequently that departments of state were expected actively to consider devolving powers wherever possible:

3.15 The government is committed to building strong city regions led by elected mayors, building on the ground-breaking devolution deal with Greater Manchester in November 2014. The Chancellor has asked all relevant Secretaries of State to proactively consider what they can devolve to local areas and where they can facilitate integration between public services.....

3.16 As part of the Spending Review, the government will look at transforming the approach to local government financing and further decentralising power, in order to maximise efficiency, local economic growth and the integration of public services.<sup>4</sup>

To have their proposals taken into account in the autumn 2015 Spending Review, any further proposals for devolution from local areas were required to be submitted to the Treasury by 4 September 2015.

As of March 2016, devolution deals with eleven areas have been agreed. Discussions have also taken place on further devolution to Greater London (see section 3.3). Table 1 below sets out the details of the devolution deals agreed as of March 2016, including links where available. Details of the local authorities involved in each devolution deal area can be found in Appendix 2.

The main powers that Government has agreed to devolve in multiple areas in the devolution deals agreed to date can be found in Appendix 1. A number of core powers have been made available to most areas, whilst most areas have also been provided with one or more unique responsibilities (see section 3.1).

---

<sup>3</sup> HM Treasury, ["Chancellor on building a Northern powerhouse"](#), 14 May 2015

<sup>4</sup> HM Treasury, [A country that lives within its means](#), 2015, p. 15

Table 1: Devolution deals

	Devolution deal agreed	Bid document
Greater Manchester	<a href="#">3 Nov 2014</a> <a href="#">27 Feb 2015</a> <a href="#">8 Jul 2015</a> <a href="#">25 Nov 2015</a> <a href="#">16 Mar 2016</a>	Not published
Sheffield City Region	<a href="#">5 Oct 2015</a> <a href="#">12 Dec 2014</a>	Not published
West Yorkshire	<a href="#">18 Mar 2015</a>	Not published
Cornwall	<a href="#">27 July 2015</a>	<a href="#">March 2015</a>
North-East	<a href="#">23 Oct 2015</a>	<a href="#">2015 (undated)</a>
Tees Valley	<a href="#">23 Oct 2015</a>	Not published
West Midlands	<a href="#">17 Nov 2015</a>	<a href="#">July 2015</a>
Liverpool City Region	<a href="#">17 Nov 2015</a> <a href="#">16 Mar 2016</a>	<a href="#">2015 (undated)</a>
Cambridgeshire	<a href="#">20 June 2016</a>	Not published
Norfolk / Suffolk	<a href="#">20 June 2016</a> (East Anglia: <a href="#">16 Mar 2016</a> )	<a href="#">4 Sep 2015</a> (Suffolk);
West of England	<a href="#">16 Mar 2016</a>	<a href="#">4 Sep 2015</a>
Greater Lincolnshire	<a href="#">16 Mar 2016</a>	<a href="#">4 Sep 2015</a>

### 1.3 Ratification of deals

Devolution deals have been negotiated in private between Government teams and local authority leaders. Once the deal document has been agreed and published, each council involved must then itself approve its participation in the deal. This has been referred to by some reports as 'ratification'.

Commonly the majority of local councillors are not provided with information on a devolution deal until the final document is published. Some have, at that point, expressed scepticism about the deal, and a number of councils have voted against further participation (see 'authorities rejecting membership' in Appendix 2).

### 1.4 Implementation of deals

Many aspects of the deals are to be implemented via Orders under the [Cities and Local Government Devolution Act 2016](#). Other elements of

the devolution deals do not concern statutory functions, and as such will not need to be implemented via Orders. Some commitments in the devolution deals so far have already been implemented (for examples, see section 2.6 below).

Orders under the 2016 Act must be approved by both Houses of Parliament (the 'affirmative procedure'). They must then be 'made' by the Secretary of State. At this point, new combined authorities – or changes to existing ones, such as the introduction of a mayor – will formally come into existence.

The following orders have been made under the 2016 Act at the time of writing:

- Elected mayoralty orders: [Greater Manchester](#);
- New combined authorities: [Tees Valley](#), [West Midlands](#);
- Draft mayoralty orders: North-East; Liverpool; Sheffield; Tees Valley; West Midlands.<sup>5</sup>

### 1.5 Deals under negotiation

The Government received [38 bids for devolved powers](#) by 4 September 2015.<sup>6</sup> A [table summarising the bids](#) can be found on the Local Government Association website. The *Local Government Chronicle* has produced [a map of the state of play](#) in different parts of England as of December 2015.

Some areas have published bids or 'prospectuses'. The existence of a published document does not guarantee that the Government will agree a deal with the area: indeed, some documents explicitly state that they are intended to begin a discussion with Government rather than representing a final position. Some areas are seeking to establish combined authorities and/or directly-elected mayors, whilst some are not.<sup>7</sup>

Deals have been reported as under negotiation in a number of areas:

- [Derbyshire and Nottinghamshire](#): agreed in draft as the '[North Midlands](#)' in January 2016, but subsequently a number of district councils have pulled out;
- [Hampshire / Isle of Wight](#): a bid was submitted from all councils in the area in September 2015. The Government approached authorities in urban South Hampshire in March 2016.<sup>8</sup> Latest indications are that a deal is progressing between Portsmouth, Southampton and the Isle of Wight only;<sup>9</sup>

---

<sup>5</sup> The first four of these are progressing through Parliament at the time of writing. See debate in the House of Lords at [HLDeb 18 Jul 2016 c509](#)

<sup>6</sup> This figure included bids from Cardiff, Edinburgh, Aberdeen, and Inverness; and the deals that had already been agreed with Greater Manchester, Sheffield, West Yorkshire and Cornwall. The geographical areas of some of the bids overlapped with one another e.g. North and East Yorkshire vs West Yorkshire.

<sup>7</sup> See David Paine, "Power to shape economies tops devolution demands", [Local Government Chronicle](#), 17 September 2015. The online page also includes a link to a spreadsheet showing which powers each area has bid to take over.

<sup>8</sup> Mark Smulian, "Minister invites separate devo bid from South Hampshire", [Local Government Chronicle](#), 29 February 2016

<sup>9</sup> David Paine, "[Unitaries ditch districts in bid to secure devo deal](#)", *Local Government Chronicle*, 4 July 2016

- Bids from [Gloucestershire](#), [Cheshire and Warrington](#) and [Cumbria](#) have been reported as foundering on the areas' opposition to a directly-elected mayor;
- Devolution bids, or expressions of interest / prospectuses, have also been published in [Leicestershire](#); [North and East Yorkshire](#); [Surrey and Sussex](#); [Greater Essex](#); and [Devon / Somerset](#).

## 1.6 Devolution deals and Brexit

At the time of writing, no hard information is available about the likely effect on the local devolution agenda of leaving the European Union. The main subjects of speculation so far have been as follows:

- George Osborne, as Chancellor, was closely associated personally with the agenda. It is not clear whether the new Chancellor, Philip Hammond, will maintain support for the agenda within Government.<sup>10</sup> Lord (Jim) O'Neill of Gatley has indicated that he would leave the Government if he perceived that the agenda was no longer being treated seriously.<sup>11</sup>
- Conversely, Greg Clark, the previous Secretary of State for communities and local government, claimed that he had "argued successfully ... for English local government to be part of the negotiations on the terms of our exit".<sup>12</sup>
- A number of sector representatives, as well as Mr Clark, have argued for a "radically expanded role for local government" in the wake of leaving the EU.<sup>13</sup>
- European Union structural funds have formed a major element of many devolution deals. It is not yet clear if and when structural funds will cease to be paid to UK localities. A number of sector representatives have argued that, if the funds are withdrawn, Government should make good the deficit for the 2014-20 programming period.<sup>14</sup>

<sup>10</sup> See, for instance, Jessica Studdert, ["Brexit raises questions about Osborne's devo push"](#), *Public Finance*, 24 Jun 2016; Jo Casebourne, ["What Brexit means for English devolution"](#), *Institute for Government*, 28 Jun 2016

<sup>11</sup> Andrew Bounds, ["Northern powerhouse plans must continue, says Jim O'Neill"](#), *Financial Times*, 4 Jul 2016

<sup>12</sup> DCLG, [Greg Clark's speech to the LGA conference 2016](#), 5 July 2016

<sup>13</sup> Ibid.

<sup>14</sup> Thomas Bridge and Heather Jameson, "Clark demands clarity amid threat of EU funds 'madness'", *Municipal Journal*, 7 July 2016

## 2. The Greater Manchester devolution deals

This section outlines the devolution deals agreed with the Greater Manchester Combined Authority.

### 2.1 The Greater Manchester Agreement

The [Greater Manchester Agreement](#) set out proposed new powers for the [Greater Manchester Combined Authority \(GMCA\)](#).<sup>15</sup> A directly-elected mayor will be established for the whole Greater Manchester area. The first mayoral election will take place in 2017, the next in 2020, followed by four-yearly terms. The elected mayor would receive the following powers and resources:

- A consolidated, multi-year transport budget;
- Responsibility for franchised bus services, railway stations, and 'smart ticketing' (an example of this is London's Oyster Card) in Greater Manchester;
- A Housing Investment Fund of £300m over 10 years, making loans to housebuilders (and thus being self-sustaining over time);
- The power to produce a statutory spatial strategy, equivalent to the power of the Mayor of London: this would be subject to unanimous approval by the 'combined authority cabinet' (i.e. the ten leaders of the combined authority's member authorities);
- An enhanced form of the Manchester 'earn-back' agreement;
- The elected mayor will also become the Police and Crime Commissioner for Greater Manchester.<sup>16</sup>

In the meantime, the GMCA itself has received the following additional powers and resources:

- Devolved business support budgets: the Growth Accelerator, Manufacturing Advice Service and UKTI Export Advice;
- Power to restructure further education in Greater Manchester, plus control of the Apprenticeship Grant for Employers;
- Joint commissioning, with the Department for Work and Pensions, of the next stage of the Work Programme;
- Control over the housing investment fund and the earn back deal, subject to the requirements set out in the *Agreement*, before these transfer to the mayor once s/he is elected.<sup>17</sup>
- The opportunity to plan the integration of health and social care (see also section 2.2).<sup>18</sup>

The new elected mayor will be subject to scrutiny by the existing scrutiny committee of the GMCA: the '[GMCA Scrutiny Pool](#)', made up of 30 non-executive councillors drawn from the ten Manchester boroughs.

---

<sup>15</sup> See also a Written Ministerial Statement at [HCDeb 3 Nov 2014](#) c36-7WS

<sup>16</sup> HM Treasury, [Greater Manchester Agreement](#), November 2014, p. 1

<sup>17</sup> *Ibid.*, p. 5

<sup>18</sup> *Ibid.*, p. 1

The Government passed an amending Order to create an eleventh member of the GMCA (alongside the ten borough leaders) to be the 'interim mayor' until the first mayoral election in May 2017. Tony Lloyd, currently Greater Manchester Police and Crime Commissioner, was appointed to the post (by the existing members of the GMCA) on 29 May 2015.<sup>19</sup>

## 2.2 Health devolution in Greater Manchester

The Government published the [Greater Manchester Health and Social Care Devolution Memorandum of Understanding](#) on 27 February 2015.

This paper envisaged a new Greater Manchester Health and Social Care Partnership Board (GMHSPB), which will produce a joint health and social care strategy for Greater Manchester.

The GMHSPB ran in shadow form in 2015-16, before going live in April 2016. It has two sub-groups: a Greater Manchester Joint Commissioning Board (JCB) and an Overarching Provider Forum. Members of the former are the 12 Clinical Commissioning Groups (CCGs) in Greater Manchester; the 10 Greater Manchester boroughs; and NHS England. Members of the latter are service providers: acute care trusts, mental health trusts, ambulance trusts, LMCs (local medical committees), and others.

Through the JCB, strategic decisions regarding commissioning of health and social care services in Greater Manchester will be agreed by NHS England, CCGs, and local political actors. [A strategy was published in December 2015](#). The JCB will commission health and social care services across Greater Manchester on behalf of its constituent organisations, pooling the pooled commissioning budgets of the CCGs and the social care budgets of the boroughs.<sup>20</sup>

At local (borough) level, Health and Wellbeing Boards, made up of representatives from CCGs and boroughs, will ensure that health and social care services are provided in a joined-up fashion, in line with the GMHSPB's Strategic Sustainability Plan. The proposals will not lead to a wholesale transfer of functions or funds from the NHS to local authorities, or vice versa. Chris Ham, chief executive of the Kings Fund, stated:

Devolution to Greater Manchester should enable decisions to be taken much closer to the population being served, with councillors having a bigger influence on future decisions. ...The unanswered question is how much freedom public sector leaders will have to depart from national policies in taking greater control of NHS resources.<sup>21</sup>

<sup>19</sup> See the [Greater Manchester Combined Authority \(Amendment\) Order 2015](#) (SI 2015/960). The interim mayor must be a councillor, MP, MEP or Police and Crime Commissioner in the Greater Manchester area.

<sup>20</sup> See the Greater Manchester Commissioning Strategy, [Commissioning for Reform](#), 2016

<sup>21</sup> Chris Ham, "What Devo Manc could mean for health, social care and wellbeing in Greater Manchester", [Kings Fund](#), 2 March 2015



These proposals are being implemented via section 75 of the *National Health Service Act 2006*, which permits agreements to share functions and budgets between NHS bodies and local authorities. The elected mayor will not have any formal control over the integration of health and social care. The GMHSPB has appointed its own chief executive, Jon Rouse, as of 31 March 2016.

The chief executive of the NHS, Simon Stevens, said in December 2015 that ‘not many’ other areas were likely to take on health responsibilities in the near future. So far, the only other areas to take steps in this direction are Cornwall and some London boroughs.<sup>22</sup> A document entitled [\*NHS Devolution: Proposed Principles and Decision Criteria\*](#), published in September 2015, sets out the NHS’s preferred approach to proposals for health and social care integration. In Manchester, criteria for national intervention in the devolved arrangements were published in March 2016.<sup>23</sup>

### 2.3 Further proposals: July 2015 budget

The July 2015 Budget made additional proposals for devolution of power to Greater Manchester:

- The Greater Manchester Fire Service will be abolished and its functions transferred to the Mayor.<sup>24</sup> The Fire Service is currently managed by a joint board of the ten Greater Manchester boroughs, having previously been run by the former metropolitan county;
- A Greater Manchester Land Commission will be established. This reflects recent Government interest in taking a more strategic approach to the management of public sector land. The idea builds on the Government’s ‘[One Public Estate](#)’ programme, which seeks to bring public bodies together to rationalise the management of public sector-owned land and buildings;
- The Mayor is to be given powers to introduce Mayoral Development Corporations, similar to those which exist in Greater London; and to make Compulsory Purchase Orders, with the agreement of the borough in which a CPO is made;
- Further discussion regarding joint working between central government and Greater Manchester on children’s services and employment programmes, including “greater local flexibility in employment and skills programmes generally”;<sup>25</sup>
- The Government published a consultation on the devolution of powers over Sunday trading hours to elected mayors and/or local authorities.<sup>26</sup> This plan has since been dropped, after the

---

<sup>22</sup> David Williams, “Exclusive: Stevens casts doubt over NHS devolution outside Manchester”, *Health Service Journal*, 14 Dec 2015

<sup>23</sup> See Greater Manchester Combined Authority, [Accountability Agreement](#) (paper 5b), 18 March 2016

<sup>24</sup> See HM Treasury, [Further devolution to the Greater Manchester Combined Authority and directly-elected Mayor](#), July 2015, p. 3

<sup>25</sup> *Ibid.*, p. 4

<sup>26</sup> DCLG / BIS, [Consultation on devolving Sunday trading rules](#), July 2015

Government was defeated in the House of Commons on an amendment to the *Enterprise Bill* on 9 March 2016.<sup>27</sup>

The Government also agreed, on 12 August 2015, to pass control over European Union structural funds to the GMCA. It will become an 'intermediate body' as of 1 April 2016, giving it the power to decide on the allocation of EU structural funds in the Greater Manchester area. It is not yet clear what will happen to EU structural funds as the UK leaves the EU (see also section 1.6 above).<sup>28</sup>

## 2.4 Spending Review 2015

The 2015 Spending Review announced the following further powers for the GMCA:<sup>29</sup>

- Power to impose a community infrastructure levy (CIL) on new properties in its area. This power is already available to local authorities and the Greater London Authority. See the Library briefing paper [Community Infrastructure Levy](#) for further details of how CILs work;
- Clarity that the elected mayor of Greater Manchester will be able to set a business rates supplement, subject to LEP agreement: this has formed part of many devolution deals since November 2014;
- Joint working with the British Business Bank to support Greater Manchester small and medium enterprises (SMEs);
- An 'integrated approach' to children's services. This is likely to consist of increased joint working between local authority departments;
- Further discussion on devolution of 16-18 vocational education and adult skills funding;
- Continued working on devolving power over railway stations; examining housing regulatory reform; tailoring national energy programmes; and a science and innovation audit.

## 2.5 Budget 2016

The March 2016 Budget announced the following additional powers for the GMCA:

- Bringing together work on Troubled Families, Working Well, and the Life Chances Fund into a single Life Chances Investment Fund;
- work with the Government and PCC on joint commissioning of offender management services, youth justice and services for youth offenders, the courts and prisons estates, 'sobriety tagging', and custody budgets;
- taking on adult skills funding (in contrast to other devolution deals, Greater Manchester had previously held back from this, unconvinced of the benefits);
- further discussion over approaches to social housing.

<sup>27</sup> See [HCDeb 9 Mar 2016](#) c371-4; also the Library briefing [Shop opening hours and Sunday trading](#).

<sup>28</sup> See David Paine, "Greater Manchester to get control of £300m European funding", [Local Government Chronicle](#), 12 August 2015

<sup>29</sup> See HM Treasury, [Spending Review and Autumn Statement 2015 update: further devolution to the Greater Manchester Combined Authority and directly-elected Mayor](#), December 2015

Greater Manchester (along with Liverpool and possibly Greater London) will pilot 100% retention of business rates as of 1 April 2017, in advance of this being extended to the whole of England by 2020. A consultation was published in July 2016.<sup>30</sup>

The GMCA also intends to absorb the Manchester joint waste disposal authority. This is currently a free-standing joint body, covering all of the Manchester boroughs except Wigan. Wigan will retain its own waste disposal arrangements.

### 2.6 Justice devolution

An agreement on [devolution of powers associated with the justice system](#) in Greater Manchester was published in July 2016. This will be co-ordinated by a Justice and Rehabilitation Executive Board, and will include:

- The use of “problem-solving courts”;
- Creation of “new models of secure schools for under-18s”;
- Integration of youth support;
- Autonomy for prison governors, including over rehabilitation and education;
- A role in the commissioning of offender management services;
- Better co-ordination with mental health and substance misuse services, and better use of offenders’ skills;
- More influence over the Manchester Community Rehabilitation Company and over probation.

### 2.7 Progress in Manchester

Progress towards the delivery of the Manchester package has been tracked in a number of media reports during 2015:

- The GMCA has increased the funding available through the devolved Apprenticeship Grant for Employers, with the help of a £7m grant from BIS and DfE. Businesses with up to 250 employees can receive up to £3,500 per qualifying apprentice aged between 16 and 24, compared with £1,500 elsewhere;<sup>31</sup>
- Transport for Greater Manchester was reported in August to have cancelled its contract with the expected provider of the smart ticketing system;<sup>32</sup>
- A spatial development framework is being established via agreement between the ten boroughs, under section 28 of the *Planning and Compulsory Purchase Act 2004*. The GMCA states that this will become the responsibility of the elected mayor by 2017;<sup>33</sup>
- A [Greater Manchester Investment Fund](#), making business loans of up to £5m across the area, has been established;

---

<sup>30</sup> DCLG, [Self-sufficient local government: 100% business rates retention](#), 5 July 2016

<sup>31</sup> David Paine, “Devolved budget funds new Manchester apprenticeship scheme”, [Local Government Chronicle](#), 31 July 2015

<sup>32</sup> Josh Halliday, “Manchester ‘Oyster card’ in chaos as contractor admits it cannot deliver”, [Guardian](#), 6 August 2015.

<sup>33</sup> GMCA, [Work on Greater Manchester Land Plan Reaches Latest Milestone](#), 28 July 2015

- A pilot of seven-day-per-week access to GPs is to be extended to the whole of Greater Manchester by the end of 2015, under the joint health and social care arrangements;<sup>34</sup>
- £66.3 million in loans has been committed by the Greater Manchester housing fund;<sup>35</sup>
- Public Health England state that they are “working with academia in Greater Manchester... to both drive innovation and best practice and to share this new knowledge with others”.<sup>36</sup>

A [dedicated website](#) covering new arrangements for health and social care has also been established. This states that the early priorities of the new bodies will be: seven-day access to GPs (noted above); children’s mental health; mental health and work; better care for dementia sufferers; a joint public health strategy; and aligning the workforce policies of health provider organisations. Greater Manchester has also been awarded £450 million health service transformation funding over five years.<sup>37</sup>

---

<sup>34</sup> Manchester City Council, [“Devolution set to propel seven day primary care coverage across Greater Manchester”](#), 10 June 2015

<sup>35</sup> Place North West, [GM housing fund commits £66m](#), 2 September 2015

<sup>36</sup> Mel Sirotkin, “Greater Manchester Devolution – the public health revolution”, [Public Health England](#), 14 August 2015

<sup>37</sup> David Paine, “Greater Manchester receives £450m to spur health transformation”, [Local Government Chronicle](#), 21 Dec 2015

## 3. Devolution deals in other localities

### 3.1 Deals: the 'menu'

The devolution deals agreed to date can be characterised as consisting of a 'menu with specials'. A number of items have been made available to most areas, but each deal also contains a few unique elements or 'specials' (typically consisting of commitments to explore future policy options). The following sections outline the nature of the 'menu' powers that have been made available to most of these areas. The exact nature of the powers devolved can be seen in the deal documents (see section 1.2 for links).

The devolution deals agreed so far have many similarities in terms of powers to be devolved. The core powers devolved include the following:

- **Restructuring the further education system.** This typically consists of local commissioning of the Adult Skills Budget from 2016-17, followed by full devolution of the budget from 2018-19. Areas will be required to undertake a full review of further education and skills provision, and to have agreed arrangements with the Government for managing financial risk. Some areas will also take on the Apprenticeship Grant for Employers.
- **Business support.** In most areas, local and central business support services will be united in a 'growth hub'. UK Trade and Investment will be required to partner with local business support services. Many deals have agreed a "devolved approach" to business support services from 2017.
- **The Work Programme.** This is the Government's main welfare-to-work programme. Unemployed people claiming Jobseeker's Allowance (JSA) or Employment and Support Allowance (ESA) are referred on to the programme from their local Jobcentre Plus, and remain on the programme for up to two years. The scheme is run by providers who have the freedom to introduce and implement their own ideas and schemes to help unemployed participants find work. Providers are paid by results. Many areas are to jointly develop a programme for 'harder-to-help' benefit claimants.
- **EU structural funds.** A number of areas are to become 'intermediate bodies', which means that they, instead of the Government, will be able to take decisions about which public and private bodies to give EU structural funds to (though see section 1.6). Local areas will be able to link these funding decisions to investment decisions they make in other devolved areas, such as further education and business support, provided their decisions remain within the terms of the EU structural funding agreement.
- **Fiscal powers.** Many deals include an investment fund, often of £30 million per year. The division of this fund into capital and revenue elements varies between areas. The power to retain 100% of business rates growth also appears in a number of deals. Elected mayors will have the power to add a supplement of up to

2% on business rates, with the agreement of the relevant Local Enterprise Partnership.<sup>38</sup>

- **Integrated transport systems.** Many deals include the power to introduce bus franchising, which would allow local areas to determine their bus route networks and to let franchises to private bus companies for operating services on those networks (see the Library briefing paper [Buses: franchising](#) for further details).<sup>39</sup> Multi-modal 'smart ticketing' systems, akin to the Oyster Card in London, are to be introduced. Each deal also includes a unified multi-year transport investment budget, and most commit to improving joint working between the combined authority and Network Rail, Highways England, and (where relevant) plans for the HS2 line. Some deals include passing a 'key network of local roads' to the combined authority: this is a power that is currently exercised at local authority level.
- **Planning and land use.** Many deals include the power to create a spatial plan for the area, and/or the power to establish Mayoral Development Corporations. Each of these powers is available in Greater London. Some deals will also permit the combined authority to use Compulsory Purchase Orders, with the consent of the local authority in which the land or property is located. Non-statutory joint bodies ('Land Commissions' or 'Joint Asset Boards') will be established to improve the management of surplus land and buildings across public sector bodies, making joint decisions on whether to re-use, share, or sell unused land and buildings within the public estate.

The following sub-sections set out the main features of those deals that vary from this pattern.

## 3.2 The Cornwall devolution deal

A devolution deal with Cornwall was agreed in July 2015.<sup>40</sup> The deal was agreed with Cornwall Council and the Cornwall and Isles of Scilly NHS Trust. The deal does not require a combined authority or elected mayor to be established.

This is the only deal so far to be agreed with a single unitary authority: the powers to be devolved will be devolved to Cornwall County Council. The deal follows Cornwall Council's publication of a document entitled [The Case for Cornwall](#) in March 2015. Under the deal, the following powers will be transferred:

- Devolution of local transport funding and of power to franchise bus services, subject to primary legislation permitting this to be done and to public consultation in Cornwall: this will be accompanied by the introduction of a smart ticketing system;
- Joint working to "reshape further education training and learning provision for adults", with the new system to begin in 2017. This will include aligning the Adult Skills and Adult Community Learning budgets with local funding for further education;

<sup>38</sup> DCLG, [Self-sufficient local government: 100% business rates retention](#), 5 July 2016

<sup>39</sup> Powers to do this are expected to be introduced via a *Buses Bill*, expected to pass through Parliament during the 2015-16 session.

<sup>40</sup> HM Treasury, [Cornwall Devolution Deal](#), July 2015

- Discussions with local partners to improve outcomes for Employment and Support Allowance claimants, and identifying new apprenticeship opportunities;
- Cornwall Council to have intermediate body status for EU Structural Funds, giving it the power to select projects for funding from April 2016;
- Government and Cornwall Council will work together to integrate local and national business support services, aimed at a “devolved approach” from April 2017;
- Proposals to be invited for a low carbon enterprise zone related to geothermal energy, plus joint working with the Government on energy efficiency in homes and community energy projects;
- Cornwall Council and local health bodies to produce a business plan for the integration of health and social care provision;
- Enhanced joint working regarding land and buildings owned by the public sector in Cornwall, including the NHS and the Homes and Communities Agency, building on the work of the Cornwall Property Board;
- Establishment of a Cornish Heritage Environment Forum.

### 3.3 London devolution agreements

In December 2015 the Government agreed a series of pilots around health and social care collaboration with groups of London boroughs, in partnership with the Greater London Authority (GLA) and London CCGs.<sup>41</sup> NHS England and Public Health England are also fully involved. The London-based partners have also signed a [London Health and Care Collaboration Agreement](#), committing them to joint working regarding health and care services.

In London, a joint London Health Board is to supervise five pilot schemes for the integration of health and care. The pilots will focus on local integration of services (using section 75 of the NHS Act 2006 to pool funding, as in Greater Manchester); utilisation of estate assets, working with the London Land Commission; and transformation at a sub-regional level.

The London Health Board will also work with the Working Capital team in the GLA, which has begun a programme of supporting the hardest-to-help claimants into employment. There is a particular focus on mental health in the London context. European Social Fund money (also devolved to the GLA) is also being used.

The London boroughs, together with the GLA, have also put forward a number of plans for sub-regional devolution within London.<sup>42</sup> Most recently, in November 2015, a joint document produced by the Mayor, London Councils, and the London LEP, entitled [Skills Devolution to London](#), was submitted to the Government. This contained a series of

---

<sup>41</sup> HM Treasury, [London health devolution agreement](#), 15 December 2015. See also Heather Jameson, “‘Giant leap’ for capital care after health deal is unveiled”, *Municipal Journal*, 17 Dec 2015

<sup>42</sup> These proposals have not been formally published. See also the London Assembly report [A New Agreement for London](#), September 2015



high-level outcomes sought for the skills system in London by 2020, and set out a prospectus for devolving power in order to achieve them:

- Devolution of the Adult Skills Budget, Adult Community Learning, and discretionary support for 19+ learners;
- Devolution of London's share of advanced learning loans;
- A guaranteed 'proportionate return' to London from the apprenticeships levy introduced at the 2015 Spending Review;
- Transfer of the Secretary of State's appointment powers over college boards;
- Protection of London's share of 16-19 skills funding;
- Creation of a Skills Commissioner for London.

