



Executive

Monday, 16 November 2009 at 7.00 pm

Committee Rooms 1, 2 and 3, Brent Town Hall, Forty Lane, Wembley, HA9 9HD

Membership:

Lead Member Councillors:

Portfolio

Lorber (Chair)	Leader of the Council
Blackman (Vice-Chair)	Deputy Leader of the Council
Allie	Lead Member for Housing and Customer Services
Brown	Lead Member for Highways and Transportation
Colwill	Lead Member for Adults, Health and Social Care
Detre	Lead Member for Regeneration and Economic Development
Matthews	Lead Member for Crime Prevention and Public Safety
Sneddon	Lead Member for HR & Diversity and Local Democracy & Consultation
Van Colle	Lead Member for Environment and Planning
Wharton	Lead Member for Children and Families

For further information contact: Anne Reid, Principal Democratic Services Officer,
020 8937 1359, anne.reid@brent.gov.uk

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The press and public are welcome to attend this meeting

Agenda

Introductions, if appropriate.

Apologies for absence and clarification of alternate members.

Item **Page**

1 Declarations of personal and prejudicial interests

Members are invited to declare at this stage of the meeting, any relevant financial or other interest in the items on this agenda.

2 Minutes of the previous meeting 1 - 12

3 Matters arising (if any)

4 Deputations (if any)

Environment & Culture Reports

5 LDF - progress and proposed changes for examination 13 - 30

Progress with the Council's Local Development Framework (LDF), particularly the Core Strategy and Site Specific Allocations documents which will form the new development plan, is explained and Executive is asked to agree minor changes to the Core Strategy for consultation in advance of Examination by a Planning Inspector early in 2010.

Ward Affected:
All Wards;

Lead Member: Councillor Van Colle
Contact Officer: Richard Saunders, Director of
Environment and Culture
Tel: 020 8937 5002
richard.saunders@brent.gov.uk

Housing & Community Care Reports

6 Supporting People Refreshed Five Year Strategy 2009-14 and financial benefits of preventative housing related support services 31 - 108

This report seeks Executive approval for a new five-year Supporting People Strategy, covering the period to April 2014 and asks the Executive to note the financial benefits accrued to the Council through the Supporting People funding of preventative housing related support services. The full strategy is attached at Appendix 1, while this report provides a summary of key points together with some background information and an overview of the consultation process that was undertaken between January and August 2009.

Ward Affected: All Wards;
Lead Member: Councillor Colwill
Contact Officer: Martin Cheeseman, Director of Housing & Community Care
 Tel: 020 8937 2341
 martin.cheeseman@brent.gov.uk

7 Sustainable lettings - proposed scheme at W04 Quadrant Court 109 -
114

This report makes recommendations to introduce a lettings plan for the W04 Quadrant Court scheme, which is the second development to be completed within the Quintain redevelopment. The proposal involves allocating certain sizes of property to smaller households than would normally be accommodated in the dwellings, and suggests targeting a high percentage of lettings to households on social housing transfer lists, to release dwellings in the rest of the stock.

Ward Affected: Tokyngton;
Lead Member: Councillor Allie
Contact Officer: Martin Cheeseman, Director of Housing & Community Care
 Tel: 020 8937 2341
 martin.cheeseman@brent.gov.uk

8 Authority to exempt from tendering a contract to provide a supported housing service at 115 Pound Lane NW10 115 -
120

This report asks the Executive to agree that a proposed contract for supported housing services at 115 Pound Lane NW 10 be exempted from the tendering requirements ordinarily required by the Council's Contract Standing Orders, for good operational and financial reasons as set out in the report.

Ward Affected: Willesden Green;
Lead Member: Councillor Allie
Contact Officer: Martin Cheeseman, Director of Housing & Community Care
 Tel: 020 8937 2341
 martin.cheeseman@brent.gov.uk

9 Development of contracts with voluntary organisations 121 -
128

This report sets out the findings of the review of services provided by West Indian Self Effort (WISE) and New Testament Community Project and proposes changes to funding arrangements. In accordance with the Executive's decision in November 2002 to move from grant funding mainstream services to provision under contractual arrangements, this report asks the Executive for approval to award contracts to WISE and New Testament Community Project and to agree that they need not be tendered in accordance with usual Contract Standing Order requirements.