### 3.4 The West Yorkshire devolution deal

The West Yorkshire Combined Authority agreed a deal on 18 March 2015. The deal "sees the Combined Authority take further responsibility over skills, transport, employment, housing and business support".<sup>43</sup>

This includes:

- Reform the further education system in West Yorkshire, to be done jointly by the combined authority and the Government (BIS, DfE, SFA and EFA);
- Devolution of the Apprenticeship Grant for Employers (AGE);
- Consultation with the Department for Work and Pensions regarding joint commissioning of the next phase of the Work Programme, from 2017;
- National and local spending on business support to be aligned through the Leeds City Region Growth Hub, with more devolution of support from 2017 onwards; closer working with UKTI and the newly created LEP International;
- More control for the Leeds City Region over the delivery of local transport schemes; improved liaison with Highways England regarding investment in the strategic highways network; infrastructure works to be aligned with Leeds City Region's investment strategy for rail stations;
- Reconfiguration of the city region's Joint Assets Board with the Homes and Communities Agency (HCA); development of a joint Asset and Investment Plan.

The agreement states that:

In the event of any future agreement, West Yorkshire Combined Authority will consult on options for enhanced governance, decision-making and delivery arrangements that will be mutually agreed with Government.<sup>44</sup>

A media report in November 2015 suggested that disagreements over boundaries and the question of a directly-elected mayor have so far prevented a more extensive devolution deal for the area.<sup>45</sup>

<sup>43</sup> HM Treasury, [Budget 2015](#), 2015, p. 73

<sup>44</sup> HM Treasury, [Leeds City Region and West Yorkshire Devolution Agreement](#), 2015, p. 5

<sup>45</sup> David Paine, "'Gerrymandering' and threat of mayoral veto derails Leeds deal", [Local Government Chronicle](#), 11 Nov 2015



## Sheffield: December 2014

The West Yorkshire deal is similar to the first Sheffield City Region deal, published on 12 December 2014.<sup>46</sup> Powers included in this deal were:

- The majority of the Adult Skills budget, and the Apprenticeship Grant for Employers, which will be used to 'build a new skills system';
- The opportunity to introduce 'Oyster-style' smart ticketing on the city-region's public transport system; funding for the Sheffield-Rotherham tram-train pilot; exploring the possibility of greater control over local transport schemes;
- Consultation with the Department for Work and Pensions regarding joint commissioning of the next phase of the Work Programme, from 2017;
- Close working between UK Trade & Investment and the Sheffield Local Enterprise Partnership; joint working with JobCentre Plus on improving outcomes for Employment Support Allowance recipients; plus devolved spending on business support, to be aligned via the Sheffield Growth Hub;
- Decisions regarding disposal or regeneration of assets and land held across the public sector to be taken jointly by the city-region and Government, via a Joint Assets Board.<sup>47</sup>

## 3.5 Liverpool: March 2016

A second devolution deal for the Liverpool City Region was announced alongside the March 2016 budget. The city region will take on the following additional responsibilities:

- Beginning to plan for integration of health and social care;
- A review of the delivery of children's services;
- The Apprenticeship Grant for Employers, accompanied by discussions on the use of funding from the apprenticeship levy;
- Additional, unspecified transport and highway powers to accompany the city region's Key Local Roads Network;
- work on developing a Clean Air Zone.

Liverpool will also pilot 100% retention of business rates revenue as of 1 April 2017, in advance of English local government as a whole retaining 100% of business rates revenue from 2020.

---

<sup>46</sup> The full deal document is available on Parliament's deposited papers website: [reference DEP2015/0467](#).

<sup>47</sup> See Deputy Prime Minister's Office, *'Oyster-style' cards for Sheffield as Deputy PM agrees devolution deal*, 12 December 2014; [HCDeb 18 Dec 2014](#) WMS 141

## 4. Analysis and perspectives

### 4.1 The available powers

The Government has stated on a number of occasions that it has had no preconceived ideas about which powers should be devolved, or to which areas. However, there are a number of evident similarities between the devolution deals agreed to date (the 'menu' noted in section 3.1 above). Powers over business support services, adult skills funding, transport budgets and bus franchising, and land management feature in almost all of the deals. By contrast, involvement in health services and policing, for instance, have been offered in only a small number of areas. The negotiations have been conducted in secret, leading to much speculation about the intentions underlying central government's approach.<sup>48</sup>

The new elected mayors will have differing degrees of power over different matters. In most areas, they will have an effective veto over decisions. Under most deals, mayoral spending plans are to be subject to rejection by cabinet members on a two-thirds majority. Where powers to create a spatial strategy are available, this will require unanimous approval from the mayor and combined authority members. This contrasts with the situation in London (see Library briefing paper CBP05817, [The Greater London Authority](#)). The Mayor of London can take decisions without reference to the London boroughs. The London Assembly only has the power to veto a small number of high-level Mayoral decisions.

Despite the differing levels of formal power, the mayor's profile will be such that s/he is likely to become associated, in the public eye, with any new initiatives or policy changes in all of the 'devolved' areas. For instance, in Greater Manchester, the mayor will have no formal responsibility for the integrated health and social care bodies; but there may be pressure on him/her to broker agreements across the devolved institutions. The mayor may face being held accountable for things that s/he does not control. This points towards a reliance on 'soft power' and informal governance skills, rather than formal proceedings and votes, to achieve desired outcomes. This would be at one with practice so far: Lord Smith of Leigh, the chair of the Greater Manchester combined authority, noted in June 2015 that "I have still not had a vote as chairman of the combined authority, and if I did have one I would think of it as a failure".<sup>49</sup>

### 4.2 Boundaries

The 2016 Act permitted combined authorities to be created between local areas that did not share boundaries. It also allowed district councils to join combined authorities without requiring the consent of the

---

<sup>48</sup> Background to the process leading up to the first agreement can be found at Simon Jenkins, "The secret negotiations to restore Manchester to greatness", [Guardian](#), 12 February 2015

<sup>49</sup> HLDeb 22 Jun 2015 c1413

county council in their area, which had been required under the 2009 Act.

The Sheffield City Region is the first to attempt to expand its boundaries, as Bassetlaw and Chesterfield (both district councils in neighbouring county areas) wish to join. They are two of five authorities that are currently 'associate members' of the city region. A local consultation on this proposal is taking place in July-August 2016. If it goes ahead, Sheffield will be the first combined authority to take on district councils without their county areas, and the first to have an 'exclave' (a part which is geographically separated from the rest), as Chesterfield does not share a border with the city-region.

### 4.3 Governance

Most of the deals agreed so far have featured a new directly-elected mayor covering a combined authority area. The Government has stated that a directly-elected mayor will be required where substantial powers are to be devolved.<sup>50</sup> Baroness Williams, speaking for the Government in the House of Lords, has said:

First, nobody has been required to have a mayor. Secondly, it would be irresponsible of any Government to put in place devolution of the scale and ambition as in Tees Valley and Greater Manchester without the clear, single point of accountability that an elected mayor can bring.<sup>51</sup>

Professor Francesca Gains, of the University of Manchester, stated:

For the chancellor it was important to have a clear public line of accountability for decision-making around significant spending streams if they were to be devolved from the existing departmental accounting conventions.<sup>52</sup>

The IPPR report *Empowering Counties* suggests that a framework for Government thinking does exist:

...despite the rhetoric around locally tailored deals, it has become increasingly clear that the government does have some unwritten rules, particularly around scale and governance. County proposals that have been considered too small have been challenged, while, more significantly, in almost all cases where there is anything other than modest ambition, the government would appear to be insisting on the introduction of a directly elected mayor.<sup>53</sup>

The report suggested that elected mayors were inappropriate for areas which did not have a single urban centre, and urged the Government to clarify what alternative governance arrangements would find favour in devolution deal negotiations.

Professor Francesca Gains, of the University of Manchester, has stated:

Research at the University of Manchester examining the first city mayors suggests that there are reasons why an elected mayor is

---

<sup>50</sup> For instance, see [HCDeb 26 Nov 2015](#) c473WH

<sup>51</sup> [HLDeb 23 Mar 2016](#) c2414

<sup>52</sup> Francesca Gains, "Metro Mayors: Devolution, democracy and the importance of getting the 'Devo Manc' design right", *Representation*, special issue, March 2016

<sup>53</sup> Ed Cox and Jack Hunter, *Empowering Counties: Unlocking County Devolution Deals*, 2015, p.4

the right model for the new settlement. The visibility of a mayor means the public knows who to hold to account for the spending decisions now to be made in and across the region. Being directly elected will keep the mayor responsive to all communities.<sup>54</sup>

The Centre for Public Scrutiny, which is pursuing research into the governance and accountability surrounding combined authorities, has stated:

... the asymmetry involved [between the deals] also provides an additional impetus for transparency. Local people – anyone, indeed, not involved in the negotiations – need to understand what devolution priorities are being arrived at and agreed on. ... At the very least, the broad shape and principles of a bid for more devolved powers should be opened up to the public eye.<sup>55</sup>

In a debate on 18 July 2016, it was indicated that chairs of scrutiny committees are likely to be appointed via “an open, competitive process”, and that “a candidate must submit an application to the combined authority in response to a public advertisement”.<sup>56</sup>

## 4.4 Reactions

The Centre for Cities report [Firm Views](#), published in late 2015, indicated that businesses supported enhanced powers for local government, and found substantial support for additional taxation powers for local government. The report also found substantial regional variation in business concerns:

For example, in Bristol businesses felt that housing and planning must be the priority for the economy and therefore more local control over where and what sort of housing and developments could be built were seen as essential. In Birmingham, the focus was on alleviating transport pressures and using public assets more efficiently. In Manchester businesses were very positive about more powers being devolved, but there were concerns over the ground-breaking devolution of health budgets given their magnitude, and possible limited local capacity and institutional inexperience.<sup>57</sup>

Much reaction from the local government world to the proposals has been positive, though this has not been a universal response.<sup>58</sup> Professor Francesca Gains has noted:

The interim mayor has to champion the region, and the idea of devolved powers, without having the budgets and powers fully in place. In the face of welfare cuts, cuts in adult social care and other non-protected spending areas locally, early visible signs of

<sup>54</sup> Francesca Gains, “The making of the Greater Manchester mayor – what next?”, [On Devo](#), policy@manchester, 2015, p. 6

<sup>55</sup> Ed Hammond, *Devo Why? Devo How?*, Centre for Public Scrutiny, 2015, p.8

<sup>56</sup> [HLDeb 18 Jul 2016](#) c515

<sup>57</sup> Ed Clarke and Simon Jeffrey, [Firm views: the business take on devolution](#), Centre for Cities, 2015, p. 6-7

<sup>58</sup> For supportive responses, see Local Government Association, [LGA response to government announcement of devolved health budget to Greater Manchester](#), 27 February 2015; more cautious responses include Daisy Srblin, [Unanswered questions on devolved healthcare in Manchester](#), Fabian Society; Chris Ham, “What Devo Manc could mean for health, social care and wellbeing in Greater Manchester”, [Kings Fund](#); Joy Furnival, [What Health and Social Care can learn from UK Devolution](#), University of Manchester.

economic and infrastructural benefits of the devolution agenda will be important to demonstrate to the public the potential benefit of devolution ahead of the full devolution of powers and election of the mayor proper in 2017.<sup>59</sup>

Helen McKenna, of the King's Fund, has suggested that health and social care integration in Greater Manchester could have a transformative effect:

Although what is currently happening in Manchester is technically more a case of delegation than devolution, particularly as formal accountabilities will remain with the national NHS bodies, it is nevertheless a far cry from 'business as usual'....In exchange for more of a say over its own future, Greater Manchester is promising to deliver changes to health and care services that we and many others have long been calling for... But what makes Greater Manchester's devolution project so exciting is the fact that their ambitions go much further than the integration of health and social care to consider public services in the round. This creates the opportunity to look beyond the role of health services in determining health outcomes to the (Far more influential) wider social determinants of health – for example, the roles of early years, education, employment and housing.<sup>60</sup>

Iain Wright MP expressed a more critical view in a Westminster Hall debate in June 2015:

...the areas that are being identified for devolution are those that have suffered the greatest cuts. Areas are being set up to fail, which feeds my concern, shared by many others, that the primary thing the Government want to localise is the blame for cuts they have made in Whitehall.<sup>61</sup>

The commentator David Walker contrasted education policy with the approach of the deals, and questioned the resulting accountability structures:

Localism.. means taking responsibility for services run by others, while finance is moved away from local government and ... accountability disappears into a Sargasso Sea somewhere between schools, academy chains, the Schools Funding Agency and Parliament.<sup>62</sup>

Phillip Blond, director of ResPublica and co-author of *Devo Max – Devo Manc*, was quoted as saying:

These deals are fairly average and fairly small. It's all sub-Manchester and a lot of the innovation hasn't really made its way past the first tier of negotiations.<sup>63</sup>

Ben Harrison, of the Centre for Cities, suggested that the devolution offered to Greater Manchester may turn out to be 'a process not an event', as with devolution to Scotland, Wales and Northern Ireland:

---

<sup>59</sup> Francesca Gains, [The future of metro mayors – all eyes on Greater Manchester](#), 25 June 2015

<sup>60</sup> Helen McKenna, "Devo Manc is a far cry from 'business as usual'", [Manchester Policy Blogs](#), 1 April 2016

<sup>61</sup> [HCDeb 9 Jun 2015](#), c76WH

<sup>62</sup> David Walker, "Why I'm unconvinced by Cameron localism and DevoManc chatter", [Manchester Policy Blogs](#), 31 March 2016

<sup>63</sup> See Sam Clayden, "Deals of the century?", *Municipal Journal*, 26 Nov 2015, p. 12

The devolution settlements that have been struck in the UK over the last fifteen years have not remained static – the prize for city-regions vying for devolution is not just what is on offer in 2015, but what could end up being on the table in the decade to come....Rather than being evidence of some kind of Whitehall favouritism or political game-playing, these decisions ultimately illustrate the fact that the presence of strong, democratically accountable institutions, at the right geographic scale, makes a significant difference when it comes to decisions on where and how funding and functions are allocated.<sup>64</sup>

The proposals to pass Police and Crime Commissioner (PCC) powers to elected mayors have been opposed by some PCCs, who were concerned that current relationships would be disrupted.<sup>65</sup> The Government has also published a consultation on passing control of fire and rescue authorities to PCCs where local areas agree.<sup>66</sup> This has already been agreed for Greater Manchester (see section 2.3), but has been subject to some opposition.<sup>67</sup>

The House of Commons Communities and Local Government Committee published a report in February 2016 entitled [\*Devolution: the next five years and beyond\*](#). The Committee commended the general approach of devolving power, whilst recommending that greater attention be paid to transparency and accountability – both in the negotiation and implementation of deals.

## 4.5 Public consultation

A number of criticisms have been made of the lack of public consultation in most devolution negotiations. The 2009 and 2016 Acts require a statutory consultation process when a new combined authority is created or when new powers are devolved to it. However, the negotiations *leading to* devolution deals are non-statutory and informal, and have been conducted confidentially to date. Professor Robin Hambleton of the University of the West of England has described the Government's policy as 'centralisation on steroids':

Ministers, not elected local politicians, still less local citizens, will decide whether the deals are acceptable. The accountability is up to distant figures in Whitehall, not down to local people.<sup>68</sup>

The University of Sheffield and the Electoral Reform Society, with other partners, held two "citizens' assemblies" in autumn 2015, in Sheffield and Southampton. Over two weekends, selected members of the public discussed devolution options in their local areas. Details of the assemblies and the outcomes of the public discussions can be found at <http://citizensassembly.co.uk/>. Similarly, Coventry held a [\*one-day citizens' panel\*](#) on 9 September 2015, discussing whether the city should participate in the West Midlands combined authority.

<sup>64</sup> Ben Harrison, "There's more to devolution deals than the prizes on offer today", [\*Centre for Cities blog\*](#), 13 August 2015

<sup>65</sup> Sam Clayden, "PCCs urge PM to rethink police commissioner plan", *Municipal Journal*, 20 Oct 2015

<sup>66</sup> DCLG, [\*Enabling closer working between the emergency services\*](#), 2015

<sup>67</sup> See, for instance, the [\*Fire Brigades Union's press release\*](#) on 19 December 2015.

<sup>68</sup> Robin Hambleton, "The devolution deception must be exposed", [\*Local Government Chronicle\*](#), 24 November 2015

Following the announcement of the North-East devolution deal, the leader of Durham Council, Simon Henig, announced that a referendum on the deal would be held, in County Durham only, in early 2016. Its cost has been estimated at £325,000.<sup>69</sup> In the event a number of questions were asked, and some 22% of the electorate responded. 60% said they thought the region getting some extra powers and controls from Whitehall would be a 'step in the right direction'. 40% of respondents thought an elected mayor for the North East should have quite a lot of power and influence, while 48% felt the mayor should have limited powers.<sup>70</sup>

The *Local Government Chronicle* published [a list of reported candidates](#) for the various mayoral positions on 15 June 2016:

---

<sup>69</sup> "Durham reveals devo poll costs", *Local Government Chronicle*, 18 December 2015

<sup>70</sup> David Paine, "Results in on Durham's devo poll", [Local Government Chronicle](#), 19 February 2016

## 5. Further reading

The following reports contain proposals to devolve power to local authorities, combined authorities or local enterprise partnerships. The majority have been produced during 2014. The powers and budgets proposed for devolution are very varied.

Local Government Association, [\*What next for devolution?\*](#), July 2016

National Audit Office, [\*English devolution deals\*](#), HC948 2015-16, April 2016

Political Studies Association, [\*Examining the role of 'informal governance' on devolution to England's cities\*](#), March 2016

[\*Representation\*](#), special issue, March 2016

Ed Hammond, [\*Cards on the table: English devolution and governance\*](#), Centre for Public Scrutiny, March 2016

Communities and Local Government Committee, [\*Devolution: the next five years and beyond\*](#), HC-369 2015-16, Feb 2016

Joe Randall and Jo Casebourne, [\*Making devolution deals work\*](#), Institute for Government, February 2016

Grant Thornton, [\*Making devolution work\*](#), November 2015

[\*On Devo\*](#), policy@manchester, 2015

Norman Warner and Jack O'Sullivan, [\*Letting go: how English devolution can help solve the NHS care and cash crisis\*](#), Reform, March 2015

Independent Commission on Non-Metropolitan England, [\*Devolution to Non-Metropolitan England: Seven Steps to Growth and Prosperity\*](#), March 2015

Independent Commission on Local Government Finance, [\*Financing English Devolution\*](#), LGA/CIPFA, February 2015

Mark Morrin and Phillip Blond, [\*Restoring Britain's City States: Devolution, Public Service Reform and Local Economic Growth\*](#), ResPublica, February 2015

Centre for London, [\*The Brightest Star: A Manifesto for London\*](#), October 2014

City Growth Commission, [\*Human Capitals, Connected Cities, Powers to Grow, Unleashing Metro Growth\*](#) [four papers], RSA/Core Cities Group, 2014

Ed Cox, Graeme Henderson and Luke Raikes, [\*Decentralisation Decade: A plan for economic prosperity, public service transformation and democratic renewal in England\*](#), IPPR/PwC, September 2014

Mark Morrin and Phillip Blond, [\*Devo-Max, Devo Manc: Place-Based Public Services\*](#), September 2014

London Finance Commission, [\*Raising the Capital\*](#), GLA, 2013



Lord Heseltine, [No stone unturned in pursuit of growth](#), BIS, 2012, plus [Government response](#), 2013

Communities and Local Government Committee, [Devolution in England: the case for local government](#), HC-503 2013-14, July 2014

# Appendix 1: powers to be devolved in devolution deals

		Greater Manchester	Sheffield	North-East	Tees Valley	Liverpool	West Midlands	Cornwall	West Yorks	Cambs/Pboro	Norfolk/Suffolk	Greater Lincolnshire	West of England
<b>Further education and skills</b>	Redesign post-16 FE system												
	Apprenticeship Grant for Employers												
	Adult Skills funding by 2018-19												
<b>Transport</b>	Devolved, consolidated transport budget												
	Bus franchising												
	Joint working with Highways England and Network Rail												
	Local roads network												
	Smart ticketing												
<b>Business support</b>	Growth Hub to align local and national business support services												
	Joint working with UKTI												
	Devolved approach to business support services from 2017												
<b>Employment support</b>	Joint commissioning of support for harder to help claimants												
	Possible full joint commissioning from 2017												
<b>Land and housing</b>	Public land commission / joint assets board												
	Housing Loan Fund												
	Compulsory purchase orders												
	Mayoral Development Corporations												
	Planning call-in powers												
	Consultation on strategic planning applications												
	Housing grant fund												
	Spatial strategy												

		Greater Manchester	Sheffield	North-East	Tees Valley	Liverpool	West Midlands	Cornwall	West Yorks	Cambs/Pboro	Norfolk/Suffolk	Greater Lincolnshire	West of England
Public services	Health and social care integration												
	Planning for health and social care integration												
	Children's services												
	Offender management, probation, prison estate												
	Troubled Families / Working Well												
	Mayor to become Police and Crime Commissioner												
	Fire service												
Finance	Intermediate body for EU Structural Funds												
	Investment fund (per year)	£30m	£30m	£30m	£15m	£30m	£36.5m			£20m	£25m	£15m	£30m
	Single funding pot												
	Retention of 100% business rates growth												
	Pilot retention of 100% business rates revenue												
	Mayor business rates supplement												
	Community Infrastructure Levy												

Page 145

To be devolved

Under discussion

[Cornwall CC]

Note: Cornwall County Council holds a number of the powers set out here in its capacity as a unitary authority.

## Appendix 2: participants in devolution deals

Deal	Full members	Associate members	Authorities reported as seeking membership	Authorities rejecting membership
<b>Greater Manchester</b>	Manchester; Salford; Tameside; Oldham; Trafford; Stockport; Bolton; Rochdale; Bury; Wigan			
<b>Liverpool City Region</b>	Liverpool; Wirral; Knowsley; St Helens; Sefton; Halton			
<b>Sheffield City Region</b>	Sheffield; Doncaster; Rotherham; Barnsley	Chesterfield, Bassetlaw (both seeking full membership); North-East Derbyshire; Derbyshire Dales; Bolsover		
<b>North-East</b>	Newcastle-upon-Tyne; Northumberland; Durham; Sunderland; North Tyneside; South Tyneside			Gateshead
<b>West Yorkshire</b>	Leeds; Calderdale; Bradford; Kirklees; Wakefield	York	Harrogate; Craven; Selby	

Deal	Full members	Associate members	Authorities reported as seeking membership	Authorities rejecting membership
West Midlands	Birmingham; Sandwell; Dudley; Wolverhampton; Walsall; Coventry; Solihull	Redditch; Nuneaton & Bedworth; Tamworth; Cannock Chase; Telford & Wrekin	Shropshire; Herefordshire; Warwickshire; Rugby; Stratford-upon-Avon; Bromsgrove	
Tees Valley	Darlington; Middlesbrough; Hartlepool; Stockton-on-Tees; Redcar & Cleveland			
Cornwall	Cornwall; Isles of Scilly			
Norfolk / Suffolk	Norfolk; Suffolk; Forest Heath; St Edmundsbury; Babergh; Mid Suffolk; Ipswich; Suffolk Coastal; Waveney; South Norfolk; Broadland; King's Lynn and West Norfolk			Norwich; North Norfolk; Breckland; Great Yarmouth
Cambridgeshire / Peterborough	Cambridgeshire; Peterborough; Huntingdonshire; Fenland; East Cambridgeshire; South Cambridgeshire; Cambridge City			
West of England	Bristol; Bath & North-East Somerset; South Gloucestershire			North Somerset
Greater Lincolnshire	Lincolnshire; North Lincolnshire; North-East Lincolnshire; West Lindsey; East Lindsey; Lincoln City; North Kesteven; South Kesteven; Boston; South Holland			

## About the Library

The House of Commons Library research service provides MPs and their staff with the impartial briefing and evidence base they need to do their work in scrutinising Government, proposing legislation, and supporting constituents.

As well as providing MPs with a confidential service we publish open briefing papers, which are available on the Parliament website.

Every effort is made to ensure that the information contained in these publically available research briefings is correct at the time of publication. Readers should be aware however that briefings are not necessarily updated or otherwise amended to reflect subsequent changes.

If you have any comments on our briefings please email [papers@parliament.uk](mailto:papers@parliament.uk). Authors are available to discuss the content of this briefing only with Members and their staff.

If you have any general questions about the work of the House of Commons you can email [hcinfo@parliament.uk](mailto:hcinfo@parliament.uk).

## Disclaimer

This information is provided to Members of Parliament in support of their parliamentary duties. It is a general briefing only and should not be relied on as a substitute for specific advice. The House of Commons or the author(s) shall not be liable for any errors or omissions, or for any loss or damage of any kind arising from its use, and may remove, vary or amend any information at any time without prior notice.

The House of Commons accepts no responsibility for any references or links to, or the content of information maintained by third parties. This information is provided subject to the [conditions of the Open Parliament Licence](#).

**Business Rates collectable debit for 2016/17 as at 30/9/2016**

Opening Debit @ 01.04.2016

Additional income due to New Assessments

Lost income due to Deleted Assessments

Rateable Value Changes (net)

Miscellaneous changes

**NNDR & BRS COLLECTABLE**

Lost income due to small business rates relief (net)

Lost income due to properties being empty

Lost income due to being partially empty

Lost income due to charities getting 80% relief

Lost income due to awarding Discretionary Relief

**COLLECTABLE BALANCE**

£139,866,097.52

£2,616,257.10

-£2,702,060.22

-£151,283.48

£120,165.67

£139,749,176.59

-£1,620,892.21

-£2,524,323.46

-£53,079.20

-£8,047,646.04

-£478,229.89

**£127,025,005.79**



Stats Analysis (2010) for Billing Authority of BRENT on 23-SEP-2016	Number	2010 List @ 23rd September 2016	Draft 2017 List	Change (£)	Change (%)
ADVERTISING RIGHTS AND STATIONS	210	389,135	409,840	20,705	5.32%
CAMPING SITES, HOLIDAY CENTRES ETC.	0	0	0		
PETROL FILLING STATIONS, GARAGES ETC.	130	5,110,325	5,690,475	580,150	11.35%
HOTELS, BOARDING HOUSES ETC.	19	4,316,000	7,392,090	3,076,090	71.27%
LICENSED PROPERTIES	116	3,972,300	4,869,350	897,050	22.58%
MARKETS	1	44,250	55,000	10,750	24.29%
OFFICES	1,607	34,992,745	40,796,875	5,804,130	16.59%
CAR PARKS AND PARKING SPACES	76	766,425	925,325	158,900	20.73%
RESTAURANTS, CAFES ETC.	184	5,567,900	6,793,400	1,225,500	22.01%
SHOPS, BANKS, POST OFFICES ETC.	3,016	74,810,525	85,127,050	10,316,525	13.79%
WAREHOUSES, STORES ETC.	1,625	83,175,888	85,116,577	1,940,689	2.33%
OTHER COMMERCIAL	90	1,645,900	1,482,500	-163,400	-9.93%
TOTAL COMMERCIAL	7,074	214,791,393	238,658,482	23,867,089	11.11%
LOCAL AUTHORITY SCHOOLS AND COLLEGES	79	9,380,750	10,269,500	888,750	9.47%
MUSEUMS, LIBRARIES ETC.	8	760,300	704,250	-56,050	-7.37%
DAY NURSERIES	46	964,250	1,160,850	196,600	20.39%
PRIVATE SCHOOLS AND COLLEGES	16	2,961,250	3,262,500	301,250	10.17%
UNIVERSITIES	1	1,250,000	1,730,000	480,000	38.40%
OTHER EDUCATIONAL, TRAINING AND CULT.	2	160,000	247,300	87,300	54.56%
TOTAL EDUCATIONAL TRAINING AND CULTURAL	152	15,476,550	17,374,400	1,897,850	12.26%
DOCKS AND HARBOURS	0	0	0		
ELECTRICITY	1	288,000	270,000	-18,000	-6.25%
TOTAL FORMULA ASSESSED PUBLIC UTILITIES	1	288,000	270,000	-18,000	-6.25%

FACTORIES, WORKSHOPS ETC.	760	21,495,380	22,186,415	691,035	3.21%
MINERAL	2	134,500	147,500	13,000	9.67%
OTHER INDUSTRIAL MINERALS	3	676,500	855,000	178,500	26.39%
OTHER INDUSTRIAL	3	3,905,000	4,368,000	463,000	11.86%
<b>TOTAL INDUSTRIAL</b>	<b>768</b>	<b>26,211,380</b>	<b>27,556,915</b>	<b>1,345,535</b>	<b>5.13%</b>
CLUBS, COMMUNITY CENTRES ETC.	113	2,192,360	2,267,075	74,715	3.41%
BEACH HUTS	0	0	0		
INDOOR SPORTS FACILITIES	5	7,052,600	8,131,500	1,078,900	15.30%
SPORTS GROUND ETC.	8	348,250	352,150	3,900	1.12%
THEATRES, CINEMAS ETC.	4	837,300	952,250	114,950	13.73%
OTHER LEISURE	14	719,940	1,057,490	337,550	46.89%
<b>TOTAL LEISURE</b>	<b>144</b>	<b>11,150,450</b>	<b>12,760,465</b>	<b>1,610,015</b>	<b>14.44%</b>
CEMETERY AND PREMISES	6	60,800	164,800	104,000	171.05%
PRIVATE HOSPITALS, CLINICS ETC.	139	8,231,575	11,671,750	3,440,175	41.79%
LOCAL GOVERNMENT OFFICES	6	455,950	651,900	195,950	42.98%
POLICE STATIONS, COURTS, PRISONS (NON CROWN)	8	1,562,800	1,823,000	260,200	16.65%
RESIDENTIAL HOMES, HOSTELS ETC.	14	400,200	895,700	495,500	123.81%
FIRE AND AMBULANCE STATIONS	4	383,750	398,000	14,250	3.71%
COMMUNICATION STATIONS, PUBLIC TELEPHONE KIOSKS	193	2,130,600	2,246,700	116,100	5.45%
OTHER MISCELLANEOUS (COMMUNICATIONS)	0	0	0		
OTHER MISCELLANEOUS	5	308,250	442,750	134,500	43.63%
<b>TOTAL MISCELLANEOUS</b>	<b>375</b>	<b>13,533,925</b>	<b>18,294,600</b>	<b>4,760,675</b>	<b>35.18%</b>
TRANSPORT	3	2,140	29,750	27,610	1290.19%
WATER	0	0	0		
OTHER NON FORMULA	19	5,146	10,224	5,078	98.68%
<b>TOTAL NON FORMULA ASSESSED PUBLIC AND OTHER UTILITIES</b>	<b>22</b>	<b>7,286</b>	<b>39,974</b>	<b>32,688</b>	<b>448.64%</b>
FORCES CAREERS OFFICES AUXILIARY DEFENCE (TA) ESTABLISHMENTS	0	0	0		
ROYAL PALACES, OTHER CROWN	0	0	0		
<b>TOTAL TREASURY (CROWN)</b>	<b>0</b>	<b>0</b>	<b>0</b>		
<b>GRAND TOTAL</b>	<b>8,536</b>	<b>281,458,984</b>	<b>314,954,836</b>	<b>33,495,852</b>	<b>11.90%</b>

**Current Council Tax Charges:-**

	A	B	C	D	E	F	G	H
Brent	734.16	856.52	978.88	1101.24	1,345.96	1,590.68	1,835.40	2,202.48
GLA	184.00	214.67	245.33	276.00	337.33	398.67	460.00	552.00
<b>Charge</b>	<b>918.16</b>	<b>1,071.19</b>	<b>1,224.21</b>	<b>1,377.24</b>	<b>1,683.29</b>	<b>1,989.35</b>	<b>2,295.40</b>	<b>2,754.48</b>

**COUNCIL TAX vs NNDR:-**

Council Tax on 2 new blocks of flats adjacent to Civic Centre - Dakota and Montana, Exhibition Way Wembely HA9 0FU

These comprise 132 flats banded at C or D - Council tax income:-

	Band C	Band D	
Brent	£978.88	£1,101.24	
GLA	£245.33	£276.00	
Charge	£1,224.21	£1,377.24	
No of flats	66	66	
CTAX due	£80,798.08	£90,897.84	£171,695.92
Income split between		<b>Brent</b>	<b>£137,356.74</b>
		GLA	£34,339.18

**Alternatively a 2 bed flat comprises 68m2 - at a charge of £1,377.24 this equates to**

**£20.25 per m2**

**£16.20 Brent Share**


NNDR on Civic Centre, Engineers Way, Wembley:-

see note  
below

That occupied by Brent - 23,354m2 at £144 per m2	£3,360,000		
Occupied by Air France 0 1,134m2 at £150 per m2	£170,000		
Total rateable value	£3,530,000		
Rates payable	£1,754,410.000		
split bewteen:	<b>Brent (30%)</b>	<b>£526,323.000</b>	this equates to a price per m2 <b>£21.49</b>
	GLA (20%)	£350,882.000	
	CLG (50%)	£877,205.000	
After retention in 2019/20			
	Brent (80%)	£1,403,528.000	this equates to a price per m2 <b>£57.31</b>
	GLA (20%)	£350,882.00	

NB price per m2 for Brent less than Air France as includes shared areas such as foyer, library, etc., that has a lower price per m2 but all office space is valued at £150m2

**This page is intentionally left blank**

 <b>Brent</b>	<p style="text-align: center;"><b>Cabinet</b> 16 January 2017</p> <p style="text-align: center;"><b>Report from the Director of Policy, Performance &amp; Partnerships</b></p>
For Information	Wards Affected:  ALL
<b>Budget Scrutiny Panel Report</b>	

## 1. Summary

- 1.1 The Budget Scrutiny Panel was led by Brent's Resources and Public Realm Scrutiny Committee Chair, Councillor Matt Kelcher. In October 2016 the panel convened to analyse the Council's 2017/18 – 2018/19 budget proposals.
- 1.2 The Panel have scrutinised the Cabinet's plans and offered suggestions and recommendations for improvements where appropriate.
- 1.3 This was a joint Panel comprising of members from both Scrutiny Committees with the chair of the Resources and Public Realm Committee chairing the group to reflect that Committee's responsibility for resources and budgetary issues. The confirmed members from Resources and Public Realm are: Councillors Kelcher, Patel and Tatler (Councillors Ezeajughi and Davidson acted as substitutes on one occasion). The members from Community and Wellbeing are: Councillors Sheth, Colwill and Chohan (Councillor Kansangra acted as a substitute on one occasion).

## 2. Recommendations

- 2.1 That the Cabinet review and note the Budget Scrutiny Panel report.

## 3. Details

- 3.1 The Panel met twice formally and further corresponded by email and telephone when producing this report. The Panel interviewed the Council's Chief Executive and Chief Financial Officer in person. The Panel also met with Strategic Directors and Cabinet members where it sought to explore key lines of enquiries.
- 3.2 This report is the beginning, and not the end, of the budget scrutiny process. It is not designed to be a comprehensive account of all of the panel's concerns and queries

about the draft Council budget. Instead, it summarises some of the panel's broad thoughts about the direction and content of this budget.

- 3.3 This report is designed to provoke a discussion and further debate at future meetings of the Scrutiny Committee, where all Councillors will be able to question the Deputy Leader of the Council, and senior officers, about any aspect of the budget.

#### **4. Financial Implications**

- 4.1 Scrutiny is an important part of the budget development process. The report does not have direct financial consequences per se, since decisions on the budget will be taken by council. However, if any recommendation to adjust the budget by amending savings proposals was accepted then the financial consequences of this would have to be matched in finalising the budget.

#### **5. Legal Implications**

- 5.1 None arising from the panel's review of the budget proposal.

#### **6. Diversity Implications**

- 6.1 None

#### **7. Staffing/Accommodation Implications (if appropriate)**

- 7.1 None

#### **8. Background Papers**

- 8.1 The budget papers referred to in this report were submitted to the Brent Cabinet meeting for 24 October 2016 and can be found on the ModernGov or the Councils website, Link Below

[Agenda for Cabinet on Monday 24 October 2016, 7.00 pm](#)

#### **Contact Officers**

Pascoe Sawyers  
Head of Strategy and Partnerships  
020 8937 1045  
[pascoe.sawyers@brent.gov.uk](mailto:pascoe.sawyers@brent.gov.uk)

# **Report of the Budget Scrutiny Panel**

## **Part One: Introduction**

### **Methodology**








Brent has two scrutiny committees:

- Community and Wellbeing which focuses on issues such as health and housing, and;
- Resources and Public Realm which focuses on issues such as customer service and crime.

An issue as broad and cross cutting as the budget obviously affects all area of the Council's work and cannot be scrutinised by a single committee. It was therefore decided to establish a time-limited Budget Scrutiny Panel comprised of three members representing each permanent Committee.

These were:

- Representing Community and Wellbeing: Councillor Ketan Sheth, Councillor Colwill, Councillor Chohan (Councillor Kansangra and Councillor Davidson both acted as a substitute on one occasion)
- Representing Resources and Public Realm: Councillor Kelcher, Councillor M Patel, Councillor Tatler (Councillor Ezeajughi acted as a substitute on one occasion )

	Councillor Kelcher		Councillor Ketan Sheth
	Councillor M Patel		Councillor Chohan
	Councillor Tatler		Councillor Colwill
	Councillor Ezeajughi		Councillor Kansangra
	Councillor Davidson		

This composition was politically balanced in line with the makeup of the Council, with one member representing the Conservative opposition group and five the ruling Labour group.

As the latter committee leads on subjects like Council resources, investment and regeneration, the Chair of this Committee, Councillor Kelcher, chaired the Budget Scrutiny Panel and is the author of this report.

The work of the Panel was particularly supported by scrutiny officers Kisi Smith-Charlemagne and Pascoe Sawyers and the Panel thanks them for their characteristic diligence and dedication throughout this process.

The Panel held four formal meetings in addition to informal conversations, telephone calls and emails.

The first of these meetings consisted of the panel scoping the areas they felt needed closer investigation and coming to a collective view on which of the proposed savings and cuts they felt might be inappropriate.

The second meeting focused on broad discussions around key themes identified in the budget and the Council's broader financial position. Several senior officers including the Chief Executive and Chief Financial Officer were present to share their expertise.

The third meeting was held to allow the Panel to question Cabinet members on specific areas of concern within their portfolios, particularly cuts they were responsible for bringing forward and implementing.

The fourth meeting brought together the Panel for a final time to agree on its recommendations and the content of the final report which will go forward to the next meeting of the Resource and Public Realm Scrutiny Committee to be responded to by the Deputy Leader of the Council.

### **First Thoughts**

The Panel were very encouraged by much of the information presented in the budget and the clearly diligent process by which it was set.

Last year, the Budget Scrutiny Panel felt that the role of Scrutiny in setting the Council's budget was a bit of an afterthought with the publication of the Panel's report not even being noted on the budget timetable.

However, this year there certainly seems to have been an improvement with senior officers and cabinet members keen to participate in our (sometimes lengthy) discussions and the work of the Panel included on the Forward Plan and the Leader of the Council's report to his Group.

Similarly, it was clear that the extent of savings required this year – whilst still deeply alarming – are not as severe as in previous years and certainly not on the scale of some other London boroughs. This is testament to the medium and long term planning built into recent budgets, for example the breathing room of 10 per cent "slippage" built into anticipated savings.

It is our opinion that the budget proposed is balanced and that it should move forward for further scrutiny and consultation.



## **Part Two: Major Themes**

### **Four-year settlement**

The Panel endorses the decision by Cabinet to accept a four-year grant settlement from central government. To be clear, this statement does not mean we believe the settlement is adequate or appropriate, just that it is the best plausible option on the table for the Council to take.

By accepting a deal of this nature – rather than renegotiating a new grant every year as has previously been the norm – the Council can plan for the future with a relative degree of certainty. Certainty is thin on the ground in a world with Brexit dominating the news and should be welcomed wherever it is found.

Furthermore, the Panel felt it was unlikely that, if central government were to find itself with far more funds than anticipated within the next four years, these would be passed down to local government. The pattern of previous years has been for governments of all stripes to prioritise funding to the NHS or schools and certainly not to Councils.

### **Council Tax**

The Panel believes that the Council should continue to consult on plans to increase the Council Tax over the next couple of years.

Until Business Rates become more fully devolved to local government and Brent's Civic Enterprise policies fully mature, Council Tax will remain our primary lever by which to generate significant new income. When any organisation, particularly a Council which provides services to the most vulnerable in society, faces overwhelming cuts to its budget it is duty bound to look at such levers.

The maximum a Council may increase its Council Tax by without recourse to a referendum is 4.99 per cent (a 1.99 per cent general increase plus 3 per cent set aside for social care).

Councils were previously allowed to raise council tax by up to 2 per cent per year under the social care precept. However, from next year local authorities will be allowed to use the social care precept to raise council tax bills by 3 per cent in 2017-18 and a further 3 per cent 2018-19. The net increase of the social care precept would need to remain at 6 per cent over the next three financial years, meaning if councils chose to levy 3 per cent in both 2017-18 and in 2018-19, they would not be able to raise a precept in 2019-20.

As these are very recent central government changes, Brent Cabinet have not yet formed a view on how this change will impact on Brent's council tax rates.

Increasing Brent's Council Tax by 4.99 per cent in the next couple of years could have a significant impact on the Council's ability to continue to deliver these services as clearly demonstrated in the table 1 below.

Table 1

	2016/17	2017/18	2018/19	2019/20
<b>In year Savings required</b>	0.0	10.5	6.6	16.8
<b>Additional council tax @ 4.99% for two years, then 1.99% for one</b>	0.0	(5.1)	(5.9)	(3.1)
<b>Savings required with @ 4.99% for two years, then 1.99% for one</b>	0.0	5.4	0.7	13.7

Of course, the Budget Scrutiny Panel was also acutely aware that it would be the ordinary residents of Brent who would have to pick up this tab.

The median income for residents of Brent is £33,482, significantly lower than both the outer London (£37,366) and inner London (£41,428) medians. We therefore have a special responsibility to ensure that the level of our Council Tax is not punitive.

Fortunately, it seems that Brent has so far met this obligation as our Council Tax is at the lower end of the spectrum in comparison to other London boroughs (Table 2).


We recommend that over the long-term Brent keeps a close watch on its position in this table to ensure that our Council Tax level does not rise out of kilter with the rest of London.

However, in the short term we believe that a Council tax rise would be affordable for most of our local residents, particularly with Council Tax Support which ensures those on eligible benefits only pay 20 per cent of the tax.

To put into context:

- A typical Band D property will currently be charged £1101.24 a year in 2016/17 (this is the Brent charge and excludes the GLA precept)
- A rise of 4.99 per cent would add £55.07 to this bill
- This would cost the tax pay a little over a pound per week

Table 2: London Councils Council tax Band D Monitoring

	2015-16 Council Tax for the authority	2015-16 Council Tax for area of billing authority (incl GLA precept)	2016-17 Council Tax for the authority	2016-17 Council Tax for area of billing authority (incl GLA precept)
	(Band D)	(Band D)	(Band D)	(Band D)
	£	£	£	£
<b>INNER LONDON</b>				
City of London	857.31	943.44	857.31	931.2
Camden	1,042.10	1,337.10	1,083.66	1359.66
Greenwich	981.04	1,276.04	1,020.18	1296.18
Hackney	998.45	1,293.45	1,018.42	1294.42
Hammersmith & Fulham	727.81	1,022.81	727.81	1003.81
Islington	981.22	1,276.22	1,020.37	1296.37
Kensington & Chelsea	782.58	1,077.58	782.58	1058.58
Lambeth	943.7	1,238.70	981.35	1257.35
Lewisham	1,060.35	1,355.35	1,102.66	1378.66
Southwark	912.14	1,207.14	930.38	1206.38
Tower Hamlets	885.52	1,180.52	920.85	1196.85
Wandsworth	388.42	683.42	403.91	679.91
Westminster	377.74	672.74	392.81	668.81
<b>OUTER LONDON</b>				
Barking & Dagenham	1,036.67	1,331.67	1,078.03	1354.03
Barnet	1,102.07	1,397.07	1,121.07	1397.07
Bexley	1,150.53	1,445.53	1,196.43	1472.43
<b>Brent</b>	<b>1,058.94</b>	<b>1,353.94</b>	<b>1,101.24</b>	<b>1377.24</b>
Bromley	1,030.14	1,325.14	1,071.27	1347.27
Croydon	1,171.39	1,466.39	1,218.13	1494.13
Ealing	1,059.93	1,354.93	1,059.93	1335.93
Enfield	1,100.34	1,395.34	1,144.17	1420.17
Haringey	1,184.32	1,479.32	1,208.01	1484.01
Harrow	1,234.36	1,529.36	1,283.61	1559.61
Havering	1,219.00	1,514.00	1,267.64	1543.64
Hillingdon	1,112.93	1,407.93	1,112.93	1388.93
Hounslow	1,079.77	1,374.77	1,079.77	1355.77
Kingston-upon-Thames	1,379.65	1,674.65	1,407.24	1683.24
Merton	1,106.45	1,401.45	1,106.45	1382.45
Newham	945.63	1,240.63	964.54	1240.54
Redbridge	1,095.53	1,390.53	1,139.22	1415.22
Richmond-upon-Thames	1,287.39	1,582.39	1,306.39	1582.39
Sutton	1,163.60	1,458.60	1,210.03	1486.03
Waltham Forest	1,152.21	1,447.21	1,198.18	1474.18
<b>Greater London Authority</b>	295		276	
<b>GLA - City of London</b>	86.13		73.89	

## **Reserves**

The Council currently has unallocated reserves of around £12m. The Panel are comfortable with this level and do not propose taking money out of reserves to make up for losses in the Council's grant.

The Council still faces many financial risks, from global factors in an uncertain political world, to local issues such as the increasing demand generated by the ageing population of Brent and the potential increase in demand for social care.

Should all of these risks to come to fruition the Council would only have reserves to cover the attendant costs for a couple of years. This is of course unlikely but reserves exist to cover the unlikely and we believe it would be imprudent to reduce them.

## **Front-line/back office distinction**

For entirely understandable and even laudable reasons, the Council have so far prioritised savings in back office functions ahead of cuts to frontline staff. However, it was the strong impression of the Panel that we have now reached the point where no further cuts could be made in this area without directly impacting the front line.

We therefore would suggest that in future years any proposed reductions in spending should not be targeted to meet a strict ratio which guarantees more back office cuts. Instead we think all cuts should be evidenced-based with a clear understanding of what changes service users will experience being at the heart of any suggestions.

## **Parking**

Within the budget the Cabinet are announcing a 'demand-led' review of Controlled Parking Zones (CPZs) in Brent. This essentially means that if local Councillors or residents raise an issue with a CPZ in their locality it can be reviewed.

This is welcome in itself, and we are in no doubt that the Council will be inundated with suggestions from local people. However, this also provides the potential to prioritise the views of those people who are most plugged into the system and have the skills, confidence and experience required to respond to a public consultation. The Overview and Scrutiny Committee has previously recommended that the Council undertake a large project – which locally elected Councillors should be ideally placed to assist with – of building up a database of every resident's association in the borough. This would be a valuable tool in seeking to ensure that people in every area of Brent are encouraged to participate in this consultation.

A complete reassessment of parking in every area of Brent could overcome this and allow areas without CPZs currently to be treated to the same scrutiny as those with them. Furthermore, the Panel supported the idea of mid-day windows in CPZs to protect local people from commuter parking near stations, but to allow them to welcome visitors, deliveries and trades people in the middle of the day.

We also feel that the review could have been even more ambitious with the aim of devising a new parking policy to last twenty years. This would provide even greater financial certainty in a key area of fees and charges for the Council as well as resolving a range of long-standing concerns raised by local residents.

## **Areas of overspend**

The Panel identified the Community and Wellbeing, specifically Adult Social Care and Children and Young People's Departments as the areas where the risk of overspend is greatest as a proportion of the budget.

This is not least because, the demand for social care is unpredictable and in times of national austerity the Council can only do so much to limit this demand.

The Adult Social Care Department, the Council faces challenges of a changing demography with our residents living longer and developing more complex needs.. As a result, the last three years has seen this department deliver care to an increasing number of users and also find funds for more complex and expensive care packages.

The Panel broadly supported the mechanisms with which the Adult Social Care team are managing this increasing demand. These include promoting New Accommodation for Independent Living (NAIL) and introducing new equipment to minimise the need for two carers to provide care.

Despite finding new ways to meet demand, the pressure is still growing. There is a gap and we would urge the Council to continue to work innovatively to fill this gap

Within the Children and Young People's Department there seem to be two clear factors which cause this.

Firstly, the costs of children's placements has been increasing in Brent. This is particularly due to the high number of unaccompanied asylum-seeking children. The generally accepted target for the number of children's placement in a borough is 0.07 per cent of the population, which would account for 50 children in Brent. We currently have 150 CYP, 90 of whom are in placement, and 60 of whom are care leavers for which we have a continuing and ongoing responsibility.

*Secondly*, many social workers still prefer to work through agencies rather than being direct employees of a local authority. This brings a significant extra financial burden to Brent. It is good news that the percentage of social workers who come from an agency has decreased from 65 per cent to 35 per cent since 2014, but more progress needs to be made, particularly amongst senior social workers and Social Work Managers where 54 per cent remain on agency contracts.

All of this contributes to an overspend of £0.8m in the department which the Council has been able to meet in previous years due to an underspend in other areas.

There is some hope that changes in IR35 legislation will remove a tax loophole which currently allows agency workers who do not meet the HMRC's definition of self-employed to claim additional expenses. The additional monetary expenses encourages social workers not to take full time employment with a Council.

However, as a report written to be read in the real world, it would be remiss of us not to acknowledge that the recent record of the government successfully closing tax loopholes has been patchy at best, therefore we are cautious about Brent relying on this reform to address the issue.

Encouragingly, we heard that one of the Council's partners – empower, who work with many local authorities to reduce placement costs – have stated that from their experiences there are not any large or obvious inefficiencies in Brent's operations and that other boroughs have actively copied some of our efficiency drives.

The Panel does not think that underspends elsewhere can be relied upon continually, nor would we like to see cuts to the frontline in this most important of departments. We therefore hope the Council can continue with its efforts to drive down costs through efficient working and continually reducing the number of agency staff.

### **Need for a philosophical shift**

Fundamentally, the Panel believes that there needs to be a shift in cultural thinking throughout the local government sector, in order to adapt to the revolution in funding which will soon be upon us. The government have committed to removing the block grant to

councils by 2020 and instead letting the local government sector keep all income generated from business rates instead. This will be the biggest change to local government finance in thirty years.

We are pleased to see that Brent is ahead of the curve when it comes to gearing up for this change. In 2016 the Resources and Public Realm Committee commissioned a cross-party task group to thoroughly investigate this new policy and come up with proposals on how the Council should adapt to these changes. Our research indicates that we are the only Council in London, and perhaps the country, to undertake such a move, and our report has already been presented to the wider London Scrutiny Network.

But, of course, there is still much more to be done. The report on budget assumptions which went to Cabinet in October 2016 refers many times to the anticipated growth in the Council Tax base which will come with additional house building in the borough. But come 2020 a square metre of domestic property would be worth less to the Council than a square metre of highly-rateable non-domestic property. This will represent a huge change which will require a deep shift in philosophy throughout the sector.

The Panel was impressed with the Council's Civic Enterprise strategy which seeks to lead such a cultural shift and questioned cabinet members and officers at length about the work we do to attract business to the borough.

We want to ensure that there is cross-departmental work to promote more mixed developments through the planning system so that all housing developments feature some areas for business use and vice versa. This will secure local jobs and diversify our local tax base.

To begin this process we ask that a report outlining all large-scale developments in the recent and upcoming years is brought to the appropriate Scrutiny Committee in three months' time. This should emphasise what proportion of the developments were given over to either category and allow members to take a view on whether the balance has been done correctly.

Furthermore, we believe that there should be a specific focus in any regeneration and development work on our local tube stations and transport hubs. These are the windows to our borough and convenient places to shop. The Council should be forceful when dealing with TFL and seek to maximise business space in tube stations and use every development of a tube station as a potential to attract a new business to Brent.

More broadly, we believe that there is the potential to go much, much further when it comes to growing our local private sector. The Panel were attracted to the idea of creating a single post, or small team, whose sole role would be to attract business to the borough. We believe that this could be funded through incentives with the additional rates brought into the borough used to pay costs and wages, it would therefore not represent a significant new financial burden.

We would also emphasise that significant private sector experience be essential for anyone applying for this position or team, and that the role not be specifically tied to any one department within the Council. Instead the business manager or business team should have free reign to float between departments identifying areas where the work of the Council may be making things unnecessarily (we would very much emphasise the word "unnecessarily") difficult for businesses and suggesting improvements.

Of course, they should not have the only or final say and the Council should never simply become a tool of business, but with such huge changes to the financing of local government soon to be upon us we feel that creating a new point of view within our structures could be essential in ensuring Brent takes a lead in adapting to life after the central government grant.

In other countries, such as Germany, membership of a Chambers of Commerce is compulsory for registered businesses ensuring that these Chambers are much more powerful and authoritative voices for businesses in their areas and that they have a semi-formal relationship with public bodies. The option suggested by the Panel for Brent could replicate some of the best features of this system.

Such reforms to the machinery of government – local or national – to support our own businesses are long overdue in this country. The head of the US Small Business Administration reports directly to the US President whereas none of the 15 direct reports to the permanent secretary in BIS is responsible for small British businesses. No wonder 45 per cent of US Federal procurement spend goes to home grown American small businesses - a figure represents roughly eight times the lending rate of the UK Enterprise Finance Guarantee scheme after taking into account the relative sizes of the two economies.

Brent should not be afraid to think big, and realise the huge role it can play in creating a virtuous cycle where local businesses are supported to grow and then contribute back into the community and council coffers.

One in every seven pounds in the UK is spent by the state, making procurement one of the key levers that any public sector body has to boost business, employment and the economy.

Currently many businesses feel frustrated and locked out of the public sector procurement process. All public sector bodies set their own pre-qualification test for procurement contracts, so in any given area the Council might ask for copies of accounts dating back five years and a biography of the CEO, the Fire Service might ask for six years of accounts and a biography of every director, the CCG for something different altogether.

Brent Council is ideally placed to act as a central coordinator bringing together all public sector bodies who procure services in Brent and get them to synchronise their pre-qualification policies. This would give a strong message that Brent is open for business and encourage businesses to base themselves here so that they can access many different procurement opportunities, and in the long term pay more business rates back into Brent.

We would emphasise that within in this there would also be a golden opportunity to ensure further Living Wage payment within local supply chains if such a commitment became a more regular requirement to secure local procurement opportunities.

To truly adapt to the changing world of local government finance we must not only think openly but big and learn from the best practice around the world.

### **Part Three: Detailed Policy Options**

The Budget Scrutiny Panel considered all of the detailed cuts and savings brought forward by the Cabinet. Before reaching a collective conclusion on any single proposal we sought further information, initially by email and then in meetings with the relevant officers and cabinet members.

On a broad note, we found that the way the proposals were laid out in the Cabinet papers meant a lot of detail was lacking. When we questioned officers and cabinet members it was clear that a lot of thought had gone into the proposals. However, the very short format of the document of proposals led to a lot of initial misunderstandings and the need to ask further questions. As these are public documents we feel that local residents wanting to know about changes to council spending might also be confused by them and the lack of detail which might lead to confusion about what is being cut. We recommend the format is rejigged to give more latitude to officers writing them in future years.

**1718BUD1 – Adult Social Care**

We support the principle of providing more information about sexual health services online as an end in itself, and we hope this will also have the desired effect of reducing the number of people who feel compelled to present themselves at clinics to find the information they need.

However, we would ask that more mitigation work is done to ensure that those who do not have easy access to the internet are still able to get the information they need. For example, those who regularly use public libraries to surf the web might not feel comfortable about accessing this information in a public arena, and it might even get blocked by some particularly zealous servers.

**1718BUD2 – Adult Social Care**

Following further questioning of officers, the Panel were broadly comfortable with the idea of bringing forward charges which would be incurred in any case.