Ward Affected: All Wards;
Lead Member: Councillor Colwill
Contact Officer: Martin Cheeseman, Director of Housing & Community Care
Tel: 020 8937 2341
martin.cheeseman@brent.gov.uk

10 Authority to award the residential and respite care contract for people with learning disabilities 129 -
150

This report requests authority to award a contract as required by Contract Standing Order No. 88. This report summarises the process undertaken in tendering the contract for the provision of residential and respite care services for people with learning disabilities and, following the completion of the evaluation of the tenders, recommends to whom the contract should be awarded.

Appendices 3-5 of this report are not for publication.

Ward Affected: All Wards;
Lead Member: Councillor Colwill
Contact Officer: Martin Cheeseman, Director of Housing & Community Care
Tel: 020 8937 2341
martin.cheeseman@brent.gov.uk

11 Approval for a new Learning Disability Resource Centre (John Billam) 151 -
170

In July 2009 the Executive considered a joint report from the Directors of Housing & Community Care and Policy & Regeneration outlining further progress made towards regeneration in South Kilburn. At that meeting the Executive agreed in principle the relocation of Albert Road Day Centre (ARDC) and noted that a full report would be prepared outlining proposals for a new location in or close to the John Billam recreation ground in autumn 2009. This report provides members with the considerable progress that officers have made in securing a site for the relocation of Albert Road Day Centre from the Kilburn site, to the John Billam site. Also to be relocated to the same Resource Centre will be the Autistic Unit – ASPPECT (*Autism Services Promoting Partnership Empowerment Creativity & Teamwork*) currently located in a Portakabin at Strathcona Day Centre.

An appendix to this report is not for publication.

Ward Affected: All Wards;
Lead Member: Councillor Colwill
Contact Officer: Martin Cheeseman, Director of Housing & Community Care

Central Reports

None

Children & Families Reports

None

12 Reference of item considered by Forward Plan Select Committee (if any)

13 Any Other Urgent Business

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

14 Exclusion of Press and Public

The following item are not for publication as they relate to the following category of exempt information as specified in the Local Government Act 1972 namely:

“Information relating to the financial or business affairs of any particular person (including the authority holding that information)”

Appendices: Authority to award the residential and respite care contract for people with disabilities (Item 10)

Appendix: Approval for a new Learning and Disability Resource Centre (John Billam) (Item 11)

(reports above refer)

Date of the next meeting: Monday, 14 December 2009



- Please remember to **SWITCH OFF** your mobile phone during the meeting.
- The meeting room is accessible by lift and seats will be provided for members of the public.
 - Toilets are available on the second floor.
 - Catering facilities can be found on the first floor near the Grand Hall.
 - A public telephone is located in the foyer on the ground floor, opposite the Porters' Lodge

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Agenda Item 2

MINUTES OF THE EXECUTIVE Monday, 19th October, 2009 at 7.00 pm

PRESENT: Councillor Lorber (Chair), Councillor Blackman (Vice-Chair) and Councillors Allie, Brown, Colwill, Detre, Matthews, Sneddon, Van Colle and Wharton

ALSO PRESENT: Councillors Dunwell, Hashmi, Mistry, Motley and HB Patel

1. Declarations of personal and prejudicial interests

Councillor Detre declared an interest in item 18 – NDC Succession Strategy and South Kilburn Neighbourhood Trust Business Plan by virtue of being a Council appointed representative on the South Kilburn Project Steering Group.

2. Minutes of the previous meeting

RESOLVED:-

that the minutes of the previous meeting held on 15 September 2009 be approved as an accurate record of the meeting.

3. Matters arising (if any)

None

4. Deputations (if any)

None.

5. Order of business

The Executive agreed to change the order of business to allow early consideration of the following item for which a member of the public was present to present a petition on the subject.

6. Petition for changes to consultation process

This report has been prepared in response to a petition presented to the Council requesting that in all future consultations every voter on the electoral register who is resident in the consultation area be include.

Mr Frank Ashleigh addressed the meeting in support of the petition calling for changes to the Council's consultation process. He stated that the current rules were a travesty allowing as they did only one response per household which meant a huge number of opinions were missed. He called for the edited version of the electoral register to be used as a basis for who should be consulted or at least for the Council to make clear that it invited the opinion of everyone within a household.

Councillor Sneddon (Lead Member for Human Resources & Diversity and Local Democracy & Consultation) stated that he agreed with the main thrust of the

petition in that the Council's approach to consultation should not be based on receiving just one opinion per household and the issue was how best to ensure this was not the case.