**1718BUD3 – Adult Social Care**

The Panel agreed with the concept of using Brent Council assets, including buildings more widely. This is a more efficient and effective way of working.

**1718BUD4 – Adult Social Care**

Moving people towards supported living is a laudable goal as many people prefer to live in an independent setting. This should be an aim of the Council in any circumstances and so we believe it is regretful that it may be seen by some as a purely financial reform by being presented in this budget.

However, we would like every effort to be made to identify those users who may be fearful of change at the earliest possible stage to ensure work is done to reassure them and help them to adapt.

**1718BUD5 – Adult Social Care**

As noted above, we believe that moving people with care needs to more permanent and independent settings is generally a laudable aim. This was one policy where we felt it might be a stretch for the Council to achieve the level of saving anticipated due to the general housing pressures in the borough, but hope that the general precautions built into the budget will mean that this would not unbalance the overall budget in any case.

**1718BUD6 – Environmental Improvement**

The Panel had severe concerns about this proposal, primarily focused around the potential reputational damage to “Brand Brent” for what is a relatively small saving.

We understand that this proposal is designed to offer a “gold standard” option for people who wish to dispose of bulky waste items. In essence rather than wait the current standard period of time of around six weeks for a free collection they can pay to have the items removed sooner. However, as the policy is stated on the detailed options paper this is less than clear and could be interpreted as restricting the right of local people to have their bulky waste collected by the Council. This is a sensitive political area and we feel that when speaking about this subject the Council needs to be extra careful to get its messaging right so no misinformation gets into the public arena.

We are not confident that the Council has fully modelled the potential cost of an increased level of illegal rubbish dumping which may occur if people come to believe that they will have to pay new costs to have their bulky waste taken away. This could undermine the overall level of savings.



Overall, the Panel felt that similar savings may be achievable by better sign posting people to other agencies who collect waste for free, including the growing number of furniture and electrical charity shops, or charities which provide furniture and white goods to people on low incomes.

This will not be a simple task. Council staff will have to be trained to give absolutely accurate information to ensure that residents do not become frustrated or feel they are being misinformed.

An example would be a local person ringing the Council to ask them to take away a sofa. The resident would be informed that they can wait up to 6 weeks for the Council to take it away, or call their local British Heart Foundation store who could take it away more quickly and for free. The Council operative would have to be sure from the call that it was an item of furniture the charity shop would take, and have the correct number for the shop as well as knowing the areas it collects from etc.

Similarly, Council departments would need to work together even more closely to ensure that products offered for collection to the environmental teams are passed to the benefits teams when people are in need of second hand goods for their homes.

We believe that this investment in time and training would be worthwhile as it would not only reduce the number of collections the Council needs to carry out but also reduce the amount of waste going into landfill which incurs a Landfill Tax charge to the Council. It would also have the wider social benefit of promoting re-use and recycling as first options in even more circumstances.

#### **1718BUD7 – Regeneration**

Overall the Panel agreed that this saving was sensible and achievable. However, we noted that this was a strange area in that the budget item was shared by two lead members. This reflected some wider confusion about exactly who on the cabinet has final responsibility for regeneration projects. We would recommend that this is cleared up so that Councillors and members of the public are able to hold the correct politician accountable at all times.

#### **1718BUD8 – Regeneration and Environment**

The Panel noted that a major risk associated with this saving was that agreement with Harrow Council, with whom we share the service, is required first. In similar circumstances in future it would probably be prudent to get confirmation of support from the partner authority before factoring in the saving to the budget papers.

#### **1718BUD9 – Parking and Lighting**

Our comments on parking, to which this saving refers, have been given in full above.

#### **1718BUD10 – Environmental Improvement**

The Panel was encouraged by the fact that we have an outcome based contract with our suppliers which should help this saving to be delivered without a severe detriment to residents.

But, we were also clear that, with the impending change in council funding through business rate devolution, Brent should have an ambition to encourage business, large and small, to come to the borough. As such any future decisions - particularly around budgetary decisions about the public realm - and the look of the borough need to assess the impact and the ambition we have to attract business to Brent. The new business manager positions we have suggested could play a lead role in this work by giving feedback on the likely reaction of business to any suggested reforms in this department.

The Panel also proposed that the Council could make further savings in the road and curb repair contracts by instituting a bond on residents and businesses carrying out large scale

refurbishments or developments. This would ensure that if their use of skips and large vans damages the public highway the Council would have the necessary funds to make good.


#### **1718BUD11 – Parking and Lighting**

We were satisfied with this proposed saving.

### **Part Four: Key Recommendations**

This report has presented the Budget Scrutiny Panel's views on a wide range of topic attending to the budget. The report should be read as a whole with suggestions and ideas to be pulled out of almost every section. However, the key recommendations for reform which we would like to highlight are as follows:

1. In future, any further proposals to reduce spending in Council budgets should be thoroughly evidence-based, with research into the likely impact on service users from any such change. The Council will need to be flexible and open-minded in looking at the most effective ways to deliver better services to Brent residents for the lowest possible cost.
2. The current demand-led review of Brent's CPZ should be expanded with the aim of delivering a settlement for the whole of Brent which will be sustainable over the next twenty years to give further financial certainty to the authority. As part of this, the idea of day time visitor windows should be particularly investigated.
3. A report outlining all large-scale developments in the recent and upcoming years should be brought to the appropriate Scrutiny Committee in three months' time. This would emphasise how mixed used each development was and allow scrutiny members to take a view on whether the balance is currently correct.
4. The Council should be forceful when dealing with TFL and seek to maximise business space in tube stations and use every development of a tube station as a potential to attract a new business to Brent.
5. A single "Business Attraction Manager" post, perhaps accompanied by a small team, should be set up in Brent. This would be a none-departmental role with the responsibility of attracting business to the borough and incentivised financially to achieve this without become a new financial burden to the Council.
6. Brent should seek to coordinate all local public sector bodies to develop a standard set of pre-qualification tests for procurement opportunities to make it easier for local firms to bid for work.
7. We believe that Cabinet should reconsider proceeding with proposal 1718BUD6 which would introduce charges a more rapid collection of bulky waste, due to the reputational risk to Brent. Specifically, officers should model whether better signposting to other local services, including those within the authority, could deliver similar savings.

 <p><b>Brent</b></p>	<p><b>Cabinet</b> 16 January 2017</p> <p><b>Report from the Director of Performance, Policy and Partnerships</b></p>
<p>Wards Affected: All</p>	
<p><b>Award of a Contract for Translation and Interpreting Services</b></p>	

**Appendix 2 to this report is not for publication**

This part of this report is not for publication as it contains the following category of exempt information as specified in Paragraph 3, Schedule 12A of the Local Government Act 1972, namely: "Information relating to the financial or business affairs of any particular person (including the authority holding that information)"

## 1.0 Summary

- 1.1 This report requests authority to award a contract as required by Contract Standing Order No 88. This report summarises the process undertaken in selecting the supplier for the contract and recommends to whom the contract should be awarded.

## 2.0 Recommendations

Members are requested to:

- 2.1 Approve the award of a contract for Translation and Interpreting Services to DA Languages Limited, for a period of three years from 1<sup>st</sup> April 2017 to 31<sup>st</sup> March 2020, with an option to extend for a further year to 31<sup>st</sup> March 2021.

## 3.0 Detail

- 3.1 The Council currently has a contract with Pearl Linguistics for the provision of its translation and interpreting services. Pearl has been providing these services since 1<sup>st</sup> September 2015 and the current contract expires on 31<sup>st</sup> March 2017.

- 3.2 In order to put a new contract in place, a tender exercise has been carried out on behalf of the London Boroughs of Barnet, Brent and Harrow, with the aim of appointing one supplier to deliver a managed service for all three Council's translation and interpreting requirements, whilst achieving cost reductions as a result of the aggregated service volumes and the attractive opportunity that this represents to the market.

### ***Outline of Tender Process***

- 3.3 The tender was carried out as a further competition exercise among the suppliers appointed to the Crown Commercial Services Framework RM1092, Language Services, Lot 1 Managed Service Provision. There are six suppliers on Lot 1 of the framework. The process was led by Brent (and from 1<sup>st</sup> September 2016 onwards by the new Procurement Shared Service).
- 3.4 Tenders were invited on 3<sup>rd</sup> November 2016, using the CCS eSourcing system. Of the six suppliers on Lot 1 of the framework, four submitted tenders by the deadline of 25<sup>th</sup> November 2016.
- 3.5 The Invitation to Tender stated that a single supplier would be selected for award of all three contracts, i.e. one contract with each borough; that the selection of the Supplier would be made on the basis of the most economically advantageous tender; and that in evaluating tenders, the Council would have regard to the following, in addition to the evaluation of Social Value proposals:

• Implementation Plan	5%
• Implementation Approach	20%
• Booking Systems and Processes	5%
• Interpreter Recruitment and Selection	5%
• Dealing with Fluctuating Demand	5%
• Language Matching	10%
• Savings and Service Options	5%
• Meeting Language Demand	5%
• Meeting Urgent Demand	5%
• Monitoring and Reporting	10%
• Invoicing	5%
• Complaints and Feedback	10%
• Using Feedback to Improve Service	5%
• Incorporating Innovation	5%

These quality criteria were then weighted against tender price and Social Value in the ratio 45:45:10, in line with the framework requirements.

### ***Evaluation Process***

- 3.6 The tender evaluation was carried out by a panel of officers from Barnet, Brent and Harrow. As Children's Services are the biggest user in each of the boroughs, these service areas were represented on the panel.

- 3.7 All tenders had to be submitted electronically no later than noon on 25<sup>th</sup> November 2016. Tenders were opened on 25<sup>th</sup> November 2016 and four valid tenders were received. Each member of the evaluation panel read the tenders, using evaluation sheets to note down their comments on how well each of the award criteria was addressed.
- 3.8 The four suppliers were invited to attend presentation and clarification meetings on 1<sup>st</sup> December where they presented their proposals and the panel asked, and received answers to, some clarification questions.
- 3.9 The panel then discussed the submissions and each submission was marked by the whole panel against the award criteria.
- 3.10 The names of the tenderers are contained in Appendix 2. The scores received by the tenderers are included in Appendix 1. It will be noted that Tenderer B was the highest scoring tenderer. Officers therefore recommend the award of the contract to DA Languages Limited.
- 3.11 It is anticipated that the Brent contract will commence on 1<sup>st</sup> April 2017. As the proposed contract represents a call off under a framework agreement, a mandatory standstill period is not required.
- 3.12 The Harrow and Barnet contracts will commence on 1<sup>st</sup> March 2017 and 1<sup>st</sup> May 2017 respectively.

### ***The Service***

- 3.13 The Council's translation and interpreting service is predominantly used by the Children and Young People's Services department (78% of usage). It is also used by Housing Needs, Adult Social Care and Customer Services. The Children and Young People's Services department, as the major user, was represented throughout the process, and on the evaluation panel.
- 3.14 The services to be delivered under the contract are:
- Spoken face to face interpreting
  - Non-spoken face to face interpreting
  - Telephone Interpreting
  - Translation
- The contract also allows for the use of video interpreting.
- 3.15 Information relating to the contract value and savings can be found in the Financial Implications section of this report.
- 3.16 Whilst demand can be managed in some areas, for example by encouraging customers to be accompanied by family members who are able to interpret, there are many situations where this can't be done, particularly in CYPS where an independent professional interpreter is needed. In this area, there is demand for interpreters for:

- Social work safeguarding assessments
- Family Court proceedings
- No Recourse to Public Funds assessments
- Assessments of Unaccompanied Asylum seekers

Demand is also managed by CYPS through the allocation of case workers with relevant language skills where possible, and the use of available bilingual staff for ad hoc interpreting needs.

- 3.17 Overall demand can be affected by external factors, such as changes in the Brent demographic due to major world events affecting population migration, or as a result of changing immigration policies.

### **Current Costs**

- 3.18 The spend in the first full year of the contract with Pearl Linguistics, i.e. to the end of August 2016, was £238,500.
- 3.19 The above figure was split between the different services under the contract as follows:

Non-spoken face to face interpreting (British Sign Language)	£17,515.00
Spoken face to face interpreting	£167,399.00
Translation	£28,527.83
Telephone interpreting	£25,056.88
	£238,498.71

## **4.0 Financial Implications**

- 4.1. Based on the volumes from September 2015 to August 2016, the annual cost of the new contract will be £224k, which represents a 6% saving of £14k. The cost of the contract over three years would therefore be £671k. This is less than the Council's target procurement savings of 10% per contract.
- 4.2. Spend through the contract can be reduced by encouraging use of the telephone interpreting service, which has no minimum charges, and no late cancellation charges. An interpreting appointment of less than 45 minutes will always cost less if telephone interpreting is used instead.
- 4.3. Based on historic usage, 50% of spoken face to face appointments of 1 hour or less actually take 45 minutes or less. Moving these to telephone interpreting would save a further £6k. This would allow the Council to broadly meet its 10% procurement savings target on this contract.
- 4.4. Currently, the costs of the contract are met from the budgets of the individual departments that use the translation and interpreting services.

## **5.0 Legal Implications**

- 5.1 The estimated value of the Council's call off contract over its lifetime, as mentioned in paragraph 4.4 of this report, is above the EU threshold for services. Therefore the requirements of the Public Procurement Regulations 2015 ('PCR 2015') will apply in respect of the award of the call off contract. The call off contract is also deemed a High Value Contract as defined in the Council's Contract Standing Orders and Financial Regulation, and as such Cabinet approval is required to award the call off contract.
- 5.2. The procedures and rules for establishment and use of framework agreements are contained in Regulation 33 of the PCR 2015. The term of a framework is not ordinarily to exceed 4 years and contracts based on a framework agreement are required to be awarded in accordance with the procedures laid down in the PCR 2015. The Council is able to call off under the framework without the need for advertising the contracts in the Official Journal of the European Union (OJEU), as it is only the framework agreement itself that has to be advertised in the OJEU.
- 5.3 The Council's Contract Standing Orders also provide that where it is proposed by the Council to call off under a framework established by another contracting authority, the Council may do so with the relevant Chief Officer approval, provided that the Chief Legal Officer has advised that participation in the framework is legally permissible. The Crown Commercial Services Framework RM1092 has been reviewed by Legal Services and it has been confirmed that it is legally permissible to call off from the framework .

## **6.0 Equality Implications**

- 6.1. Brent Council aims to ensure that all its current and future residents, staff and stakeholders are treated fairly and receive appropriate services and equal opportunities.
- 6.2. The Council also recognises its Public Sector Equality Duty under the Equality Act 2010 to make equality a greater part of its day-to-day business, and in carrying out its activities, to consider how it can:
- eliminate unlawful discrimination, harassment and victimisation
  - advance equality of opportunity between different groups
  - encourage good relations between people from different groups.
- 6.3. The provision of a translation and interpreting service is an essential part of ensuring that the Council can fulfil this duty. It facilitates equality of access to information and services for Brent's highly diverse community, and in particular for those who do not speak English, or have a hearing impairment.
- 6.4. An Equality Analysis has been carried out, and is attached as Appendix 3 to this report.

## **7.0 Staffing/Accommodation Implications (if appropriate)**

- 7.1 This service is currently provided by an external contractor and there are no implications for Council staff arising from retendering the contract.
- 7.2 No property / accommodation implications.

### **Background Papers**

#### **Contact Officers**

Sadie East, Strategic Adviser  
Brent Civic Centre  
020 8937 1507  
[sadie.east@brent.gov.uk](mailto:sadie.east@brent.gov.uk)

Philippa Brewin, Senior Category Manager Corporate Services  
Brent Civic Centre  
020 8937 1733  
[philippa.brewin@brent.gov.uk](mailto:philippa.brewin@brent.gov.uk)

*PETER GADSDON*  
Director, Performance, Policy and Partnerships



## APPENDIX 1

### Evaluation Scoring

Table 1

	Contractor A	Contractor B	Contractor C	Contractor D
Total Price (£)	£481,095.77	£438,082.49	£575,026.56	£450,264.68
Price Score	91.06%	100.00%	76.18%	97.29%
Weighted Price Score (45%)	40.98%	45.00%	34.28%	43.78%

Table 2

		Contractor			
Criteria	Weighting	A	B	C	D
Implementation Plan	5%	2.50%	3.75%	2.50%	3.75%
Implementation Approach	20%	15.00%	15.00%	15.00%	20.00%
Booking Systems and Processes	5%	2.50%	3.75%	3.75%	3.75%
Interpreter Recruitment and Selection	5%	3.75%	5.00%	5.00%	3.75%
Dealing with Fluctuating Demand	5%	3.75%	3.75%	3.75%	3.75%
Language Matching	10%	5.00%	7.50%	7.50%	7.50%
Savings and Service Options	5%	3.75%	5.00%	3.75%	3.75%
Meeting Language Demand	5%	3.75%	5.00%	2.50%	3.75%
Meeting Urgent Demand	5%	3.75%	3.75%	3.75%	3.75%
Monitoring and Reporting	10%	7.50%	10.00%	7.50%	7.50%
Invoicing	5%	2.50%	3.75%	3.75%	3.75%
Complaints and Feedback	10%	7.50%	7.50%	7.50%	7.50%
Using Feedback to Improve Service	5%	3.75%	3.75%	3.75%	2.50%
Incorporating Innovation	5%	3.75%	5.00%	3.75%	3.75%
Total Quality Score		68.75%	82.50%	73.75%	78.75%
Weighted Quality Score (45%)		30.94%	37.13%	33.19%	35.44%
Social Value Score (10%)		2.50%	10.00%	7.50%	7.50%
Weighted Price Score (45%) from Table 1 above		40.98%	45.00%	34.28%	43.78%
Total Score		74.42%	92.13%	74.97%	86.72%

**This page is intentionally left blank**

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

**Document is Restricted**

**This page is intentionally left blank**

## Equality Analysis Screening Stage Blank Form – Online EA System

### Stage 1 Screening Data

#### **1. What are the objectives and expected outcomes of your proposal? Why is it needed? Make sure you highlight any proposed changes.**

The current translation and interpreting services contract expires on 31 March 2017; this is a procurement for a new service. The new contracting arrangements will be shared with two other London Boroughs, Barnet, and Harrow, and the new service in Brent will begin on 01 April 2017. This is a demand led service, required to ensure fair and equal access to council services and information about services for people who do not speak or read English, it will include:

- Spoken face to face interpreting
- British Sign Language (BSL) interpreting
- Telephone Interpreting
- Translation
- Video interpreting

Use of telephone interpreting will be encouraged as it provides immediate access to an interpreter and is a cost effective way of providing the service with no minimum charges or cancellation fees incurred.

The invitation to tender stated that a single supplier would be selected for award of all three contracts, and selection would be on the most economically advantageous tender. The Council considered the following in addition to the evaluation of social value proposals:

- |   |     |
|---|-----|
| • Implementation Plan                   | 5%  |
| • Implementation Approach               | 20% |
| • Booking Systems and Processes         | 5%  |
| • Interpreter Recruitment and Selection | 5%  |
| • Dealing with Fluctuating Demand       | 5%  |
| • Language Matching                     | 10% |
| • Savings and Service Options           | 5%  |
| • Meeting Language Demand               | 5%  |
| • Meeting Urgent Demand                 | 5%  |
| • Monitoring and Reporting              | 10% |
| • Invoicing                             | 5%  |
| • Complaints and Feedback               | 10% |
| • Using Feedback to Improve Service     | 5%  |
| • Incorporating Innovation              | 5%  |

These quality criteria were then weighted against tender price and Social Value in the ratio 45:45:10, in line with the framework requirements.

#### **2. Who is affected by the proposal? Consider residents, staff and external stakeholders.**

This service is for residents who do not speak or read English, including BSL users, and staff who come into contact and need to interact with these residents. In Brent, 6.7% of the population cannot speak English well or at all, including 1.2% of the population who cannot speak English at all. This varies by ward, from 0.6% in Queens Park to 2.5% in Alperton. In

two wards, Alperton (14.3%) and Wembley Central (12.4%), more than one in ten people cannot speak English well or at all.

Analysis of the current service take-up shows that it is used most by the Children and Young People department (78%), followed by Housing Needs, Adult Social Care and Customer Services.

The contracting arrangements will be shared with two other London boroughs: Barnet, and Harrow.

*The following paragraphs are an update to the EA following the procurement process: The chosen supplier has demonstrated that they understand, and can meet the needs of Brent's widely diverse residents. The supplier has provided translation services to the Immigration Advisory Service, Refugee Legal Centre, and the Refugee Migrant and Justice Centre for over ten years, and has access to a wide portfolio of rare, unusual and emerging spoken languages. They will carry out a targeted recruitment campaign within the three boroughs to recruit linguists in required languages, identified through the Local Authorities' usage data; Census data; regional research; Local Authority demographic data; and their own regional usage data from local clients.*

*They have also demonstrated that they are able to accommodate change. The supplier has a dedicated research and development team to understand the borough and predict possible changes in requirement; they will also liaise regularly with Brent to understand insights into the movement of people into the area. For example, the rising numbers of Unaccompanied Asylum Seeking Children with new entrants arriving from Syria, Afghanistan and Eritrea indicating a potential increase in demand for face-to-face interpreting for Arabic, Tigrinya, Pashto and Dari. Unaccompanied children arriving in Brent from Afghanistan, Albania, Iran, Eritrea and Vietnam was highlighted by the Head of Looked After Children as one of their highest interpreting needs.*

*The supplier's dedicated Research and Development Team will also monitor and evaluate language use; alongside regular liaising with Brent and monitoring of world news, which will ensure the service remains responsive to Brent's shifting language requirements.*

*The service provides video interpreting and online services, and will ensure that staff are all able to use these systems by providing induction and training, and testing of each user profile before the services goes live, and ongoing 24 hour technology support throughout the duration of the contract, which includes remote on screen trouble shooting and assistance. The supplier will ensure compatibility with the council system.*

*All linguists will take part in a bespoke contract induction and annual training programme.*

*The supplier will performance manage and report on activity for all three boroughs individually; data are tracked through the advanced management system. There is a robust performance management framework which includes client satisfaction surveys; feedback questionnaires; a feedback and a complaint section in the portal, and 24 hour helpline. Issues will be reported at the monthly quality management meeting, which are used to adapt working practices to incorporate lessons learned and performance improvements. Performance issues will have formal action plans with timed objectives, developed by the supplier in conjunction with each Local Authority, keeping the Local Authority informed of progress. The Local Authority will be provided with a monthly Complaint Report which includes associated action plans and results from satisfaction surveys. There is an escalation process for unresolved or recurring complaints.*

### **3.1 Could the proposal impact on people in different ways because of their equality characteristics?**

#### **Age – yes:**

This service is mostly used (78%) by the Children and Young People department, and ensures confidential and safeguarding matters can be discussed and understood by all parties.

#### **Disability – yes:**

This service will provide equal access to Brent council services for those who have a hearing impairment or a visual impairment. In the last year, the tenth most used face to face translation was for British Sign Language. This is 3.5% of all face to face communications. The translation service was used three times to translate English into braille, 1% of the overall service.

#### **Gender Reassignment - no**

#### **Marriage and civil partnership - no**

#### **Pregnancy and maternity – yes:**

This service is mostly used (78%) by the Children and Young People department, and ensures confidential and safeguarding matters can be discussed and understood by all parties.

#### **Race– yes, indirectly as this is a language service**

The details of languages required are included in the other section.

#### **Religion or belief - no**

#### **Sex - no**

#### **Sexual orientation – no**

#### **Other – nationality and language – yes:**

This will provide equal access to (information about) Brent's services for those who do not speak or read English; currently there is a demand for this service for unaccompanied asylum seekers, and for those with no recourse to public funds.

The top ten languages accessed, which comprise 76% of the service for face to face communication are:

Arabic	14.7%	(770)
Gujarati	11.3%	(589)
Romanian	9.4%	(492)
Somali	9.2%	(480)
Tamil	7.4%	(388)
Polish	7.2%	(376)
Pashto	5.9%	(306)
Portuguese (All)	3.6%	(189)
Urdu	3.5%	(184)
British sign language	3.5%	(183)

And for telephone interpreting (80% of provided service):

Gujarati	14.6%	(534)
Arabic	13.7%	(502)
Romanian	11.3%	(414)
Somali	10.6%	(388)
Polish	9.6%	(351)
Portuguese	7.1%	(259)
Tamil	5.3%	(196)
Spanish	2.9%	(105)
Farsi	2.8%	(102)
Urdu	2.7%	(100)

### **3.2 Could the proposal have a disproportionate impact on some equality groups?**

If you answered 'Yes' please indicate which equality characteristic(s) are impacted

Yes – this would have a positive impact on some people with specific disabilities – those with a hearing and/or a visual impairment and for BSL users, as it provides interpreting services for them, both face to face, and by video, and translation into Braille.

Owing to the nature of the service and the diversity profile of the borough, residents from different nationalities with limited English languages skills are more likely to benefit from the service which will enable equal access to council services and information about services. This also includes refugees and asylum seekers, as well as Gypsies and Roma.

**3.3 Would the proposal change or remove services used by vulnerable groups of people?**

No, the procurement of this service will ensure continuity of services used by vulnerable people. The service has been used predominantly for social work safeguarding assessments; family court proceedings; no recourse to public funds assessments; and assessments of unaccompanied asylum seekers.

**3.4 Does the proposal relate to an area with known inequalities?**

The purpose of this contract is to alleviate inequalities enabling all people to access services, regardless of English speaking/reading capability, whether due to speaking other languages, or to disability.

**3.5 Is the proposal likely to be sensitive or important for some people because of their equality characteristics?**


This is important for, and the proposed changes have a positive impact on people with hearing impairments and/or visual impairments, including BSL users who experience barriers in accessing council services and information about services due to disability or language.

**3.6 Does the proposal relate to one of Brent's equality objectives?**

Yes, the proposal relates to the objective: *To ensure that local public services are responsive to different needs and treat users with dignity and respect.*

The translation and interpretation service will ensure that all residents will be able to interact with the council and access council services and information about these.



 <b>Brent</b>	<p style="text-align: center;"><b>Cabinet</b> 16 January 2017</p> <p style="text-align: center;"><b>Report from the Strategic Director of Community Wellbeing</b></p>
<p style="text-align: right;">Wards affected: ALL</p>	
<p><b>New Homelessness Prevention and Relief Programme for Single People</b></p>	

## 1.0 Summary

- 1.1 Following the Council's Housing and Vulnerable People Outcomes Based Review and the successful application for £900k from the Department of Communities and Local Government (DCLG) Homelessness Prevention Trailblazer fund for the period April 2017 to March 2019, this report requests Cabinet approval to commit up to £900k match funding to fund local voluntary sector organisations to deliver homelessness prevention and relief outcomes for single people who are homeless or at risk of homelessness in Brent. The final amount to be spent will depend on the number of successful outcomes which are achieved.

## 2.0 Recommendation(s)

### That Cabinet:

- 2.1 Note that the Council has successfully applied for £900k from the Department of Communities and Local Government Homelessness Prevention Trailblazer fund for the period April 2017 to March 2019
- 2.2 Agree to delegate authority to the Strategic Director, Community Wellbeing, in consultation with the Lead Member for Housing and Welfare Reform, to approve criteria for grant funding, to approve criteria for the evaluation of bids and to approve the allocation of grant on acceptable terms for evidenced homeless prevention and relief, and accommodation sustainment outcomes, for single people.
- 2.3 To approve expenditure from council resources of up to £900k between January 2017 and March 2020 to contribute to the achievement of the

outcomes referred to in 2.2 above by the voluntary sector under the grant agreement(s), and for necessary set up costs.

### **3.0 Detail**

#### **Background**

- 3.1 The Council's Outcome Based Review (OBR) on Housing and Vulnerable People has identified an important gap in provision for single people who do not meet the Priority Need threshold in the homelessness legislation and who do not qualify for the limited amount of supported housing or floating support the council's commissions.
- 3.2 Data from the OBR and the Council's new singles desk, suggests that around 1750 people per year with at least some level of vulnerability approach or are referred to the council in a housing crisis and attend a face to face interview but do not receive a meaningful level of support.
- 3.3 In addition, there is significant unmet need from low risk offenders leaving prison which officers are discussing with the London Community Rehabilitation Company (CRC) and a need to accommodate mental health patients leaving Park Royal, a substantial number of whom are currently discharged into expensive and unsuitable B&B type accommodation, where they spend an average of over 2 years.
- 3.4 The council also anticipates a potential surge in single homelessness following the reduction in the Overall Benefit Cap in January 2017, which is estimated to affect around 800 single people in the borough, leaving them with an average of over £40p.w. less money to pay for expenses including their rent.
- 3.5 Furthermore the Homelessness Reduction Bill currently passing through Parliament will place a statutory duty on the Council to take "reasonable steps" to prevent homelessness for **all** people at risk of homelessness within 56 days, regardless of support needs. The date of implementation is unknown, but could be as early as October 2017.
- 3.6 In addition, the devolution of the Temporary Accommodation Management Fee (TAMF) to a block grant to local authorities from April 2017, and worth an estimated £5m per year to the council, is likely from 2020 to be allocated largely on the basis of the Council's homelessness prevention and relief data, rather than on the amount of our Temporary Accommodation.