The general view of Members was that in most cases all members of a household should be invited to submit their views in response to any consultation carried out by the Council. It was pointed out that this might have implications for the consultation carried out on traffic and transport issues that was reported back to the Highways Committee. It was also suggested that the forms used for consultation might need redesigning.

RESOLVED:

- (i) that the report be noted, but that officers be instructed not to adopt the petitioners' suggestion that the electoral register be used for all future consultations for the following reasons:
 - there are two versions of the electoral register – the Full Register which contains the names of all registered electors and the Edited Register which only contains the names of those electors who have agreed to have their details publicly available.
 - access to the full register is strictly controlled under the Representation of People legislation (2002). It may only be used for a very limited number of reasons and consultation by the local authority is NOT a permitted use of the full version of the electoral register.
 - the edited version of the electoral register can be used for consultation purposes but such usage would exclude significant numbers of electors who have opted not have their contact details publicly available.
 - there is no evidence that the use of the edited version of the electoral register for consultation purposes would provide value for money;
- (ii) that service areas be recommended to ensure that consultation documents make it clear that consultations are open to all residents within a single household.

7. Carbon Management Strategy - Second Review

The Council's Carbon Management Strategy and Implementation Plan (CMS&IP) was approved in June 2007. The report sought approval to set a new baseline using National Indicator 185, in line with recommendations made by the Carbon Trust; agreement to revised targets; and to approve a new programme of projects and budgets to achieve the targets. It also included a number of measures that are the council's initial actions to implement the borough's Climate Change Strategy and in particular set out what the council will do to mitigate climate change. In addition the report outlined progress to date in achieving the target of cutting the Council's carbon dioxide (CO₂) emissions by 20% by 2011, using 2005/06 as the baseline year.

Councillor Van Colle (Lead Member for Environment, Planning and Culture) introduced the report by stating that this took the Council into the current era of thinking on carbon management.

RESOLVED:

- (i) that a new carbon baseline using 2008/09 data be set (which will be in accordance with the improved measuring system under National Indicator 185) as explained in paragraph 4.1 of the report;
- (ii) that new targets for the Council's carbon reductions as set out in paragraph 5.1 of the report be set;
- (iii) that the setting of departmental carbon targets as explained in paragraph 4.3 of the report be agreed to;
- (iv) that a programme be supported, containing a number of projects as set out in the report that are intended to achieve technical and behavioural change within both schools and the Council, with full delivery of projects subject to the necessary finance being available; and
- (v) that the Council sign up to the 10:10 climate change commitment described in paragraph 5.3 of the report.

8. Council's Environmental Policy - review and revision

The Council adopted an Environmental Policy in November 2005 and the report before the Executive reviewed the existing policy and recommended a revised version.

RESOLVED:

that the revised Corporate Environmental Policy Statement attached as Appendix A to the report be approved.

9. Third Pool in Brent - progress report

The report summarised the key findings and recommendations of the report by consultants engaged to undertake a site options appraisal to progress the provision of a third pool that serves the North of the Borough. Councillor Van Colle (Lead Member for Environment, Planning and Culture) added that the report marked the end of a long piece of work in identifying a site for a new swimming pool. The report identified two potential sites and recommended the site in Roe Green Park shown as site B.

RESOLVED:

- (i) that the findings of the 'New Swimming Pool Site Options Appraisal Report' summarised in the report before the Executive be noted;
- (ii) that the preferred site for the third pool be the Roe Green Park 'B' site as shown on the map in paragraph 3.9 of the report; and

- (iii) that the Director of Environment and Culture be asked to undertake a detailed feasibility study including the financial implications of providing such a facility.

10. Authority to tender contract for private sector leased accommodation (Brent Direct Lease Scheme and South Kilburn Temporary Accommodation Scheme)

The report sought authority under Contract Standing Orders 88 and 89 to invite tenders for a new contract for the housing management services for the Brent Direct Lease Scheme (BDL) and South Kilburn Temporary Accommodation Scheme (SKTA) to commence from 30 June 2010 for two years with an option to extend for up to one year.

RESOLVED:

- (i) that approval be given to the pre-tender considerations and the criteria to be used to evaluate tenders as set out in paragraph 3.1 of the report;
- (ii) that officers invite tenders and evaluate them in accordance with the approved evaluation criteria referred to in (i) above; and
- (iii) that the extension of the South Kilburn Temporary Accommodation Contract to 30 June 2010 be approved.