#### **Homelessness Prevention Trailblazer Funding**

- 3.7 DCLG launched a fund in October 2016 offering £20m to local authorities in England to support an expected 15 to 20 "Homelessness Prevention Trailblazers" for the period January 2017 to March 2019.

- 3.8 The Council submitted a bid for £1m of this funding and has been informed the application has been successful, with an award of £900k.
- 3.9 The bid stated that, subject to Cabinet approval, the Council would match fund DCLG's £1m with Council funding of an amount depending on the success of the programme in achieving outcomes over and above those funded by DCLG, but up to a maximum £1m if all targeted outcomes were achieved. As DCLG have awarded £900k, the maximum match funding required from the Council is reduced to £900k, accordingly.

### **Brent's Trailblazer Proposal**

- 3.10 Following discussions with DCLG and the main local homelessness voluntary sector organisations (St Mungo's, Crisis Brent and Ashford Place) Brent's Trailblazer proposal is to work in partnership with the local voluntary sector to prevent and relieve homelessness for an estimated 1480 single households over 2017/18 and 2018/19, on a payment for outcomes basis.
- 3.11 If this is achieved, it would triple the number of homelessness preventions or relief for single people currently achieved by the Council.
- 3.12 A payment for outcomes approach will allow the participating organisations maximum flexibility to innovate and build their capacity to deliver such a service and ensure value for money for the Council by only paying for success.
- 3.13 The outcomes the council plan to pay for will be:
- Evidenced prevention or relief of homelessness
  - Evidenced sustainment of accommodation for 6 months
  - Evidenced sustainment of accommodation for 12 months
- 3.14 The potential risk to the voluntary sector entailed by this (i.e. of not achieving enough outcomes payments to cover their service delivery costs) can, if the voluntary sector so desire, be transferred to social investors.
- 3.15 Crisis, St Mungos and Ashford Place have all expressed their support for the proposal and wrote support letters for the bid to DCLG.
- 3.16 Whilst Crisis, St Mungos and Ashford Place are the organisations with the most capacity in Brent to deliver the desired outcomes, there is a wish to involve other organisations representing the borough's diverse communities to ensure that the service is designed and provided equally to individuals from all communities in Brent who are at risk of homelessness.
- 3.17 The council let a contract to Brent Citizens Advice Bureau commencing on 1<sup>st</sup> April 2016 for the provision of the Brent Advice Matters partnership. One of the principal requirements of this contract was the development and management of a network of advice agencies to provide local advice services within the community – the Brent Community Advice Network. Members of

the Brent Community Advice Network and other VCS organisations delivering services to homeless people in Brent will be informed about the opportunity to apply for grant funding for this work.

- 3.18 It is intended to hold an engagement event with a range of voluntary sector organisations towards the end of January prior to publishing a bidding prospectus in February. A requirement for bidders will be to show how they will address homelessness for the diverse range of communities in Brent including those who currently face barriers to accessing services, as well as demonstrating that they have the ability to deliver at the necessary scale to achieve the Council's objectives. Consortium bids will be encouraged.
- 3.19 Referral criteria will be set and monitored by the council, but officers anticipate some direct referrals to the voluntary sector (e.g. at the Harlesden Community Hub), and wish to set up a number of new referral pathways e.g. from local prisons, mental health services, and substance abuse services for their low risk clients. The council may also be able to take referrals from GPs, FE colleges and Job Centre Plus of their clients affected by homelessness.
- 3.20 This package will transform the service to single homeless people in the borough, and potentially set a template which could be copied elsewhere in the country. The voluntary sector will add significant value through their access to employment and skills support, financial inclusion services, and services around mental health, substance abuse etc.
- 3.21 It is anticipated, based on discussions so far, that the average price for homelessness prevention/relief and 1 year tenancy sustainment would be of the order of £1,500, which, on that basis, would be a maximum cost to the Council of £750 per individual because of DCLG's contribution.

### **Benefits of the proposal**

- 3.22 Under the Homelessness Reduction Bill, as currently drafted, when enacted, the Council will have a statutory obligation to take "reasonable steps" to prevent or relieve homelessness for anyone at risk of homelessness within 56 days. The programme proposed in this report will be an excellent way to do this for a key group of single people who have a level of vulnerability insufficient to receive significant help from the Council's current service.
- 3.23 New Burdens funding that is expected to be associated with the Homelessness Reduction Act will be intended for exactly this kind of activity and has the potential to support the programme's continuation beyond 2019.
- 3.24 Homelessness is a priority issue for the Council and is of keen concern to elected members and to local residents. The OBR shows that the Council's current offer on single homelessness is inadequate to cope with the need in the borough.
- 3.25 The programme has the potential to save the Council money over the medium term by prevention of future rough-sleeping, by prevention of future

homelessness acceptances, and by reduction in the future need for supported housing and adult social care.

- 3.26 By targeting groups including those leaving prison without accommodation, and by taking mental health referrals, the programme will reduce offending, and improve both mental and physical health among the borough's citizens. For example, Ministry of Justice research shows that 79% of prisoners who reported being homeless before custody were reconvicted in the first year after release, compared with 47% of those who did not report being homeless before custody. According to NACRO, as many as a third of prisoners lose their housing on imprisonment. The Social Exclusion Unit found that 35% of prisoners do not have access to accommodation on release.
- 3.27 Implementing this proposal will increase the probability of safeguarding or even increasing future Temporary Accommodation Management Fee, which is planned to be devolved as a block grant to local authorities from April 2017, and is worth an estimated £5m per year to Brent Council. After the initial three year settlement it is likely that this funding will be largely based on the number of homelessness preventions achieved, rather than the amount of Temporary Accommodation a council uses. Without increasing homelessness prevention activity, this funding is at risk in the future.

### **Timescale**

- 3.28 The proposed timescale for implementation is set out in Table 1.

**Table 1.**

<b>Milestone</b>	<b>Date</b>
Voluntary Sector Engagement Event	January 2017
Grant Application Prospectus issued	February 2017
Closing Date for Bids	End March 2017
Grant Award	April 2017
Operational period begins	from May 2017
Operational period ends	May 2019
Final outcomes payments	May 2020

## **4.0 Financial Implications**

- 4.1 The total proposed fund for this programme is currently capped at £1.8m, with £900k being funded by DCLG and £900k funded by the council.
- 4.2 The DCLG expenditure is profiled as £0.6m in 2017/18 and £0.3m in 2018/19. The council's match funding would be utilised from 2018/19 onwards and could potentially range across a number of financial years.
- 4.2 The 2015/16 Spending Review and Autumn Statement announced that funding of the Temporary Accommodation management fee will be devolved to local authorities from 2017/18, giving them more freedom and flexibility in how they use this funding. Current levels of funding will be maintained and, in addition, councils will together receive £10m year more nationally. The DCLG

will set out the precise detail of how the new funding will be distributed in 2016/17.

- 4.3 It is estimated that the devolved Temporary Accommodation Management Fee grant will amount to £5m annually in Brent. This is based on the devolution of the £40 per week management fee for an estimated 2500 eligible Temporary accommodation properties per annum.
- 4.4 It is assumed that £900k of the Temporary Accommodation Management Fee funding could be released to fund the council's £900k contribution to the programme. This is based on the savings of £40 per week per property for at least 480 Homelessness Preventions or Homelessness Reliefs. These interventions would only be marginally achieved through this programme, which is targeted at single homelessness, with the majority assumed to be achieved via the council's Temporary Accommodation Reform Plan.
- 4.5 Discussions with the voluntary sector so far indicate that the total price the council would need to pay for preventing or relieving homelessness and sustaining accommodation for 12 months would be between £1.2k and £1.8k per case. Where homelessness is not prevented or relieved, the council would not pay, and where accommodation is not sustained, the council would pay less.
- 4.3 It is proposed to cap the maximum amount spent at £1.8m, and any outcomes achieved beyond that would incur no further cost to the council. The final price per outcome is subject to negotiation, but an initial assumption is that a maximum 1330 households have their homelessness prevented or relieved and accommodation is successfully sustained for 6 months in 80% of cases and for 12 months in 70% of cases, and that the total price of each fully successful outcome is £1.5k.
- 4.9 The Council will seek to safeguard voluntary sector providers from taking an undue financial risk beyond that which they are comfortable with, by involving ethically driven social investors in the financing of the upfront service delivery costs of the programme as needed.
- 4.10 All costs associated to the setup and monitoring of the outcomes will be charged to the £1.8m programme fund.

## **5.0 Legal Implications**

- 5.1 Local authorities are required to provide information and advice to their local residents where necessary, under a range of statutory provisions to include the Health & Social Care Act 2012, Housing Act 1977, Housing Act 1996 and Homelessness Act 2002. The information and advice provided must be proportionate to the needs of those for whom it is being provided. Further, the Homelessness Reduction Bill, as currently drafted, proposes that the Council will have a statutory obligation to take "reasonable steps" to prevent or relieve homelessness for anyone at risk of homelessness within 56 days.

- 5.2 The council has a duty under the Local Government Act 1999 to make arrangements to secure continuous improvement in the way in which its functions are exercised, having regard to a combination of economy, efficiency and effectiveness.
- 5.3 Recommendation 2.2 seeks delegation of authority to the Strategic Director, Community Well Being, in consultation with the Lead Member for Housing and Welfare Reform to approve criteria for grant funding, to approve criteria for the evaluation of bids and to approve the allocation of grant on acceptable terms. The council is obligated under the Treaty for the Functioning of the European Union to deal with all providers seeking funding in a fair open and transparent way. Therefore, the council should allow fair access to the funding by all potential providers. This means that the Council should advertise the availability of the funds to include the criteria for grant funding and criteria for the evaluation of bids and assess providers' bids in the same way. The general power of competence in Section 1 of the Localism Act 2011 may be utilised to grant fund such advice providers where there is a good reason to do so.
- 5.4 Proposed grant agreements will include provision for delivery of the project in line with DCLG requirements, including timescales having regard to the implications of failure to comply as set by DCLG. The intention is to grant fund on the basis of payment for outcomes, an approach approved by the DCLG, and therefore robust monitoring requirements will need to be in place.
- 5.5 In order to ensure that the grant does not qualify as procurement activity the council must ensure that there is no pecuniary interest taken in the grant by the advice provider beyond the general receipt of the funds. Therefore, the council must ensure that it is agreeing to cover the provider's actual costs, including the costs of raising outcomes-based finance to fund service delivery costs incurred in advance of outcomes payments being made.
- 5.6 It is clear that each advice provider who receives a grant may gain an advantage in the market place generally, for example in respect of bidding for funding and work opportunities that could subsequently arise and this raises state aid issues. However, in the circumstances detailed in the body of the report it is not considered such a grant would constitute unlawful state aid. It is not considered that there would be any cross-border interest as it is unlikely that the advantage gained by an advice provider would assist it to bid for services and work in another member state. Furthermore, the council is undertaking this route to "remedy a failure in the market place" in that it is making these grants to provide advice services to vulnerable groups that are not otherwise available. Again grant aid that might otherwise be unlawful is allowable in this context.

## **6.0 Equality Implications**

- 6.1 This proposal will provide homelessness prevention and relief to a much larger number of single people, including ex-offenders and those with mental and physical health problems who do not meet the Council's current vulnerability threshold for intensive services.

- 6.2 Voluntary sector providers will be explicitly tasked to work with all sections of the community in Brent, including those who face barriers in accessing council services. Overall, it is expected that the proposal will have a positive impact across all protected groups, although it should be stressed that some groups are over-represented within the cohort of non-priority homeless people, while others are under-represented. Some protected groups are more likely to fall into a priority need category, for example on grounds of age, pregnancy and maternity or disability and this proposal is targeted specifically at those who have some level of vulnerability but do not meet housing or social care thresholds that would require the council to provide accommodation.
- 6.3 Within the target group, the following characteristics are worth noting. Men are more likely than women to fall within this group and there is evidence that certain BAME groups are over-represented. Mental health and alcohol and drug problems are also more common among this group. There is limited data on religion and sexual orientation. Among other benefits, the proposal will, through more focused work with this group, provide an opportunity for better data collection and improved understanding of its characteristics.
- 6.4 An initial equalities assessment is shown at **Annex 1**.

## **7.0 Staffing/Accommodation Implications**

- 7.1 The staffing requirements for delivering this scheme, which will be small when it is up and running, are linked to the development of the Singles Pathway Team and are being considered as part of that review.

## **Background Papers**

### **Annex 1. Equalities Assessment**

Background Paper: The Council's Homelessness Prevention Trailblazer Bid to DCLG

## **Contact Officers**

Tim Gray  
Homelessness Investment Advisor  
Brent Civic Centre  
020 8937 2910  
[tim.gray@brent.gov.uk](mailto:tim.gray@brent.gov.uk)

*PHIL PORTER*  
Strategic Director of Community Wellbeing



## Equality Analysis- Blank Form – Online EA System

### Stage 1 Screening Data

#### **1. What are the objectives and expected outcomes of your proposal? Why is it needed? Make sure you highlight any proposed changes.**

The proposal follows a successful application for £900k from the Department of Communities and Local Government (DCLG) Homelessness Prevention Trailblazer fund for the period April 2017 to March 2019 which, subject to Cabinet approval to commit up to £900k match funding, will allow the council to commission local voluntary sector organisations to deliver homelessness prevention and relief outcomes for single people who are homeless or at risk of homelessness in Brent. The Council's Outcome Based Review on single homelessness has identified an important gap in provision for single people who do not meet the Priority Need threshold in the homelessness legislation and who do not qualify for the limited Amount of supported housing or floating support.

The proposal also seeks to address unmet need from low risk offenders leaving prison and mental health patients leaving Park Royal, a substantial number of whom are currently discharged into expensive and unsuitable B&B type accommodation, where they spend an average of over 2 years. A surge in single homelessness is also possible following the reduction in the Overall Benefit Cap in January 2017, while the Homelessness Reduction Bill currently passing through Parliament will place a statutory duty on the Council to take "reasonable steps" to prevent homelessness for all people at risk of homelessness within 56 days, regardless of support needs.

#### **2. Who is affected by the proposal? Consider residents, staff and external stakeholders.**

The proposal affects single people approaching the council as homeless, specifically those not treated as having a priority need for temporary or permanent accommodation under the relevant legislation and guidance. There is also some impact for staff in the council and in partner organisations as the proposal introduces new ways of working.

#### **3.1 Could the proposal impact on people in different ways because of their equality characteristics?**

The proposal will result in a tailored service for single homeless people. While the core service of advice and support aimed at homelessness prevention and relief will be the same, the kinds of advice and support offered may differ to take account of specific needs. It is expected that this will lead to positive impacts..

#### **3.2 Could the proposal have a disproportionate impact on some equality groups? If you answered 'Yes' please indicate which equality characteristic(s) are impacted**

There is potential for a differential impact to the extent that the target group differs from the general population, although this impact will be positive in providing new and expanded services for a group for whom provision is currently limited

#### **3.3 Would the proposal change or remove services used by vulnerable groups of people?**

Yes but, as noted above, this would mean new or additional services to meet the needs of vulnerable groups.

### **3.4 Does the proposal relate to an area with known inequalities?**

Yes. Some initial analysis of the cohort of single homeless people approaching the council is set out below. However, it should be stressed that this is incomplete and, in particular, that the proposal seeks to work with additional groups such as people released from prison and moving on from mental health treatment and these groups do not feature in the statistics currently available. Over time, work with these groups and more detailed analysis of the cohort as a whole may alter the apparent profile.

In broad terms, homelessness is more likely to affect certain groups – for example, more men than women and disproportionately large numbers from certain ethnic groups. However, the profile of non-priority homeless people is not necessarily the same as that of the priority homeless and the cohort affected by this proposal is not as well understood. In this context, continuing analysis will provide better data to inform further assessment of the impact of the proposal.

### **3.5 Is the proposal likely to be sensitive or important for some people because of their equality characteristics?**

As noted above, this may be the case and further analysis will be needed to assess the impact.

### **3.6 Does the proposal relate to one of Brent's equality objectives?**

The proposal relates to the following objectives:

- To know and understand all our communities
- To ensure that local public services are responsive to different needs and treat users with dignity and respect

To develop and sustain a skilled and committed workforce able to meet the needs of all local people

### **Recommend this EA for Full Analysis?**

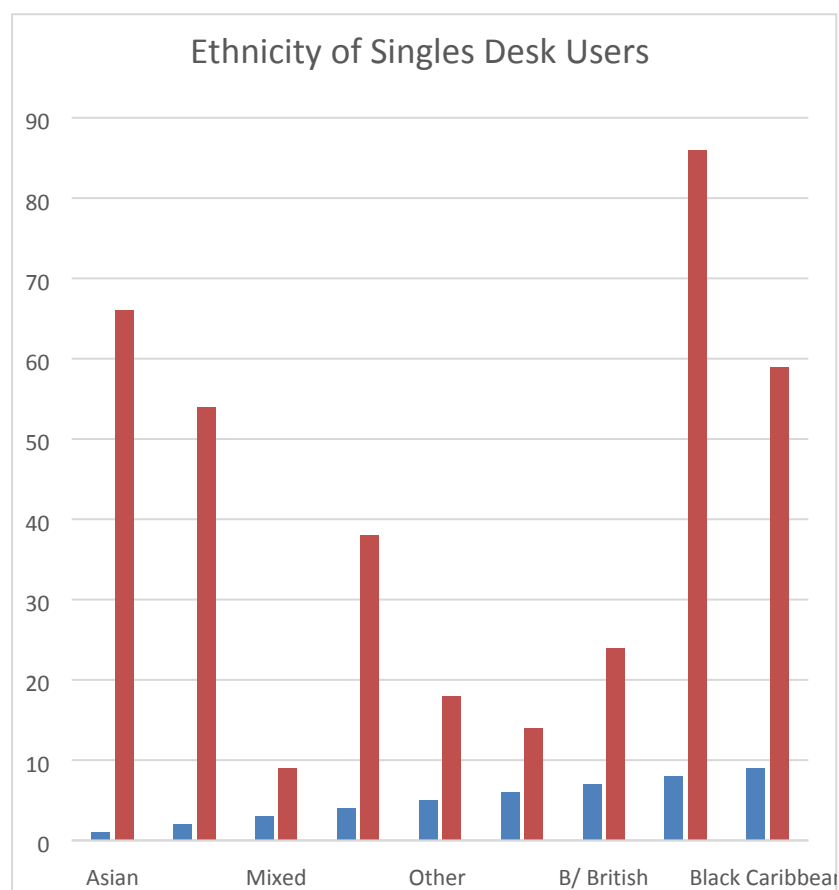
Not at this stage. The impact is expected to be positive for all those affected by the proposal but it will be necessary to carry out a further assessment once the programme is up and running in order to fully understand the impact and identify any adjustments to the project. It is suggested that this should be carried out after one year.

### **4. Use the comments box below to give brief details of what further information you will need to complete a Full Equality Analysis. What information will give you a full picture of how well the proposal will work for different groups of people? How will you gather this information? Consider engagement initiatives, research and equality monitoring data.**

To support development of the proposal, data has been gathered since 1<sup>st</sup> September 2016 on those attending the council's singles desk. From this, it has been estimated that 1947 people might make use of the proposed service in the first 12 months. This does not include people who do not progress beyond the triage service and numbers may rise as a result of the reduced overall benefit cap and new referral routes that may be established, for example in relation to mental health and the CRC. It will therefore be necessary to monitor use of the service carefully to understand the profile of users.

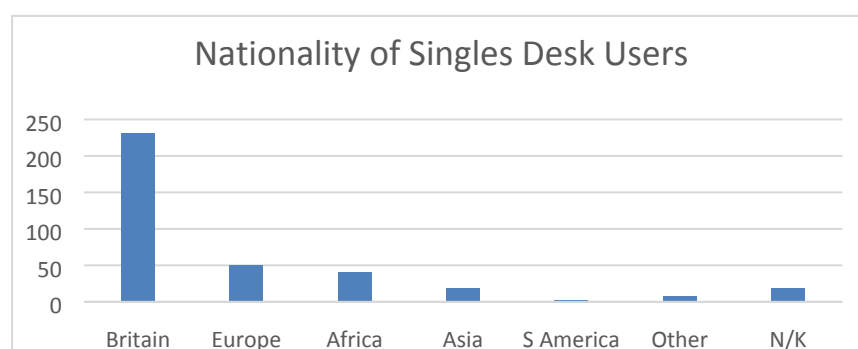
At this stage, analysis of the data collected since September provides some initial findings, although these should be treated with care pending further work. The charts below provide a summary, with some commentary. As noted earlier, the expectation is that the impact for all service users will be positive, but improved data collection and analysis may provide opportunities to identify improvements to the service over time.

**Table 1: Ethnicity**



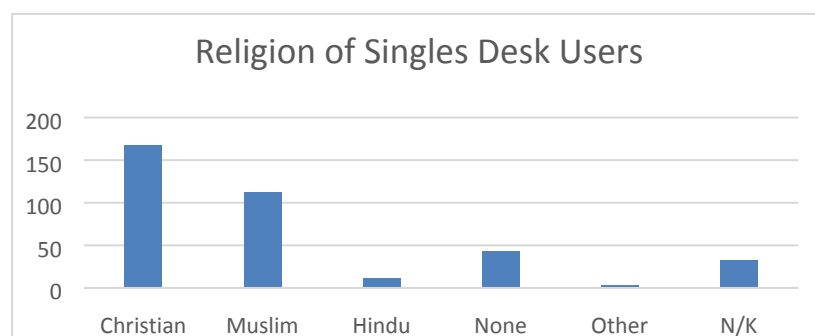
Black African and Black Caribbean people are over-represented compared to the general population, while White UK individuals are under-represented. It should be stressed that the categories above provide a summary picture – for example, within the Asian group, the highest number give their ethnicity as Asian Other, while there are very low numbers of Asian Indian or Asian Pakistani individuals. The White Other group contains individuals from a wide range of nationalities.

**Table 2: Nationality**



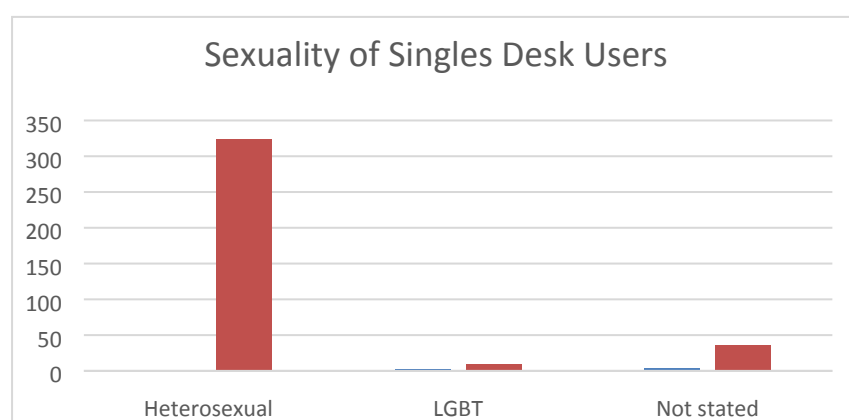
In terms of nationality, a large majority describe themselves as British, albeit from a range of ethnic groups. While this suggests that concerns over growing levels of homelessness among economic migrants may not have fed through into approaches to the council for assistance, it is worth noting that individuals of various European nationalities form the next largest group, although it is very diverse – the highest total from one country is eight from Poland. Among other non-British nationalities, Somalians are the highest number at 16.

**Table 3: Faith**



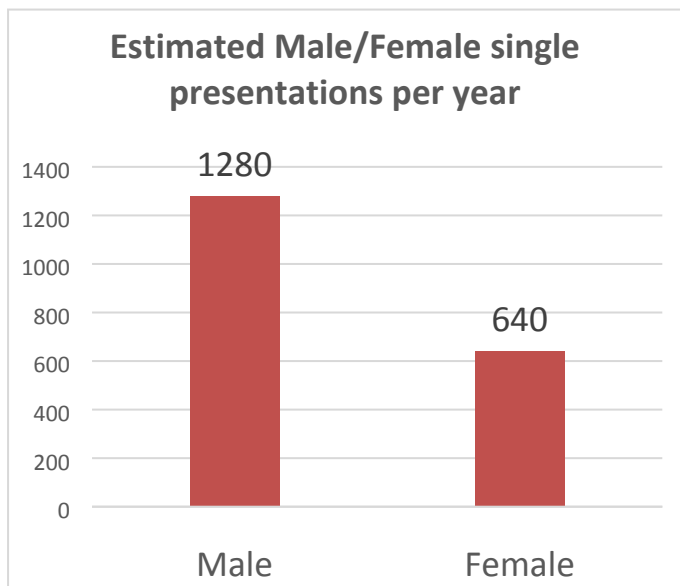
Data on religion is not entirely consistent with the findings of the 2011 Census, in particular 30% describe themselves as Muslim, compared to 18% in the general population, and only 3% as Hindu, compared to 19% in the general population. The proportions for Christianity are broadly similar at 45% and 41%.

**Table 4: Sexuality**



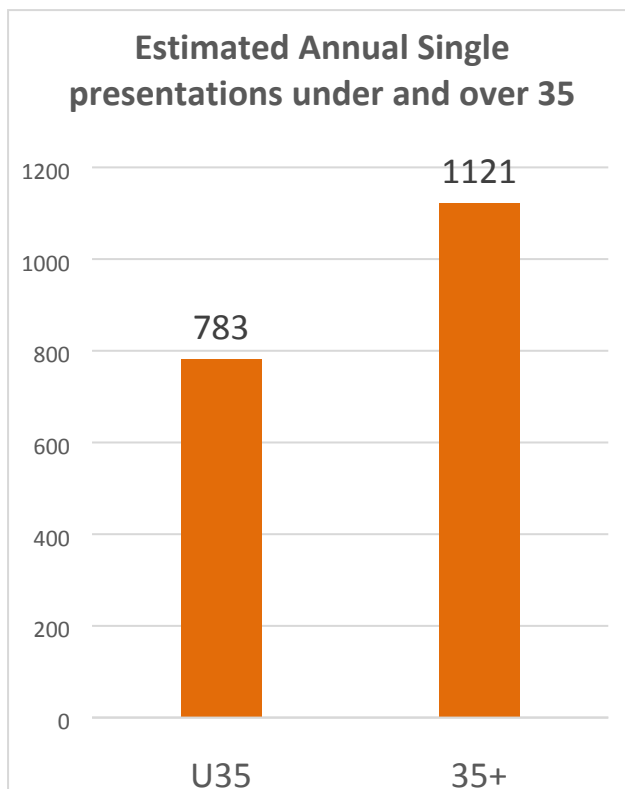
The overwhelming majority self-describe as heterosexual.

**Table5: Gender**




In terms of gender, the much higher proportion of men among the single homeless reflects the pattern found in London as a whole.

**Table 6: Age**



Analysis by age is more limited, but the largest group is over 35. It should be stressed that age is one of the factors determining priority need and most older people (65+) will fall into that group and are therefore not affected by this proposal.

**This page is intentionally left blank**

 <p><b>Brent</b></p>	<p><b>Cabinet</b> 16 January 2017</p> <p><b>Report from the Strategic Director, Community Wellbeing</b></p>
<p>For Action</p> <p style="text-align: right;">Wards affected: Barnhill, Wembley Central Brondesbury Park Willesden, Kenton, Stonebridge</p>	
<p><b>Housing Tenancy Conversions – Update and 2017/18 Conversions</b></p>	

**Appendix 1 is not for publication** as it contains the following category of exempt information as specified in Paragraph 3, Schedule 12A of the Local Government Act 1972, namely: “Information relating to the financial or business affairs of any particular person (including the authority holding that information)”

## 1.0 Summary

- 1.1 The council’s Housing Private Finance Initiative (PFI) project provides 364 units of Temporary Accommodation (TA) for homeless households and 20 units of residential care accommodation through contractual arrangements running until 2028. However, the financial viability of the project has been affected adversely by a number of external factors including the Government’s welfare reforms.
- 1.2 In January 2016, as part of a strategy to reduce the projected deficit in the project, Cabinet agreed to convert up to 122 TA units to Discounted Market Rent tenancies during the current year. All 122 tenancy conversions are due to be completed by March 2017 and customer feedback has been generally positive.
- 1.3 Under the terms of the PFI contract the maximum rent that may be charged in respect of a Temporary Accommodation unit is the maximum Housing Benefit payable for that property. The Government has announced that, from April 2017, the Temporary Accommodation Management Fee will be removed from Housing Benefit subsidy and an equivalent fund will be set up from the Department for Communities and Local Government (DCLG).
- 1.4 The council is therefore required to reduce the rents for all remaining TA units within the PFI, by £40 per week from 1 April. Rent increases will be applicable to some Discounted Market Rent properties from April 2017.

- 1.5 The report proposes to convert a further 122 TA units to alternative tenures during 2017/18, of which at least 72 properties will be let at Affordable Rents and the balance at Discounted Market Rents. It is also anticipated that all remaining TA units, as at March 2018, will be converted to Discounted Market Rent during 2018/19.
- 1.6 This proposal, and allowances in the council's medium term financial strategy, will reduce the projected deficit to £2.0m. As a result of changes made to the PFI contract in April 2015, the council will be able to recover up to £2.0m or 50% of the increase in value resulting from 158 affordable units being secured as Affordable Rented instead of Social Rented units at the end of the contract. It is anticipated this will reduce the overall deficit to nil by 2028. However, if the remaining conversions do not take place, the removal of TAMF from Housing Benefit subsidy will increase the projected deficit to £6.1m.
- 1.7 It was always intended to convert a proportion of the PFI homes to different tenancy types in order to provide more settled accommodation for current tenants. The proposal in this report represents an acceleration of this approach and the expectation is that the majority of the 122 households in the second tranche of conversions will transfer from TA to Affordable Rent or Discounted Market Rent tenancies, and remain in their current homes.
- 1.8 One of the council's housing priorities is to achieve a reduction in the use of Temporary Accommodation. In this context conversion of TA units, provided through the PFI, to Affordable Rent and Discounted Market Rent properties is positive. It provides an opportunity for households to access more settled accommodation in Brent, without needing to move home, and reduces the council's reliance on long-term use of Temporary Accommodation.

## **2.0 Recommendations**

### **Cabinet is asked to:**

- 2.1 Note the £40 per week rent reduction for Temporary Accommodation units which are included in the PFI contract from April 2017.
- 2.2 Approve the variable rent increases for Discounted Market Rent units which are included in the PFI contract from April 2017.
- 2.3 Note the current position with regard to the first tranche of tenancy conversions, to be completed by March 2017.
- 2.4 Agree during 2017/18 to convert up to 122 units of Temporary Accommodation which are included in the PFI contract to alternative tenures, of which at least 72 properties shall be let as Affordable Rent equivalent units and the balance shall be Discounted Market Rent units, as set out in the report
- 2.5 Delegate authority to the Strategic Director Community Wellbeing, in consultation with the Chief Finance Officer and the Chief Legal Officer, to issue to Brent Coefficient Limited a schedule setting out the units to be allocated as Affordable Rent/Discounted Market Rent units in accordance with the PFI contract.



### **3.0 Detail**

#### **Background**

- 3.1 The Brent Non-HRA Housing PFI contract was entered into between the council and Brent Coefficient Limited (BCE), a subsidiary of Hyde Housing Group (Hyde), in December 2008 for Phase 1, which was extended in July 2010 to include Phase 2 and the contract ends in December 2028. The project provided for the construction between 2010 and 2012 of 364 units of accommodation by BCE, and an additional 20 units of residential care accommodation, which are owned by the council. All units have been constructed and the project is in its service operational phase.
- 3.2 The 364 units were originally intended to be available for use as Temporary Accommodation (TA) by Brent in order to assist in meeting its statutory duty to provide accommodation to homeless households. In November 2014 Cabinet was advised of a projected deficit over the remaining contract term, arising as a result of the Government's welfare reforms. In particular the Housing Benefit subsidy limitations for TA mean that rental income to fund the required payments to BCE has not risen as assumed in the contractual financial model and, over the remaining course of the contract, this is projected to fall substantially short.
- 3.3 In order to remedy the above position, in November 2014 Cabinet agreed to make a number of changes to the PFI contract, and the revised contract was entered into in April 2015. The council is now entitled to propose changes to the tenure of up to 122 PFI units in any contract year and to allocate each 'converted' unit as either an Affordable Rent equivalent unit or a Discounted Market Rent (DMR) unit, or to convert it back to Temporary Accommodation. This provides the council with flexibility over the way in which the 364 units are used and the rents that can be charged, in order to optimise the financial performance of the project while meeting housing need.
- 3.4 The council is required, contractually, to convert a minimum of 72 properties from TA to Affordable Rent units by no later than April 2018, for a period of not less than five years. Affordable Rents may be charged at up to 80% of local market rents for one-bedroom units; 70% for two-bedroom units; and 50% for three-bedroom plus units or Local Housing Allowance (LHA) rates, whichever is lower. Discounted Market Rents are chargeable up to 80% of prevailing market rents, not limited to LHA.

#### **Tenancy Conversions to Discounted Market Rent during 2016/17**

- 3.5 In January 2016 Cabinet agreed to convert up to 122 units of Temporary Accommodation to DMR properties during the current year. It was recognised that, if units were let at Discounted Market Rents, they may need to be used to meet housing needs in a more targeted way, primarily for those in employment or who were otherwise exempt from the overall benefit cap (OBC).
- 3.6 Cabinet therefore agreed to prioritise the first 122 properties to be converted to Discounted Market Rent on the following basis. This excluded one-bedroom units as these were intended to be converted to Affordable Rent from 2018:
- Working households

- Other households exempt from the benefit cap including ASC nominees
- Smaller properties by earliest date of homelessness acceptance.

- 3.7 The process of identifying households to be offered DMR tenancies, in the first year of conversions, has been complex and resource intensive. This is due partly to the need for a formal suitability (i.e. affordability) assessment to be made for each household, and practical issues in obtaining the necessary financial and other information from tenants. While the same issues will apply to future conversions, familiarity with the process should mean it can be completed more efficiently. In order to accommodate slight slippage in the tenancy conversion programme, BCE and Hyde have agreed for the annual conversions to be completed within each financial year, rather than contract years.
- 3.8 To date 98 units, including void properties, have been agreed between the council and BCE/Hyde for conversion to Discounted Market Rent. Of these properties, 25 households have entered into DMR tenancy agreements and the remaining 73 are scheduled to be signed up by February 2017. Suitability assessments are ongoing to identify 24 further households to be offered and enter into DMR tenancies by March 2017. It is therefore anticipated that the maximum 122 tenancy conversions will be achieved for 2016/17, and overall customer feedback has been positive.

### **Housing Benefit Changes from April 2017 and Current Financial Position**

- 3.9 Under the terms of the PFI contract between the council and BCE, the maximum rent (including eligible service charge) that may be charged in respect of a Temporary Accommodation unit is the maximum Housing Benefit payable for that property. Self-contained TA currently attracts Housing Benefit at 90% of the January 2011 LHA rate for the property size, plus a Temporary Accommodation Management Fee (TAMF) of £40 per week. This is the level at which the PFI rents for TA units are currently set.
- 3.10 The Government has announced that, from April 2017, TAMF will be removed from Housing Benefit subsidy and an equivalent fund will be paid as grant to the council by the Department for Communities and Local Government from that point. The council is therefore required, contractually, to reduce the rents for all remaining TA units within the PFI, by £40 per week from 1 April. The revised rent figures are shown within the schedule at Appendix 1, for Cabinet's approval.
- 3.11 The baseline financial position reported to Cabinet in January 2016 reflected the 72 TA properties which are required to be changed to Affordable Rent units by April 2018. The report also assumed that the scheme would mitigate the deficit entirely if all the planned conversions were actioned and that the council made provision for growth in its medium term financial strategy. However, if the remaining conversions do not take place, the removal of TAMF from Housing Benefit subsidy for the remaining 242 units of Temporary Accommodation will increase the projected deficit to £6.1m.

### **Rent Increases for Discounted Market Rent Units from April 2017**

- 3.12 Discounted Market Rents are intended to increase in line with the rents of equivalent private sector properties in the same area. This is necessary in order

to reduce the projected financial deficit by the end of the contract. DMR rents are variable by nature, as they reflect the specific local rental market for each unit, rather than being set on a portfolio-wide basis.

- 3.13 Those properties converted to DMR by 31 March will be subject to a rent increase from 1 April 2017. Independent rental valuation reports have been provided by DVS (the District Valuer), and the rent increase will be the difference between the February 2016 and November 2016 DVS rents for equivalent units.
- 3.14 The Discounted Market Rent for 148 units has increased, by a maximum of £20 per week, and for 216 units the DMR rent has not changed. The overall average rent increase is 1.3% for nine months. This reflects both the variable nature of DMR rents and a relative slowing of rental markets due to recent financial and political factors. The Discounted Market Rents to be charged from 1 April 2017, for those properties let on DMR tenancies at 31 March, are shown within the schedule at Appendix 1, for Cabinet's approval.

### **Proposed Tenancy Conversions for 2017/18**

- 3.15 Removal of the Temporary Accommodation Management Fee from Housing Benefit subsidy provides an immediate financial incentive for the council to convert the remaining TA units to alternative tenures as quickly as possible – this warrants re-consideration of the council's approach to tenancy conversions. It is recommended that Cabinet agrees to convert up to a further 122 properties during 2017/18. Even with familiarity with the conversion process this will take several months to complete. The proposal contained within this report is therefore intended to accelerate the conversion rate, in order to minimise the impact of the removal of TAMF.
- 3.16 It was originally intended to reserve one-bedroom properties for conversion to Affordable Rent units. This was on the basis that the Affordable Rent for a one-bedroom unit would be set at a higher percentage (80%) of market rent than for two-bedroom (70%) or three-bedroom plus (50%) properties, but not more than LHA. PFI units are excluded from the 1% rent reduction, although they will be impacted by the LHA freeze and reduced indexation thereafter. It is considered likely that the Affordable Rent for one-bedroom units would be affordable to the majority of current tenants of those properties, and these conversions could be completed relatively quickly, with the tenants staying in their homes.
- 3.17 It is therefore recommended to bring forward the conversion of at least 72 and up to all 76 one-bedroom PFI properties, including voids, to Affordable Rent during 2017/18. This will be positive for deficit reduction following the removal of TAMF from Housing Benefit subsidy. It will also ensure that the contractual requirement to let at least 72 units at Affordable Rents by April 2018 is met.
- 3.18 Cabinet has agreed to prioritise properties occupied by working households for conversion to DMR, as they are less likely to be affected by the overall benefit cap. It is anticipated that the majority of OBC exempt households (excluding tenants of one-bedroom units) will have been offered DMR tenancies by March 2017, meaning there will be a minority of remaining tenants for whom DMR rents are affordable; although the numbers cannot be determined until formal suitability assessments have been made. It is proposed to offer DMR tenancies

to those remaining tenants for whom the rents are affordable, during 2017/18, and to re-let void two-bedroom plus properties as DMR units.

- 3.19 It was previously reported that DMR units fall within the definition of “Social Housing” and are currently exempt from LHA rates in respect of Housing Benefit, although households are still subject to the overall benefit cap unless they are exempt from the cap. In November 2015 the Government announced proposals to extend the application of LHA rates to Social Housing, for all new tenancies granted after 31 March 2016. It was originally intended that Housing Benefit entitlement would change from April 2018 onwards, but the implementation date has since been deferred until 1 April 2019. At that point in time an assessment will be made as to whether the rent remains affordable to existing households and, if not, alternative accommodation will be provided.
- 3.20 Once any Housing Benefit claimants move on to Universal Credit, the housing element within Universal Credit will be based on the LHA rate. This will be implemented as part of managed migration of existing claims from 2018 to 2021 or sooner if the claimant needs to make a new claim. The proposed conversion of PFI units to DMR Social Housing is therefore an appropriate short to medium-term strategy to reduce the projected deficit while maximising affordability.
- 3.21 In order to complete the final conversion of all 364 PFI units to alternative tenures, it will be necessary to provide alternative accommodation for those households for whom the new rents are not affordable. This is likely to be a resource intensive process and may, in some cases, require Hyde to undertake possession proceedings. It is recommended that these conversions are deferred until 2018/19, in order to allow time for implementation of a decant strategy. This will be for separate approval by Cabinet at a future date.
- 3.22 In summary it is proposed that the tenancy conversions for 2017/18 are prioritised as follows:
- One-bedroom properties – at least 72 and up to all 76 units, including voids, converted to Affordable Rent
  - Two-bedroom plus properties – up to 50 units occupied by working and other households exempt from the benefit cap converted to Discounted Market Rent tenancies, and voids re-let as DMR.
- 3.23 Assuming that the first 122 conversions can be achieved by 31 March 2017, and further conversions are undertaken in future years as set out in the preceding paragraphs, the estimated impact is to reduce the projected deficit at contract expiry to nil.
- 3.24 The financial modelling is sensitive to the basis for calculating market rent, from which both Affordable and Discounted Market Rents are derived (by applying the 80% factor). The financial model outputs summarised in this report are based on market rents taken from GLA rent map data for September 2016, using median rent figures by postcode.

### **Impact on Current Tenants**

- 3.25 The PFI project faces financial challenges, arising from a number of external factors, resulting in a projected deficit. The April 2015 contract changes provide

greater flexibility over the future use of the TA units. In considering the implementation of these changes officers have been mindful of the need to minimise the impact on current residents, while recognising the council's fiduciary duty to reduce the deficit.

- 3.26 It was always intended to convert a proportion of the PFI homes to different tenancy types in order to provide more settled accommodation for current tenants and for the council to discharge its homelessness duty accordingly. The proposal in this report represents an acceleration of this approach, for the second year, which is generally positive. The expectation is that the majority of the 122 households in the second tranche of conversions will transfer from TA to either Affordable Rent or Discounted Market Rent tenancies, remaining in their current homes with no disruption to their education or employment arrangements.
- 3.27 Prior to the offer of an Affordable Rent or DMR tenancy being made, officers will assess the suitability of the proposed offer, including the affordability of the property to the tenant. There are safeguards contained within the PFI contract and homelessness legislation if either BCE/Hyde or the tenant considers the offer of an alternative tenancy to be unsuitable. The tenant will be able to request a statutory review of any decision that an offer of accommodation is suitable.
- 3.28 If the outcome of the assessment process is that a property is not suitable to be offered as an Affordable Rent or Discounted Market Rent unit, for example if it is unaffordable to the current tenant, the council will work with that household to provide alternative accommodation. As indicated above this is not expected to affect a significant number of households in the second year of conversions, and a decant strategy will be implemented for year three. Ultimately, in the event of a tenant refusing a suitable offer, either of an Affordable Rent/DMR tenancy or alternative accommodation, they would be required to make their own arrangements for housing.
- 3.29 Affordable Rent and Discounted Market Rent properties will be let under Assured Shorthold fixed-term tenancies, for five and two years respectively. The council's policy position with regard to the renewal of tenancies at the end of the fixed-term period is being reviewed as part of a review of the council's Housing Strategy, for future consideration by Cabinet.

### **Link to Housing Priorities**

- 3.30 One of the council's housing priorities is to significantly reduce levels of homelessness in the Borough and the use of Temporary Accommodation. While homeless applications and acceptances have been increasing across London, the position in Brent has improved. In April 2014 the total of 3,300 households in TA was the highest in England, and by November 2016 this had reduced to 2,800 households.
- 3.31 As noted above, Temporary Accommodation use has been reduced, but remains a priority – to achieve a reduction to the London average by 2019. The council's Temporary Accommodation Reform Plan has put in place proposals to:

- Establish a council-owned company which will invest in buying and developing a long-term portfolio of properties, which can be let to homeless households at affordable (Local Housing Allowance) rates
- Bring forward the redevelopment of Knowles House and a site on London Road to deliver improved, self-contained TA for emergency use
- Deliver an improved approach to helping households gain or keep employment and help them settle successfully into their new homes
- Improve the way the council procures private rented accommodation through external commissioning and through a pilot project with other West London boroughs
- Aim to eliminate the use of Bed & Breakfast and hostel accommodation with shared facilities for Temporary Accommodation, to house people closer to Brent where possible and deliver revenue savings to the council.

3.32 In the above context conversion of TA units, provided through the PFI, to Affordable Rent and Discounted Market Rent properties is positive. It provides an opportunity for households to access more settled accommodation in Brent, without needing to move home, and reduces the council's reliance on long-term use of Temporary Accommodation.

#### **4.0 Financial Implications**

4.1 To mitigate the impact of the deficit this report proposes to convert a further 122 TA units, which is the maximum allowed within the contract in any year, to Affordable Rent and Discounted Market Rent by 31 March 2018. It is also anticipated that all remaining TA units, as at March 2018, will be converted to Discounted Market Rent during 2018/19. This proposal, and allowances of £0.9m over three years in the council's medium term financial strategy, will reduce the projected deficit to £2.0m.

4.2 As part of the contract changes made in April 2015, the minimum number of 158 units of TA, which were previously required to be converted to Social Rent at the end of the contract, will now become Affordable Rent units. The council will be able to recover up to £2.0m or 50% of the increase in value resulting from the 158 affordable units being secured as Affordable Rented instead of Social Rented units. It is anticipated this will reduce the overall deficit to nil by 2028. This projection is dependent on a number of volatile factors including future market rent, rent collection rate and interest rates; a financial risk that should be noted.

4.3 The 2015/16 Spending Review and Autumn Statement announced that funding of the Temporary Accommodation Management Fee will be devolved to local authorities from 2017/18, giving them more freedom and flexibility in how they use this funding. Current levels of funding will be maintained and councils will together receive an additional £10m per year nationally. The DCLG will set out the precise detail of how the new funding will be distributed later in 2016/17.

4.4 It is estimated that Brent's devolved Temporary Accommodation Management Fee will amount to c. £5.0m. This is based on devolution of the £40 per week management fee for an estimated 2,500 eligible TA properties per annum. It is

assumed that the impact of the removal of TAMF from Housing Benefit is cost neutral to the council for at least the first three years. This is because any deficit will be offset by grant from central government. However, without the grant, the removal of TAMF from Housing Benefit subsidy for the remaining 242 units of Temporary Accommodation will increase the projected deficit to £6.1m.

## **5.0 Legal Implications**

- 5.1 Under the terms of the revised PFI contract the council is entitled to allocate a dwelling as either an Affordable Rent Equivalent Dwelling, A Discounted Market Rent Dwelling and/or as Temporary Housing. The council is only entitled to propose a maximum of 122 changes to tenure in any contract year, which is why the report proposes that 122 dwellings are converted from Temporary Housing to Discounted Market Rent Dwellings for 2017/18.
- 5.2 Dwellings are regarded as "Social Housing" if they fall within the definition of "Social Housing" in the Housing and Regeneration Act 2008. Essentially, for rented dwellings, this requires two tests to be satisfied, namely (i) that the rent is below market rent and (ii) that the property is made available for letting in accordance with rules designed to ensure that it is made available to people whose needs are not adequately served by the commercial housing market.
- 5.3 The Dwellings let under this PFI contract are all let by Hyde Housing Association as landlord. As a Registered Provider, Hyde is bound by the terms of the Rent Standard for all Social Housing. Even if the PFI dwellings are regarded as Social Housing they are, nonetheless, currently exempt from the Rent Standard. The PFI dwellings are exempt from the requirement to reduce rents by 1% as set out in the Welfare Reform and Work Act 2016.
- 5.4 From April 2017, the Temporary Accommodation Management Fee will be removed from Housing Benefit subsidy and an equivalent fund will be set up by the Department for Communities and Local Government from April 2017.
- 5.5 It is not envisaged that the recommendations in this report will require any further variations to the PFI contractual documentation.

## **6.0 Diversity Implications**

- 6.1 An Equality Analysis was undertaken to inform the previous Cabinet report, in January 2016, and the details have not changed materially for the current proposal.
- 6.2 Where Temporary Accommodation units are converted to Discounted Market Rents this will impact on the current tenants, either by increasing the rents payable over a period of time or, if the rents are considered to be unaffordable, in requiring them to move to other accommodation, which may be permanent or Temporary Accommodation. Some of these households will have Protected Characteristics in respect of the Equality Act 2008. For some households the impact will be positive, for some negative and others broadly neutral.
- 6.3 There is the potential for households with protected characteristics to be disproportionality affected by these changes as an unintentional consequence of the way in which units are selected for conversion to DMR. However, with the exception of the minimum 72 units that are required to be converted to

Affordable Rent, all remaining units are likely to be converted to Discounted Market Rent over a three year period.

- 6.4 This proposal is needed in order to ensure that the council meets its fiduciary duty in respect of the PFI contract, to reduce the projected deficit. It is important to note that the intention was always to convert a proportion of the TA units to provide more settled accommodation for current tenants. What has changed is the nature of the tenancies to be offered.

## **7.0 Staffing/Accommodation Implications**

- 7.1 There are no immediate staffing or accommodation issues arising from this report.

### **Background Papers**

Appendix 1 – Property and Rents Schedule 2017/18

Cabinet report, 20 January 2016 – Tenancy Conversions

### **Contact Officers**

Chris Trowell, External Partnerships Manager

[Chris.trowell@brent.gov.uk](mailto:Chris.trowell@brent.gov.uk)

020 98937 4527

Jon Lloyd-Owen, Operational Director, Housing and Culture

[Jon.lloyd-owen@brent.gov.uk](mailto:Jon.lloyd-owen@brent.gov.uk)

020 8937 5199

*PHIL PORTER*


Strategic Director, Community Wellbeing



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

**Document is Restricted**

**This page is intentionally left blank**

 <b>Brent</b>	<p><b>Cabinet</b> 16 January 2017</p> <p><b>Report from the Strategic Director of Community Wellbeing</b></p>
<p>Wards affected: ALL</p>	
<p><b>Independent Living Fund</b></p>	

## 1. Summary

- 1.1 The Independent Living Fund (ILF) was a national scheme set up in 1988 which funded care packages separately from Local Authorities. The ILF stopped taking new applicants in 2010, and closed for existing users on 30<sup>th</sup> June 2015 which resulted in Local Authorities becoming solely responsible for meeting the eligible needs of all those people under the Care Act 2014 as part of its core statutory duty.
- 1.2 In April 2015 Brent Council made a decision that whilst there was Central Government funding there would be no immediate reduction in support. However given the funding was not provided in perpetuity, the Council decided it would need to review all packages and determine the social care eligible level of need which may mean a reduction in funding for some individuals at some point.
- 1.3 The long term funding settlement for ILF is now clear with the Government reducing the ILF grant provided to Brent Council every year until it completely ceases in 2020. This report sets out the options and recommendations regarding the future of funding for ILF users.

## 2 Recommendation(s)

### Cabinet is asked to:

- 2.1 Note the national funding changes and the impact they have in Brent.

Agree to implement Option 1 as the most equitable and financially sustainable option.

### **3 Background**

- 3.1 Brent Council and Adult Social Care took over responsibility for the support ILF users received after 30th June 2015 as part of the wider Care Act 2014 responsibilities. The eligibility criteria and client contribution level for ILF is different to the Care Act 2014 criteria. The transfer of ILF funds process required all ILF users to have an assessment or review of their eligible social care needs and their support plans updated, as well as having a review of their financial contributions; each individual was written to informing them of what level of support Adult Social Care would fund if ILF monies were no longer available. The letter also assured people that support would be offered to enable any transition, and we would update them further when the long term funding position became clear.
- 3.2 The review of packages highlighted that two-thirds (42 out of 63) of ILF users' needs would be met if using the Care Act 2014 criteria. However, the review also found that 21 ILF users were receiving packages of support and care that were above what they would have been likely to have received had they been assessed under the Care Act 2014 by the local authority. These reviews also highlighted that some of these packages were not promoting independence and best use of existing resources in the same way as would have been done had they been arranged by the Council as part of its core adult social care duties.
- 3.3 The Council is clear that any changes to ILF funding would impact only on the 21 users currently identified as receiving funding over and above what would have been allocated had they been assessed under the Care Act 2014. The Council is equally clear that any changes to funding for this group of 21 people will need to be carefully managed and communicated, that any changes to care and support plans will need to promote and maximise independence for individuals and that in some cases short term transition funding may be required.
- 3.4 ILF recipients are understandably anxious about any changes to funding that they have been receiving for many years. As was agreed by cabinet after the initial transfer of funds, the Council is committed to supporting these people to minimise the impact of any funding changes. This includes allocating some transitional funding to support users with the impact of any changes to their packages as necessary.
- 3.5 Initially, the Local Authority received a Section 31 grant from Department of Communities for 63 ILF users for their ILF support of £1.012m (net) until 31st March 2016 and later received confirmation on 10th February 2016 that this funding would continue at a decreasing rate per year until 31st March 2020 when funding would cease entirely.

3.6 Brent Council accepted on transfer that the difference in funding of packages was through no fault of the ILF users and made the decision to continue funding ILF users at their existing levels with the right to review that level of funding in the future. However, the Council also accepted that this was inequitable and that users who had been assessed and supported through ILF were receiving higher levels of packages than users assessed and funded through Adult Social Care with similar levels of need.

3.7 The Council has done extensive work to analyse the packages of the 21 people affected, and to identify how any changes to their funding could be minimised. The impact of the proposed recommendation on the 21 ILF users likely to be affected is set out below:

- a. Five of the affected ILF service users receive more than £100 per week over and above their assessed and eligible needs. The impact of removing this additional funding will vary, however we believe we can provide a similar level of support in a more cost effective and creative way for all of these users. For example, a user who currently receives waking night support at the cost of £900 per week (cost of total package is £2009 per week) could be supported through telecare during the night or he could be supported in independent living at the cost of £1400 per week, which would likely be a less restrictive option than the current package.
- b. At the time of the ILF grant transfer, out of the 5 people who have been identified as having high cost packages, only one person was deemed eligible for Continuing Health Care funding. The Council would look to reassess the other 4 high funded packages to ensure that we maximise funding from other sources.
- c. The Council is confident that the wellbeing of all 21 service users affected can and will be maintained, and that they will continue to be able to access the community as well as receive all of the personal care and support they require. However, the service users and their families have attuned their lives around the current level of support arrangements and there is likely to be an understandable degree of opposition to any proposed reduction in packages.
- d. None of the ILF service users' access to employment and training opportunities will be affected. There are 2 ILF users within the affected group who currently access employment (one person in paid employment, one accessing voluntary work). However the Council believe we can support them to continue to access their employment within their revised budget.
- e. It is anticipated that families may present with increased carer needs, as we may expect families or carers to provide a higher level of support than they have previously been used to. It is worth noting that this is the expectation for anyone receiving support from Adult Social Care. Therefore the Council will be writing to and working with any carer likely to be impacted through proposed changes to encourage them to take up the offer of a carers assessment and to support carers to receive support in their own right as necessary.
- f. There are 4 ILF users in the affected group who are known to directly employ their personal assistants. It is possible that reducing the level of funding for these users would result in a reduction in hours for the personal assistants. However, we are advised by Penderells (direct payment support agency) that there are a number of service users who wish to recruit personal assistants

and we are confident that we can support them to find other caring roles if they wish to do so.

- g. 16 ILF users receive less than £100 per week over and above their assessed eligible social needs. It is anticipated that the impact would be minimal on this group as these ILF users already access 5 days a week day care and therefore do not need any additional funding to meet their assessed needs.
- h. The Council will review all of the affected users prior to implementing any reduction in packages, and an allocated worker will work with each user and family or carer to redefine their care and support plan. This will mean that each person's personal circumstances are fully understood and that the person and their caring network are fully involved in devising a support plan that meets their eligible needs. Where necessary, transition funding will be used to minimise the impact of any proposed funding reductions.

## **4 Options**

4.1 Cabinet are asked to consider at what level to fund ILF users' social care support. This decision is required at this time, as the Council has now been notified what funding is available from central government, and that this will be decreasing year on year until 31 March 2020, when it will end.

4.2 It is noted that some local authorities took the decision to align the personal budget for ILF users with their assessed eligible care needs from the date of the grant transfer of ILF in 2015, as this was felt to be the most equitable option. Information gained via Freedom of Information requests by Inclusion London (Supporting London's Deaf and Disabled Peoples organisations) a year after ILF closed indicates that 19 London local authorities reduced care packages by less than 10%, 8 London local authorities reduced between 10-50%, and 5 London local authorities reduced by over 50%.

4.3 A series of options are set out below, with relative risks and issues associated with each.

### **There are 3 proposed options:**

4.4 **Option 1:** ILF users who receive levels of funding over and above the level that is likely to have been allocated by the Council had they been assessed using Care Act 2014 eligibility criteria are reassessed immediately and are given a personal budget for their care and support needs on the basis of their assessed eligible care needs.

This is likely to mean that 21 out of the 63 people who receive ILF funding will have their total funding reduced. The level of funding reduction, and therefore the level of impact on the existing care package will vary depending on the personal circumstances of the user. However, the Council is confident that these users can be supported to maintain access to the community and have all of the eligible personal care needs met through better use of more creative and innovative solutions (such as telecare) and better use of existing community resources.

This option would mean that the Council would have a seeming surplus in the total grant as Central Government funding is being reduced on a percentage basis up to 2020/21. However, in reality there is no surplus because the grant was received net of client contributions and the amount that the Council charges in client contribution under our Fairer Charging policy is significant less than the ILF was able to charge. The difference between client contributions charged by the ILF and those charged by the Council is currently being met from core ASC funding along with the higher rate of funding that was awarded through the ILF for 21 users. Additionally, the Council is committed to providing short term transitional funding to those ILF users that need it.

*Risk:* A reduction in funding may impact on the hours of employed personal assistants where they are being used. However, there is a waiting list of people who are seeking to employ personal assistant, and the Council will work with Penderells Trust to ensure that opportunities for other employment are identified wherever possible.

*Risk:* It is possible that ILF users whom receive support over and above their eligible social care threshold may experience difficulties negotiating transition arrangements when their personal budgets are reduced to reflect their eligible care needs. However, detailed reassessments will be undertaken to identify alternative ways of supporting the affected users to continue to access the community, employment and personal care support and transitional funding will be available for up to 6 months for those people who need it.

**4.5 Option 2:** Reduce the personal budgets of ILF users by the same percentage as the ILF grant is reduced year on year until 2020/21 when any central government funding for the grant will cease. This option will affect 21 ILF recipients who are currently receiving a personal budget over and above their assessed eligible care needs. However, this option would still leave the Council with a shortfall in funding because the ILF grant was received net of client contribution, and the ILF used a different charging structure, meaning the total amount the Council pays for each of the 21 users impacted is higher than the ILF would have paid.

*Risk:* Whilst this option enables a gradual reduction of funding, this option maintains a two tier funding level for social care customers, which is inequitable.

*Risk:* A percentage reduction as per the central government grant reduction would not address the difference between net and gross funding levels and therefore a shortfall would still exist. As previously stated, this is due to the difference between how the ILF applied client contribution charges and how the Council assesses client contributions.

*Risk:* It is not possible to reduce packages on a percentage funding basis. This is because support is determined by need and not financial allocation, and packages would need to be reviewed in a holistic manner to ensure that people receive all the care and support they require.

**4.6 Option 3:** All ILF users will continue to receive funding at the current levels until 2020/21. Thereafter, all service users of Adult Social Care will receive services to reflect their assessed eligible care needs as set out in the Care Act 2014.

*Risk:* A high level of additional funding will be required up until 2020/21 if option 3 is pursued. Each subsequent financial year up until 2020/21, an increasing percentage would need to be identified to meet the gap between the grant allocated and identified funding for ILF users.

*Risk:* A financial gap in the Adult Social Care department will grow to £1.012m by 2020 meaning that additional savings will need to be found elsewhere.

4.7 It is recommended that option 1 is agreed as this is the most equitable and financially sustainable option.

4.8 Option 1 would mean that all ILF users would be reviewed again and be advised of their expected personal budget, which is aligned to their assessed and eligible care needs consistent with Care Act 2014, and that where existing ILF funding is above the level that would be allocated through assessment under the Care Act 2014, then these packages are reduced.

4.9 This option will affect 21 ILF recipients. The Council will communicate where a decrease in personal budget will be the case and provide them with advice and guidance around universal/alternative services to support how the reduction will be managed. The Council will ensure that all impacted ILF users and their carers are fully involved in creating a person centred care and support plan to promote independence and maximise the uses of available funding and community support options. Where necessary, transitional funding of up to 6 months may be allocated to minimise the impact of any changes.

4.10 It is recommended that the work with the 21 service users to reduce their overall care package be completed before the end of the current financial year, i.e. the review of care and support needs being completed and a decision around their personal budget being communicated to them, in order not to incur further financial pressure and to enable equity of provision for all social care users. It is anticipated that during this period, ILF users will be expected to inform their paid personal assistants of contractual changes to their care, which the Council will support them to do.

## **5 Financial Implications**

5.1 It is important to note that the Independent Living Fund was administered by the Department of Work and Pensions and was always subject to a different financial assessment to core Adult Social Care support; under an ILF financial assessment the individual would pay more towards their care than an adult social care user would.

5.2 Therefore, the amount of funding received by the local authority from central government for the ILF transition has always been less than the cost of the packages that Brent Council has taken responsibility for. This is because the grant was transferred to local authorities net of client contributions. This means that ILF users have been subsidised above and beyond the grant received through the Adult Social Care budget since the funding was transferred.



5.3 This report updates Cabinet on the shortfall in Adult Social Care's (ASC) budget as a result of the difference between net and gross funding of the ILF grant, and what is required to meet the statutory responsibilities under the Care Act 2014. ASC currently faces financial budgetary pressures resulting from the decision to continue to fund at original ILF level. The deficit between the grant and the amount spent on ILF users was widened again this year as this is the first year that the ILF grant reduction has been applied, however, we have not reduced funding for ILF users correspondingly.

5.4 The ILF grant was delegated to the Local authority in 2015. The total grant received for 2015 was £1.012m, while the cost of the packages of care that this funded was £1.163m, leaving a deficit of £151k in 15/16.

5.5 In 2016 Central Government announced further reductions - the funding for ILF will reduce and create the following yearly pressures: £234k in 17/18, £263k in 18/19, and £290k in 19/20. The grant funding will end in 20/21.

5.6 In addition to this tranche of client and funding, there remains a cohort of clients that are unknown to Brent that continue to receive funding via the ILF. It is anticipated that the care and support duties for these client will transfer to Brent council in 20/21 when the remaining ILF scheme ends. The cost of these additional clients is estimated to be in the region of £0.2m p.a. from 2020/21, although of course there are considerable uncertainties over this figure.

5.7 If option 1 is agreed it is anticipated that the reassessments will result in a reduction in care packages for the identified clients, and this will result in the deficit being reduced to nil.

5.8 If option 2 is agreed the pressure will reduce but there will still be a pressure due to the discrepancy between net and gross funding. The cumulative pressure by 19/20 would be £500k.

5.9 If option 3 is agreed then the deficit will grow to a cumulative pressure of £1m by 20/21. The Council would need to consider this increase in council funding as part of the medium term financial plan.

5.10 In all options the Council will still need to consider how to meet the cost of the c. £0.2m pressure from 20/21 for the remaining ILF funded clients.

## **6.0 Legal Implications**

6.1 There is a potential that previous ILF users may seek legal recourse if there is a national 'push' to do so.

## **7.0 Equality Implications**

7.1 Continuing to provide ILF equivalent funding for the 21 individuals identified as receiving support above their assessed eligible social care needs means

they are receiving more support than the remainder of the social care population.

## **8.0 Staffing/Accommodation Implications (if appropriate)**

8.1 None

### **Background Papers**


None

### **Contact Officers**

Amy Manji – Team Manager OPPD Support Planning and Review  
Amy.manji@brent.gov.uk  
0208 937 4261

Helen Duncan-Turnbull – Head of Service SPR  
Helen.dunca-turnbull@Brent.gov.uk  
0208 937 6169

*PHIL PORTER*  
Strategic Director of Community Wellbeing

 <p><b>Brent</b></p>	<p><b>Cabinet</b> 16 January 2017</p> <p><b>Report from the Strategic Director of Regeneration and Environment</b></p>
<p>Wards affected: ALL</p>	
<p><b>Gordon Brown Outdoor Education Centre - Award of High Value Works Contract</b></p>	

**Appendix 1 of this report is not for publication** as it contains the following category of exempt information as specified in Paragraph 3, Schedule 12A of the Local Government Act 1972, namely: *"Information relating to the financial or business affairs of any particular person (including the authority holding that information)"*

## 1.0 Summary

- 1.1 This report concerns the award of a high value works contract for the construction of a new accommodation block at the Gordon Brown Outdoor Education Centre.
- 1.2 The Gordon Brown Outdoor Education Centre is owned by the London Borough of Brent and is set in twenty-five acres of a Conservation Area in rural Hampshire countryside. The Centre provides outdoor activities and learning through residential and day visits, contributing to children's learning about environmental issues and the outdoors.

## 2.0 Recommendation(s)

Cabinet is recommended to:

- 2.1 Note that the preferred procurement route differs from that originally approved by Cabinet in June 2015.
- 2.2 Delegate authority to award a high value works contract to the Strategic Director of Regeneration and Environment in consultation with the Leader of the Council.

### **3.0 Detail**

#### Background to the Scheme

- 3.1 The 29 June 2015, Cabinet approved the invest to save proposal put forward by the Strategic Director of Children and Young People to replace a poor condition accommodation block at the Gordon Brown Outdoor Education Centre (GBOEC). The GBOEC is a Brent Council owned and operated asset which is situated in Hampshire.

#### Revised Procurement Process and Timetable

- 3.2 The June 2015 Cabinet report gave a purely indicative procurement timetable and no estimated dates for project completion. The procurement timetable in the 2015 report indicated that the procurement process would begin in July 2015 with adverts being placed two days after the Cabinet meeting. It was not until after the capital project delivery team was in place that it was noted that the development process for delivery required a different approach. Consequently, a detailed review by the Capital Programme Team found the procurement timetable to be unachievable. This was for two key reasons. Firstly because the feasibility study referred to in the June 2015 report was insufficiently detailed. Secondly because at the time of the June report no team had been appointed to provide professional services (design, M&E engineering, project management and cost consultancy) as the project finances had not been confirmed by Cabinet.
- 3.3 Following a procurement process, a professional team has now been appointed. There was some project delay caused by early issues in maintaining consistency with this external resourcing. Project outputs had previously been agreed with the GBOEC staff; however, due to Centre staff changes, designs have been reviewed, amended and are now re-confirmed with the Centre staff. The project is now progressing with a firm plan and team in place.
- 3.4 The Centre site and ecological surveys identified the immediate vicinity of the development site as being the habitat of Great Crested Newts which are a European protected species. These environmental conditions and the seasonal constraints on undertaking further surveys and subsequent works have impacted the programme. The current programme schedules a full planning application being submitted in early December 2016, subject to necessary approvals being in place, including a Natural England Licence. In addition, the GBOEC staff have requested a delay to the period in which construction takes place in order to maximise income opportunities for the Centre. This is accounted for within the timetable below.

- 3.5 The revised timelines, subject to necessary approvals being in place, for procurement and subsequent programme of works are as follows:

<b>Activity</b>	<b>Date</b>
Submit full planning application	23 December 2016
Tender issue	27 January 2017
Tender return	24 February 2017
Obtain planning approval	28 February 2017
Tender evaluation completed	6 March 2017
Proposed award of contract (subject to Planning Approval and Cabinet delegation of authority)	13 March 2017
Design and development of units off-site	March - May 2017
Start on Site (ground works)	May 2017
Completion	September 2017

- 3.6 It is proposed, in order to mitigate possible delays in the length of delivery of programme that procurement is undertaken alongside the planning application process as shown above.

### Risks

- 3.7 The principal risks with the proposed project are associated with construction costs, planning, programme and the Centre's ability to re-pay development costs. To lessen the risk of costs exceeding budget, the design team has reviewed costs to reflect a value engineered scheme. With regard to planning risks, a pre-application has been submitted; no significant adverse comments have been received, although there are specific ecological issues to be addressed and which are to be managed during the development programme. A Natural England Licence is to accompany the full planning application in early December. Risk of delays to programme are associated with ecological factors, which, likewise are to be managed during the construction programme. The June 2015 Cabinet approved a financial mechanism for the Centre to re-pay development costs over twelve years which, as the programme is delayed, will push-back the start of the repayment period.
- 3.8 The pre-tender considerations in the June 2015 Cabinet report stated that the procurement route would be an Open Tender process. Officers have since sourced a suitable Contractors Framework which would enable procurement in a shorter timescale, thus reduce the length of programme and minimise staff resources in procuring the works contract. The Chief Legal Officer has confirmed that the Southern Modular Building Solutions Framework is legally permissible for the procurement of a modular unit at GBOEC. Given that the framework is the preferred route to be used, slightly revised quality criteria are likely to be appropriate to comply with the requirements of the framework, although the quality/price split, as approved by the June Cabinet, will remain the same.

### Contract Value and Award of Contract

- 3.9 The June 2015 Cabinet report stated an estimated works contract value in excess of £500,000. It therefore indicated that following the invitation of tenders

and evaluation, officers would submit a report to Cabinet for approval to award the High Value Works Contract. The current cost estimate is based on more detailed design and is provided in appendix 1 of this report.

- 3.10 Cabinet approval is expected to be required to award the anticipated High Value Contract. If the ordinary reporting timelines were followed, the outcome of the tender evaluation and recommendation to award the contract would be presented to the 24 April 2017 Cabinet meeting. This would mean a two month delay on the dates shown in the timetable in paragraph 3.5 above, such that work would not be able to complete until November 2017. It is expected that this would have an impact on both the opportunity for GBOEC to generate maximum income and on the ability of Brent schools to use the centre for outdoor education during this extended period.
- 3.11 It is recommended that in order to mitigate the impact of the potential programme delay, Cabinet is asked to delegate authority to award the High Value Works Contract to the Strategic Director of Regeneration and Environment, following the evaluation process. This would enable the timetable set out above to be met. Cabinet is recommended to agree to this approach, noting the estimated construction cost provided in appendix 1 of this report.

#### **4.0 Financial Implications**

- 4.1 The financial implications for the development of the replacement accommodation block were considered in the 29 June 2015 Cabinet report. This included the mechanism for a repayment schedule to meet related development costs.
- 4.2 This current report notes that cost estimates are consistent with the former cost appraisal for the provision of a new accommodation block, equating, therefore, to a High Value Works Contract. The current cost estimate is within the previously approved budget.
- 4.3 Delays in the delivery of the scheme will have an impact on the outturn, as the service cannot generate the normal level of income. Its revenue budget assumes £414k of income. It is a rare commercially managed service within the Children and Young People's department, as all but £60k of their budget is funded by income. This is therefore a significant source of risk to the service, if there are future delays with the project. This may delay the ability of the Centre to pay back the development costs in the original time planned, as reported to June 2015 Cabinet by the Director of Children and Young People.

#### **5.0 Legal Implications**

- 5.1 The legal implications for the development of the replacement accommodation block were considered in the 29 June 2015 Cabinet report. In accordance with Contract Standing Orders 88 and 89, pre-tender considerations and the basis of evaluation for the project were approved by Cabinet. For the reasons detailed in this report, it is proposed that some of the pre-tender considerations,

namely the procurement route, timetable and detailed quality evaluation criteria, will change.

- 5.2 This report notes that the preferred procurement is to be sourced via a framework, rather than an Open Tender process. The Chief Legal Officer has confirmed that participation in the Southern Modular Building Solutions Framework is legally permissible in respect of the proposed call-off contract in accordance with Contract Standing Order 86(e)(ii). As detailed in paragraph 3.8 in view of the proposed use of the Southern Modular Building Solutions Framework and the need to comply with framework rules in conducting a mini-competition, whilst tenders are to be evaluated on the same quality/price split, there is likely to be a need to use slightly revised quality criteria from that set out in the June 2015 Cabinet report.
- 5.3 Whilst Contract Standing Orders permit Officers to commence a mini-competition under a framework without seeking Cabinet approval, the award of any contract is subject to the Council's usual Standing Order requirements in respect of High Value contracts and Financial Regulations. As a result, Cabinet approval is required for any award. For the reasons detailed in paragraphs 3.10 and 3.11 above, approval is sought to delegate the award of the construction contract to the Strategic Director of Regeneration and Environment, following an evaluation process, in consultation with the Leader of the Council.

## **6.0 Equality Implications**

- 6.1 Equality Implications were addressed in the 29 June 2015 Cabinet report. There were no adverse equality implications in the recommendations of that report and this remains the case.

## **7.0 Staffing/Accommodation Implications (if appropriate)**

- 7.1 There are no staffing implications within this report. The accommodation implications are as outlined in the main body of the 29 June 2015 report.

## **Contact Officers**

Christine Moore,  
Capital Projects Manager  
Tel: 020 8937 3118  
Email: [Christine.moore@brent.gov.uk](mailto:Christine.moore@brent.gov.uk)

Aktar Choudhury,  
Operational Director – Regeneration  
Tel: 020 8937 1764  
Email: [Aktar.choudhury@brent.gov.uk](mailto:Aktar.choudhury@brent.gov.uk)

*AMAR DAVE*






By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

**Document is Restricted**

**This page is intentionally left blank**

 <p><b>Brent</b></p>	<p><b>Cabinet</b> January 16 2017</p> <p><b>Report from the Strategic Director of Resources</b></p>
<p>For Action</p>	<p>Ward: Wembley Central</p>
<p><b>Head Lease Purchase of Lodge and Manor Court, Wembley Central</b></p>	

*Appendix 1 is below the line and not for publication as it contains the following category of exempt information as specified in Schedule 12A of the Local Government Act 1972, namely: "Information relating to the financial or business affairs of any particular person (including the authority holding that information)"*

## 1.0 Summary

- 1.1 The proposed purchase of the head lease in relation to two large residential blocks within the Housing Revenue Account (HRA) known as Manor Court (40 units) and Lodge Court (38 units) located in Wembley Central, on either side of Wembley Central Station. See appendix 2.
- 1.2 The Council owns a sub-lease for the blocks for a fixed period. The remaining term of the sub-lease is 49 years. The Council will be required to return ownership of the blocks to the head lessee with vacant possession when the sub-lease comes to an end, which will mean re-housing the secure tenants in alternative accommodation.
- 1.3 The Council pays an annual ground rent payment to the head lessee under the sub-lease. The Council's rent liability increases at every rent review cycle (every 25 years). The rental income the Council receives from letting the units is unlikely to cover the cost of future ground rent payments.
- 1.4 The purchase of the head lease would provide the Council with ownership of the blocks for approximately 119 years (an additional 70 years). Under a head lease, the Council would only be required to pay a peppercorn rent (nil ground rent) which would reduce the Council's operational costs.
- 1.5 An opportunity has arisen for the Council to acquire the head lease under negotiated agreement.

- 1.6 The proposal to purchase the head lease is in line with the Council's Residential Leasehold Property Strategy, approved by Cabinet in September 2013, which supports a strategic approach to managing the Council's residential leasehold portfolio through advance acquisitions.

## 2.0 Recommendations

- 2.1 That Cabinet gives approval for officers to negotiate with Holaw (401) Ltd for their head lease, on a without prejudice and subject to lease basis. The purchase of the head lease would remove the rent liability the Council currently has under its sub-lease and extend the Council's ownership in the blocks by an additional 70 years.
- 2.2 That Cabinet delegate authority to the Director of Resources to approve the final terms of the purchase.

## 3.0 Detail

- 3.1 The Council owns a long leasehold interest in Manor Court and Lodge Court, which are residential blocks situated within the Wembley Central development (previously known as Central Square Shopping Centre which was constructed in the 1960s).
- 3.2 Lodge and Manor Court are held within the HRA and consist of a total of 78 units of 1 and 2 bedroom flats and includes 36 allocated parking spaces; 65 units are let to secure Council tenants and 13 units have been sold off under the right to buy scheme (RTB). The current schedule of accommodation is as follows:

Table 1: Schedule of accommodation

Accommodation	Total units	Sold under RTB	Net units
<b>Manor Court</b>			
Bed 1:	10	1	9
Bed 2:	30	5	25
Sub Total	<b>40</b>	<b>6</b>	34
<b>Lodge Court</b>			
Bed 1:	12	2	10
Bed 2:	26	5	21
Sub Total	<b>38</b>	<b>7</b>	31
<b>Total Resi.</b>	<b>78</b>	<b>13</b>	<b>65</b>
Car park spaces			36

- 3.3 The blocks are held by the Council under a long lease from Holaw (401) Ltd who are understood to be a financial vehicle. The table below sets out the leasing arrangements in relation to the blocks. Network Rail owns the freehold and the Council's sub-lease sits underneath a number of superior interests.

Table 2: Superior Interests

<b>Ownership Hierarchy</b>	<b>Legal Interests</b>
1.Freehold Wembley Central	Network Rail Infrastructure Ltd
2.Head lease Wembley Central  150 years, expires December 2135 Peppercorn rent	Sowcrest Ltd (St Mowden Properties Plc)
3.Head lease of Lodge and Manor Crt 150 years, expires December 2135 Peppercorn rent	Holaw (401) Ltd
4.Sub-lease of Lodge and Manor Crt 99 years, expires September 2065 Annual ground rent to Holaw (401) Ltd	London Borough of Brent (65 units)
5.Sub-lease from Brent Council to RTB tenants Expires September 2065 Peppercorn rent	Privately owned (13 units)

3.4 At the expiry of the Council's lease in 49 years' time in September 2065, the Council will be required to yield up the units with vacant possession to Holaw (401) Ltd and the Council may also be liable for dilapidation costs.

3.5 This would also mean that the remaining secure Council tenants would lose their legal interest in their homes and they would be required to be rehoused by the Council. This would mean securing 65 alternative housing units.

3.6 Holaw (401) Ltd have expressed an interest to sell the head lease to the Council through their representative Lambert Smith Hampton.

#### 4.0 **Financial Implications**

4.1 The detail of the financial implications are contained in appendix 1 which is not for publication as it contains the following category of exempt information as specified in Schedule 12A of the Local Government Act 1972, namely: "Information relating to the financial or business affairs of any particular person (including the authority holding that information)"

#### 5.0 **Legal Implications**

5.1 A long leasehold interest can be a wasting asset because the term will diminish over time. The purchase of the head lease would help preserve the market value of the Council's interest in the blocks, particularly if a lease extension of the head lease can be secured

- 5.2 Section 120 of the Local Government Act 1972 provides authority for the Council to acquire land by agreement for the purpose of exercising any of its functions. This Act therefore enables the Council to acquire the long lease from the superior landlord and therefore comply with its statutory duty under the Housing Act 1996 and the requirement to allocate accommodation to those identified as qualifying persons.
- 5.3 Section 8 of the Housing Act 1985 confers upon the Council an obligation to assess all current and future housing needs for affordable housing and the approach reflected in this report ensures that the Council is able to comply with this duty in relation to Lodge Court and Manor Court, the end result of which will ensure that the housing stock in relation to the available units within these block does not deplete.
- 5.4 The Leasehold Reform Housing and Urban Development Act 1993 (LHUDA 1993) provides a statutory right for a qualifying tenant to extend its lease for an additional term of 90 years plus the remaining term of the lease, at a peppercorn rent. The LHUDA 1993 provides that a premium must be paid. An examination of the leases will be required to ascertain whether this LHUDA 1993 will apply in this situation.
- 5.5 The LHUDA 1993 does however provide that a person can be among those constituting a qualifying tenant of two or more flats at the same time, whether the tenant of those flats is under one lease or under two or more separate leases.
- 6.0 **Diversity Implications**
- 6.1 None at the present time. Re-housing of secure Council tenants under lease expiry scenario may give rise to diversity implications depending on the re-housing options available at the time.
- 7.0 **Staffing/Accommodation Implications**
- 7.1 There will be a requirement for external surveyor for valuation purposes.

**Contact Officers**

Sarah Chaudhry  
Head of Property

*ALTHEA LODERICK*  
Strategic Director of Resources

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

**Document is Restricted**

**This page is intentionally left blank**



## Appendix 2: Plan (For Illustration Only)

### Manor & Lodge Courts, Central Square, Wembley, HA9



21 October 2016

1:1250

0 10 20 metres



**This page is intentionally left blank**

 <b>Brent</b>	<b>Cabinet</b> 16 January 2017  <b>Report from the Strategic Director of Resources</b>
For Information	
<b>One Public Estate Programme in Brent</b>	

## 1.0 Summary

- 1.1 This Report provides: a briefing on the Council's newly established One Public Estate Programme; governance arrangements; next steps: and proposals for evolving a common public sector estates strategy.
- 1.2 Cabinet agreement is being sought on priorities for next phase OPE projects with a particular emphasis on the fit with delivering the Health Service Transformation Plan.
- 1.3 A detailed summary of Brent's OPE projects is provided, particularly the Northwick Park OPE project, with approval sought to vary the existing Cabinet decision to allow withdrawal of Northwick Park Pavilion from the CAT programme.

## 2.0 Recommendations

- 2.1 To note the Council's success in obtaining £222,500 of Cabinet Office funding under the One Public Estate (OPE) programme, and the arrangements in hand to successfully deliver the programme.
- 2.2 To consider and agree the list of priority projects for further OPE bids as set out in the report.
- 2.3 To agree the withdrawal of the Northwick Park Pavilion from the Community Asset Transfer Programme.

## 3.0 Detail

- 3.1 OPE is an initiative delivered in partnership by the Cabinet Office Government Property Unit (GPU) and the Local Government Association (LGA). It provides practical and technical support and funding to councils to deliver ambitious property-focused programmes in collaboration with central government and other public sector partners.

3.2 At its heart, the programme is about getting more from public sector collective assets with four core objectives:

1. creating economic growth (new homes and jobs)
2. more integrated, customer-focused services
3. generating capital receipts
4. reducing running costs

3.3 Brent's initial involvement with OPE was via the London Borough of Barnet OPE programme, where amongst a variety of projects, Barnet has been working with Harrow and Brent to look at synergies between public sector ownerships on Borough boundaries; and ways to improve highway and public realm in Burnt Oak and Colindale. This relationship continues.

3.4 With some inspiration taken from the Barnet programme, Brent recognised the potential of the OPE programme to act as a catalyst to co-operative projects with our public sector partners in the Borough. Brent accordingly submitted a bid for OPE's September 2016 funding round.

Brent has been awarded initial funding of £222,500 up to September 2017 with a further commitment of £138,000 from September 2017. The total sum of £360,500 is available in accordance with the table set out below:

<b>Workstreams</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>TOTAL</b>
OPE Programme Manager	£37,500	£37,500	£0	£75,000
Northwick Park regeneration programme	£66,250	£135,250	£69,000	£270,500
LB Brent Public Sector/Health Review	£7,500	£7,500	£0	£15,000
<b>TOTAL</b>	<b>£111,250</b>	<b>£180,250</b>	<b>£69,000</b>	<b>£360,500</b>

3.5 Accepting this grant fits with the Council's strategic priorities. The Council would likely have chosen to conduct such a programme to maximise the potential value within its buildings but there is now an opportunity to do the work to a higher standard. . Furthermore, One Public Estate's strategic approach should allow partners to not only generate savings and receipts but should also enable re-development of some of the sites.

3.6 Brent's bid also included projects based around: Church End, Vale Farm, and Wembley. Whilst all were recognised by OPE as having considerable potential, they were not awarded funding at the present time, with OPE encouraging working up of more detailed bids, and submission at an appropriate time.

## Governance

3.7 Brent's OPE programme will be put into effect via a Brent Programme Delivery Board, chaired by the Director of Resources, and with OPE representation and attendance by Project leads. The purpose of the board will be explicitly to

oversee delivery of Brent's OPE programme, with project groups reporting to the board at each meeting on progress made and signing off on next work phases. The board will also sign off on communication to OPE using the OPE templates, and co-ordinate regular communication to other groupings in the Borough such as the Brent Clinical Commissioning Group.

- 3.8 The Board will report to 'Partners for Brent' which is the borough's Local Strategic Partnership (LSP) - a multi-agency partnership.

## Projects

- 3.9 The programme work stream projects will include a Property Group, comprising the appointed project manager and relevant staff from participating public sector organisations with access to the required property knowledge, and tasked with fulfilling Brent's promise to OPE for assembling property data. The group will also lead on the development of a cross public sector strategy, as detailed below.

- 3.10 The work Brent has committed to undertake is detailed at the Appendix attached to this report, but in summary comprises:

- 3.10.1 A data capture exercise to share and publish information on public sector ownership in the Borough.
- 3.10.2 Development of a cross public sector property strategy, evolving from a review of public sector property strategies to identify common themes, and priorities, in order to draw together a common strategy document, and thus identify opportunities for common working or the release of development sites. There will be a particular emphasis on working with Health partners in order to deliver the Health Service Transformation Plan.
- 3.10.3 Northwick Park based around the agglomeration of public sector ownership at Northwick Park, delivering a wide variety of benefits including for example: growth via new homes and development; efficiencies via generation of capital receipts; and integrated services via a new energy centre. Current Partners are: London Borough of Brent, Northwick Park Hospital, University of Westminster, Network Homes Ltd, with anticipated future partners: London Borough of Harrow, Transport for London, Greater London Authority, Care and Commissioning Group (CCG)

## Northwick Park Pavilion Community Asset Transfer

- 3.11 It should be noted that the Northwick Park Pavilion is currently included in the Community Asset Transfer (CAT) Programme. There is potential for a joint approach to the provision of sport at Northwick Park, with considerable demand generated by the University and Hospital. The pavilion could play a significant role in such provision. Brent's land holdings at Northwick Park are substantial, but are largely made up of playing fields, and the pavilion is one of the few pieces of built infrastructure that Brent can add to the OPE mix. Accordingly it is proposed that the Pavilion be withdrawn from the CAT programme.

- 3.12 The original CAT proposal was submitted by the Parnell Gaelic Football club (PGFA), and reported to Cabinet on 8th February 2016, when it was resolved to approve the marketing of the Northwick Park Pavilion (Main Hall and Ancillary Areas) as a CAT opportunity for a seven year lease. Discussions have recently been held with the PGFA, who have confirmed their understanding that the Council's position on the CAT is under review, and as an alternative they are prepared to submit a proposal to lease the premises, after suitable marketing by the Council. It is believed that offering a five year lease with an option to determine at the third year would provide sufficient security for the PGFA whilst at the same time ensuring its availability for the wider Northwick Park project.

#### Future Opportunities

- 3.13 As an enrolled member of the OPE programme, Brent now can submit accelerated bids to subsequent OPE funding rounds. It is proposed to exploit this opportunity to the full, with priorities being:

- 3.13.1 Projects that may be identified as part of the review of property data and strategies, particularly based around work with health partners. In this respect the following sites are identified as having significant potential for successful bids:

1. Central Middlesex Hospital (CMH)
2. 11-15, Brondesbury Road & Kilburn Square Clinic, and
3. Willesden Centre for Health and Care

- 3.13.2 Wembley for which Brent had filed an unsuccessful bid, based around the sharing of accommodation and streamlining of operations between Brent, Government and Education Sectors. OPE considered Brent had not shown sufficient ambition in Wembley, which they viewed as an area with huge potential, and a reworked bid is encouraged.

- 3.14 A memorandum of Understanding has been drawn up to provide a framework for the working with partners on the One Public Estate programme.

#### **4.0 Financial Implications**

The £361k OPE grant should cover all costs associated with the programme, therefore is no additional impact on revenue from accepting its terms and conditions.

#### **5.0 Legal Implications**

- 5.1 Funding is provided under Section 31 of the Local Government Act 2003. A Memorandum of Understanding (MoU) is not a legally binding agreement but does establish how parties intend to work together. The Council will need to satisfy itself that it will be able to meet the operational requirements of the MoU.

#### **6.0 Diversity Implications**

- 6.1 None at present. Equalities will be considered as part of detailed implementation of OPE.

## **7.0 Staffing/Accommodation Implications (if appropriate)**

- 7.1 OPE to date in Brent has largely been led by Offices from the Property Service. Brent's funding award includes money for a project management resource. Whilst this money will be utilised flexibly to suit the various needs of the programme, it is likely that it will be dedicated to paying for the time of the property team, whilst the existing workload of these officers will be back filled.

### **Background Papers**

#### **Contact Officers**

Tony Nixon  
Knowledge and Strategy Manager  
Resources  
020 8937 1565  
[anthony.nixon@brent.gov.uk](mailto:anthony.nixon@brent.gov.uk)

Sarah Chaudhry  
Head of Property  
Resources  
020 8937 1705  
[Sarah.Chaudhry@Brent.gov.uk](mailto:Sarah.Chaudhry@Brent.gov.uk)

*ALTHEA LODERICK*  
Strategic Director of Resources




Key Projects and activity involved	Outcomes and how it meets programme criteria
<p><u>Data Capture Exercise:</u> Record all property assets owned by partnership authorities (except social housing stock) and public sector partners on the ePIMS Lite system Provide information on the estimated value of all local authority owned land and buildings within the partnership area Make details of all land and property owned by the partnership publically accessible, including in authorities' statutory annual reports Provide details of current surplus land and land which is expected to become surplus or redeveloped as part of this programme.</p>	<p>Fulfil the OPE key requirements in respect of public sector data</p>
<p><u>Public Sector Strategy &amp; Health Review</u> Brent proposes to take the data capture exercise a step further than the simple gathering of data. Brent will work together with its public sector partners to review the various strategies in order to identify common themes, and priorities, in order to draw together a common strategy document. Such a common strategy will help to identify opportunities for common working or the release of development sites. Initial discussions with Health Partners have already flagged up that there is a keen appetite for such an approach based around the Health Estate. This is a key priority for Brent particularly in terms of supporting the NHS Brent Clinical Commissioning Group in the delivery of their Brent Sustainability and Transformation Plan (STP). Brent will look to lobby via OPE for the retention of receipts generated locally, as without this Health Partners potentially will lose much of their motivation for co-operation in the programme.</p>	<p>Review will lead to identification of future opportunities for new capital receipts, homes, jobs, running cost reductions, and inward investment, and will generate opportunities for supplementary OPE bids.</p>



Key Projects and activity involved	Outcomes and how it meets programme criteria
<p><b>Northwick Park</b></p> <p>Working together to rationalise services and resources, and unlock development land to facilitate hospital redevelopment, new homes and improved services for the community.</p> <p>Our bid is to fund:</p> <p>Preparation of an integrated common master plan across The University of Westminster, Northwick Park &amp; St Mark's Hospital, Network Homes land and Northwick Park Open Space, to develop an integrated transport infrastructure across the site, unlocking surplus, previously undevelopable land for mixed use redevelopment, increasing its value, and enhancing access to the entire site. Extensive study of services and resources across the four sites, to develop a strategy for rationalisation, generating revenue savings and freeing up further land.</p> <p>Preparation of a feasibility study for a joint energy centre, serving all partners and exporting surplus energy to the grid, thereby bringing in revenue savings and generating an income.</p> <p>Preparation of a feasibility study of short term, temporary residential accommodation, above existing surface level car parking, until such time as long term redevelopment for housing and other mixed uses is able to proceed. Preparation of a landscape master plan, integrating the university, hospital and Network Homes land, together with the open space.</p> <p><b>Stakeholders/partners</b></p> <p><b>Current Partners</b></p> <p>London Borough of Brent, London North West Healthcare NHS Trust, University of Westminster, Network Homes Ltd.</p> <p><b>Anticipated future partners</b></p> <p>London Borough of Harrow, Transport for London, Greater</p>	<p><b>Capital receipts</b></p> <ul style="list-style-type: none"> <li>• Via a landmark residential development of the highest quality, attracting commercial tenants (mini supermarkets, cafes etc.), generating a revenue; and rationalisation and sharing of accommodation will generate further surplus land/capital receipt.</li> </ul> <p><b>Reduced running costs</b></p> <ul style="list-style-type: none"> <li>• Via a new energy centre will be far more efficient than the existing arrangement, and exporting surplus energy to the grid will generate a revenue stream.</li> <li>• New more energy efficient buildings</li> <li>• Sharing services will reduce running costs</li> <li>• Housing homeless families, significantly reducing the council's costs of putting up families in bed and breakfast.</li> </ul> <p><b>Jobs</b></p> <ul style="list-style-type: none"> <li>• The new access road and redevelopment of the site will attract larger commercial users creating new jobs locally</li> <li>• Building work.</li> </ul> <p><b>Homes</b></p> <ul style="list-style-type: none"> <li>• Regeneration of the site will generate significant areas of land suitable for residential development.</li> <li>• Short term potential to create up to a thousand new temporary homes, which could be relocated elsewhere as works progress.</li> </ul>

Key Projects and activity involved	Outcomes and how it meets programme criteria
London Authority, Care and Commissioning Group (CCG)	<ul style="list-style-type: none"> <li>Reduced number of vacant properties, by working with partners to take up any surplus capacity.</li> </ul>

 <p><b>Brent</b></p>	<p><b>Cabinet</b> 16 January 2017</p> <p><b>Report from the Strategic Director of Resources</b></p>
<p style="text-align: right;">Ward: Stonebridge</p>	
<p><b>Bridge Park - Approval to Enter into the Conditional Land Sale Agreement</b></p>	

**Appendix 2 is confidential and not for publication**

Appendix 2 of this report is not for publication on the basis that it contains information exempt from publication by virtue of paragraphs 3 and 5 of part 1 of Schedule 12A of the Local Government Act 1972, namely (a) information relating to the financial or business affairs of any particular person (including the authority holding that information) and (b) information in respect of which a claim for legal professional privilege could be maintained in legal proceedings.

## 1.0 Summary

- 1.1 This report follows on from the four previous reports (see Background Papers) on the subject lands Unisys and Bridge Park Community Leisure Centre (BPCLC) as per the site plan at Appendix 1.
- 1.2 The report provides an update and seeks approval to enter into a Conditional Land Sale Agreement (CLSA) with the “Purchaser”, a UK-registered subsidiary company that has General Mediterranean Holdings SA (GMH – a Luxembourg-registered business) as the parent company and Harborough Invest Inc (a British Virgin Islands based business), who already own part of the development site as the second guarantor of the Purchaser's obligations under this CLSA.

## 2.0 Recommendations

- 2.1 That Cabinet agree to enter a Conditional Land Sale Agreement (CLSA) with the “Purchaser” a UK-registered subsidiary company (still to be formed) that has General Mediterranean Holdings SA as the parent company and Harborough Invest Inc as the second guarantor.
- 2.2 That Cabinet acknowledge that the sale of the Council's surplus land to the Purchaser under this CLSA is subject to the following Conditions:
  - The “Planning Condition”

- The “Vacant Possession Condition” and
- The “Financial Viability Condition.

- 2.3 That Cabinet note that the price payable by the Purchaser for the land it purchases from the Council will be re-calculated following satisfaction of the Conditions, with a development appraisal ascertaining the residual value of the land.
- 2.4 That Cabinet delegates authority to the Strategic Director for Resources, consultation with the Portfolio Lead Member for Property, in respect the negotiation and entering of a Conditional Land Sale Agreement with the “Purchaser” and awarding any professional services contracts relating to progressing the redevelopment plans for a new leisure centre at Bridge Park.

### **3.0 Detail**

- 3.1 As per Appendix 1 there are effectively 3 parcels of land on the current Bridge Park site whereby Brent Council currently own the largest proportion of the site (yellow coloured area) GMH own the second largest (green coloured area) and then a private landowner owns the smallest part of the site which is a salvage yard (red coloured area).
- 3.2 In June 2013, Cabinet approved the option of GMH (and its subsidiary company) to redevelop the Unisys and Bridge Park sites for residential and commercial use. This redevelopment option involved a land sale to GMH to fund a new Bridge Park leisure centre on the retained Council land.

#### **Conditional Land Sale Agreement**

- 3.3 A significant amount of work has since gone in to finalising the Conditional Land Sale Agreement (CLSA) and the range of supplementary legal agreements and transfers which will be entered into between the Council and a UK-registered subsidiary company to be set up by GMH/Harborough Invest Inc who are both foreign-registered companies for the purpose of this transaction.
- 3.4 The sale of the Council's land to the Purchaser under this CLSA is subject to a number of conditions to protect the Council summarised below:

#### **The Planning Condition**

- 3.5 The Purchaser must submit (at its own cost) the Planning Applications in respect of the new leisure centre (the Council is obliged to procure the architect and lead the design work) and the two phases of its own residential and hotel development, as soon as reasonably practical following the agreement with the Council of the new leisure centre design and associated Planning Application.
- 3.6 However, the Purchaser may suspend its pursuit of the Planning Applications if it receives advice (from a reputable planning consultant) that, based on its pre-application discussions with planners, they are likely to have less than a 60% chance of obtaining Satisfactory Planning Permissions, in which event the parties will confer and agree a mutually-acceptable strategy.

### The Vacant Possession Condition

- 3.7 The Council is obligated to acquire the "Additional Land", being the adjoining salvage yard land currently owned by a private landowner, this, along with vacant possession of Technology House and the Leisure Centre eventually form the Council Vacant Possession Obligation. The Purchaser will provide the Council an indemnity, covering the cost of a private treaty agreement or Compulsory Purchase in respect of the salvage yard.

### The Financial Viability Condition

- 3.8 The Financial Viability Condition applies to both the Purchaser and the Council in relation to their respective proposed developments. The Purchaser will expect to receive 20% profit on cost and the Council expects the land receipt plus advanced community infrastructure levy on the first two phases in the development to cover the cost of building the new leisure centre. A viability assessment will be undertaken before a planning application is submitted and before completing the land sale.
- 3.9 It should be noted that GMH and Harborough Invest Inc will both be guarantors to the obligations of the Purchaser, so that the Council will retain the benefit of their financial and covenant strength. Those various documents include:

### Overage Deed

- 3.10 This will grant the Council rights to receive a share of any future uplift achieved by the Purchaser as a result of (i) obtaining more advantageous planning permissions, or (ii) receiving better-than-expected sales proceeds from the residential plot sales on proposed development.
- 3.11 The Council would also receive a proportion of any profit the Purchaser achieved from any onward disposal of the former Council land which they originally acquired from Brent, based upon a reducing percentage scale over the first six (6) years following completion of the land transfer to them.

### Neighbourly Agreement

- 3.12 This will grant each party reciprocal rights over each other's land in order to build-out the respective schemes, including reciprocal rights of access, scaffolding and crane over sailing in order to carry out the necessary building works. It also includes an agreement between both parties to consider joint installation of shared heating and renewable energy systems, to be potentially used by the new leisure centre and the residential scheme.

### Investment options

- 3.13 In line with Brent's Property Plan 2015-19 and Investment Strategy 2016, Officers have over the past few months, been in discussions with GMH exploring investment

opportunities in the various elements of the proposed development, these discussions have resulted in:

#### Capital Investment

- 3.14 The Council has discussed the offer of making capital available to the project in return for equity in the development. Presently this option has not been accepted by GMH, however it should remain an option should the developer's appetite change, if this were to happen it would require negotiation and a separate Cabinet report.

#### Right of first refusal

- 3.15 There are however other opportunities for the Council to be involved, the conditional land sale agreement will be refined to capture these:

Right of First Refusal (ROFR) to purchase Affordable Housing.	The Council will be given 6 months to make an offer on any affordable homes in the proposed new development.
ROFR to purchase Private Rental Sector (PRS) units	Once available, the Council will be offered ROFR to purchase PRS units.
ROFR to purchase of Ground Rents	At the end of the development, the Council will be offered ROFR for owning the Ground Rents, thus receiving an income in perpetuity from occupants of the residential and commercial units
ROFR to be a Primary Partner in Estate Management Company	The Council will be offered a 'Golden Share' in the Estate Management Company, giving both an element of control of the look and feel of the legacy development, funded from service charges received from occupants of the residential and commercial units.

- 3.16 At this time it is impossible to place social and financial values on these opportunities. Whilst agreeing the CLSA unlocks the site for development, these future opportunities will be based on the prevailing economic conditions at the point they become available. The developer has agreed to give sufficient notice and a period of time post valuation for cabinet to consider the options on a case by case basis.

#### Assurance on Delivery Partners

- 3.16 GMH have agreed, to consult with and seek the Council's agreement on its development partners.

#### Generate additional value from releasing the leisure centre site early

- 3.17 Whilst the draft CLSA unlocks the site for future development, the details of the actual phasing will be reviewed as the scheme progresses. The value of the land is dependent upon the final value that can be extracted from the development. Changing the phasing of the Leisure Centre could have an impact on the final value of the development, and therefore the value attached to the land covered by the

CLSA. Early vacant possession of the site may increase the value of land and receipt to the Council.

#### **4.0 Financial Implications**

- 4.1 The CLSA, as structured, provides for a best achievable capital receipt, being based upon the ultimate development premium obtained by GMH and their partners.
- 4.2 As detailed in the body of the report, officers from Brent have undertaken detailed negotiations with GMH to establish if the possibility for Brent to take a greater part in the development, and to share in the financial rewards beyond the capital receipt for the land. Unsurprisingly, GMH and their partners would see another equity investor as further complicating a project that has already been in gestation for longer than expected. It is also possible that the partners would see another equity investor as unnecessarily diluting the financial returns that can be made from the development.
- 4.3 GMH and their partners have made it clear that they aim to maximise the financial returns from this development. This, alongside the planned checkpoints in the overall land transaction, provide the reassurance that the capital receipt from the sale of the land is optimised through the proposed arrangement with the other main site landowner, GMH.
- 4.4 Further value may be forthcoming from the development through exercising the additional options detailed in the body of the report. All of these are considerations for future cabinet decisions when the final development proposals and options are known.
- 4.5 This is a complex proposal that has been considered by Cabinet on several previous occasions. Finalising the CLSA on the terms now proposed, which are improved from those previously presented, would be consistent with those previous decisions. As has been set out, the precise value obtained will be determined through provisions in the agreement that is now proposed to be authorised, and as with any complex regeneration proposal, there are inherent risks, opportunities and uncertainties. Of course, once entered into, the agreement would prevent alternative uses of the land, and for the reasons set out in this and previous reports, this is the proposal considered best to achieve the Council's overall interests.

#### **5.0 Legal Implications**

- 5.1 Section 123 of the Local Government Act 1972 provides that the council may dispose of land held by it in any manner it wishes but is under a statutory duty to ensure that the Council does not dispose of land for a consideration less than the best that can reasonably be obtained.
- 5.2 The Council is required to obtain the "Additional Land", being the adjoining salvage yard land currently owned by a private land owner. The Council will be required to attempt to acquire the Additional Land initially by way of agreement in view of the fact that a CPO is a measure of last resort and should be used where negotiations to enter into an agreement have failed.

- 5.3 In the event that negotiations with the private land owner fails then section 226 of the Town and Country Planning Act 1990 authorises the Council to compulsorily purchase land if the Council thinks that the acquisition will facilitate the development, redevelopment or improvement of land, or acquisition is required to achieve the proper planning of an areas.
- 5.4 As detailed in Recommendation 2.1, the intention is to enter into the CLSA with a newly created UK-registered subsidiary company that has GMH as the parent company and Harborough as the second guarantor. GMH is registered in Luxembourg and Harborough is registered in the British Virgin Islands (BVI), and GMH has said it would prefer that the transaction is conducted through a new UK-registered subsidiary.
- 5.5 As the Purchaser is a newly-created subsidiary company with no assets, then there are risks to Council if it fails to perform its obligations under the CLSA and associated documents, as there would be no substantive entity against which to take legal proceedings for breach of contract, etc. To mitigate this risk, both GMH and Harborough will be named as "Guarantors" in both the CLSA and the Overage Deed, being the two documents which contain substantive obligations upon the subsidiary company. As such, both GMH and Harborough will guarantee to perform the obligations of the subsidiary under these two documents in full (as if they themselves were named as the main contracting party), should the subsidiary fail to so perform any obligation. Updated financial checks against both companies prior to exchanging the CLSA, will be carried out to ensure that they have sufficient financial strength to perform the obligations under the CLSA and Overage Deed if called upon to do so as a result of the subsidiary's default
- 5.6 Further, As GMH and Harborough are both foreign-registered companies, GMH's lawyers will obtain (at GMH's own cost) formal legal "opinion letters" from reputable law firms qualified in Luxembourg and BVI respectively in favour of the Council, to confirm that these guarantee provisions will be legally binding upon both companies, and that the Council could pursue either or both company through the English courts if they in turn defaulted on these guarantee obligations.
- 5.7 It should be noted that GMH has suggested that it may ask the Council to transfer different parcels of the Council's Land and the salvage yard to different subsidiaries to be set up later by GMH, in order that a separate subsidiary would hold the land intended for the residential element of their development, the affordable housing element, the hotel element, the retail element, etc. This is permitted under the CLSA, and is not uncommon where developers wish to have different land uses held by different entities, but would not alter the overall extent of land which the Council will transfer or the total amount of monies which the Council receives for that land at completion of the transfer(s). Even in these circumstances, the guarantees provided by GMH and Harborough under the CLSA and Overage Deed (as discussed above) would continue to cover these additional subsidiaries in relation to the obligations in those documents which still remained to be performed

## **6.0 Diversity Implications**



- 6.1 The 2013 Redevelopment Executive report, informed Bridge Park has been an important part of Brent's Afro-Caribbean community. Removing the sports centre would strongly impact on this group.
- 6.2 The area has one of the highest increase in under 5's in the whole of Brent. Over 88,000 of the 447,000 people within a three mile catchment of the centre are under 16 years of age (20% compared with the Borough average of 16%).
- 6.3 The business units that would not be replaced do have a high proportion of people from Afro-Caribbean background. Bridge Park currently accommodates a number of faith groups.
- 6.4 Existing tenants, faith groups and leisure centre user were consulted as part of the Sports Centre Options consultation in 2014. Nine of the 15 business tenants use BPCLC for office accommodation with ancillary storage space and/or training space.
- 6.5 These tenants will therefore need to seek alternative accommodation once the CLSA is signed as the Council cannot replicate this provision but may be able to offer guidance and advice if requested. The Council will discuss alternative options to accommodate the remaining six businesses within other Council owned buildings.
- 6.6 Officers continue to negotiate with representatives of the landowner of the adjoining non-operational salvage yard, as the land is inactive, purchasing the land should provide a positive overall impact, helping bring back into use largely vacant, overgrown disused wasted land.

## **7.0 Staffing/Accommodation Implications (if appropriate)**

- 7.1 As first reported to Executive in 2013, Bridge Park is now showing its age and its condition has since further deteriorated, the building needs investment or replacement.
- 7.2 If the existing centre is kept open until the new one opens then there would be no implications for staff that operate in the new centre, and if were chosen to out-source any new centre then TUPE arrangements would apply.
- 7.3 There are no staffing implications at the current time.

## **8.0 Public Services (Social Value) Act 2012**

- 8.1 Whilst the Public Services (Social Value) Act 2012 (the "Social Value Act") does not apply to works contracts, Officers will have regard to considerations relevant to the Social Value Act in the procurement of the works contract, namely the how the contract might improve the economic, social and environmental well-being of its area and how, in conducting the procurement process the Council might act with a view to securing that improvement and whether the Council should undertake consultation. Regard will be had to these same considerations if making further consultant's appointments.

## **Background Papers**

17<sup>th</sup> June 2013, Executive Report, Bridge Redevelopment Proposals

17<sup>th</sup> February 2014, Executive Report, Redevelopment of Bridge Park Leisure Centre

27<sup>th</sup> July 2015, Cabinet Report, Bridge Park, Approval to Enter into Heads of Terms

19<sup>th</sup> October 2015, Cabinet Report, Procurement of Architectural Led Design Team

## **Appendix**

Appendix 1: Site Plan

Appendix 2: Bridge Park Tenancy Schedule – Not for Publication

## **Contact Officers**

### **Tanveer Ghani**

Project Manager

0208 937 1722

[Tanveer.Ghani@brent.gov.uk](mailto:Tanveer.Ghani@brent.gov.uk)

### **Sarah Chaudhry**

Head of Property

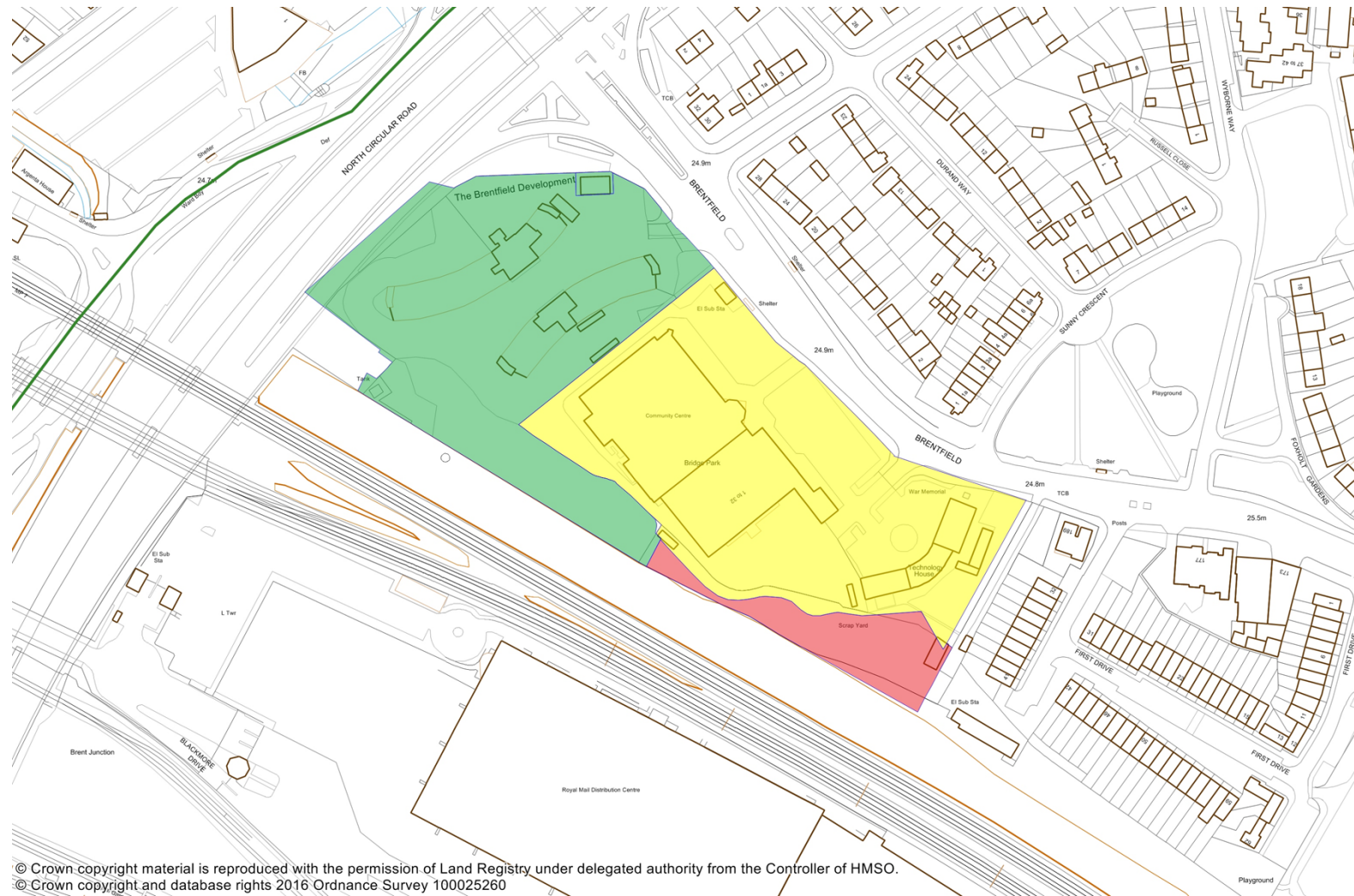
0208 937 1705

[Sarah.Chaudhry@brent.gov.uk](mailto:Sarah.Chaudhry@brent.gov.uk)

*ALTHEA LODERICK*

Strategic Director for Resources

## Appendix 1 – Site Plan



**This page is intentionally left blank**

By virtue of paragraph(s) 3, 5 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

**Document is Restricted**

**This page is intentionally left blank**