11. Authority to participate in a West London Collaborative Procurement for the provision of home care, including housing related support and "integrated" home care for adults

The report requested approval to participate in a collaborative procurement to set up a series of Framework Agreements for the provision of home care for adults as required by Contract Standing Order 85. Councillor Lorber (Leader) stated that both this report and the one following dealt with major pieces of work that spanned six councils and were landmark projects.

RESOLVED:

- (i) that the Council participate in a collaborative procurement exercise run through the West London Joint Procurement Unit as part of the Shared Solutions Project (SSP), leading to the establishment of a series of framework agreements by the London Borough of Hammersmith and Fulham for the supply of home care across older people, mental health, learning disabilities and physical disabilities; and
- (ii) that the collaborative procurement exercise described in paragraph 2.1 of the report be exempted from the normal requirements of Brent's Contract Standing Orders in accordance with Contract Standing Orders 84(a) and 85(c) on the basis that there are good financial and operational reasons as set out in paragraphs 4.1 to 4.9 of the report.

12. Authority to participate in a West London collaborative procurement for residential and nursing care for adults

The report requested approval to participate in a collaborative procurement to set up a series of Framework Agreements for the provision of home care for adults as required by Contract Standing Order 85.

RESOLVED:

- (i) that the Council participate in a collaborative procurement exercise run through the West London Joint Procurement Unit as part of the Shared Solutions Project (SSP), leading to the establishment of series of framework agreements by the London Borough of Hammersmith and Fulham for the supply of home care across older people, mental health, learning disabilities and physical disabilities; and
- (ii) that the collaborative procurement exercise described in paragraph 2.1 of the report be exempted from the normal requirements of Brent's Contract Standing Orders in accordance with Contract Standing Orders 84(a) and 85(c) on the basis that there are good financial and operational reasons as set out in paragraphs 4.1 to 4.9 of the report.

13. **Theme for main programme funding 2010/13**

The report before Members outlined the new funding process for the Main Programme Grant (MPG) and the options for the next funding theme for the next financial year. The report followed on from a previous report to the Executive in November 2008 when it was agreed to develop a new funding process for the MPG, adopting a themed approach to funding and where a proportion of the MPG is allocated to specific service priorities each year. The decision to establish a new funding process was taken following a review of voluntary sector funding carried out by a scrutiny task group in May 2007.

Councillor Lorber (Leader) added that crime continued to be of concern to local residents and it was right that the Council responded to this.

RESOLVED:

- (i) that crime/community safety with regeneration be merged to form a single theme;
- (ii) that crime/community safety and regeneration be selected as the funding themes for 3 years commencing April 2010, and that 'sustainability be considered as the funding theme for 2011;
- (iii) that the grant to 17 currently funded organisations that fall within the proposed theme for 2010 as listed in Appendix A to the report be discontinued;
- (iv) that £347,187 be allocated from the MPG budget to the proposed theme in 2010;
- (v) that funding to 12 organisations listed in Appendix B to the report that fall within the theme of 'sustainability' be renewed, with these groups needing to

complete an application form for their annual funding at the same level as 2009/10; and

- (vi) that 3 months' exit funding be approved to organisations whose services fall within the proposed theme for 2010 but who may choose not to apply or may be unsuccessful in their bid for the new fund.

14. **Safeguarding Vulnerable Adults - Update on CSCI Action Plan and Mental Capacity Act, Deprivation of Liberty requirements**

The report updated the Executive, further to reporting in July 2008, on the outcomes and action plan from the Commission for Social Care Inspection (CSCI) inspection of safeguarding vulnerable adults, which had now been completed. Ongoing monitoring would be carried out by the Safeguarding Adults Board reporting to the Adult Strategic Partnership. The report also provided a summary and update on national and London developments concerning safeguarding adults legislation and procedures.

RESOLVED:

- (i) that the progress made in implementing the CSCI action plan be noted;
- (ii) that the national and local developments concerning safeguarding adults and joint arrangement with NHS Brent on the Mental Capacity Act Deprivation of Liberty Safeguards be noted; and
- (iii) that the decision which has been made to secure an Independent Chair for the Safeguarding Adults Board be affirmed.

15. **Key issues in implementation of personalisation of adult social care - Direct Payments**

The Adult Social Care service has been in the process of implementing the Putting People First policy since December 2007, a key part of which is Direct Payments. The report before the Executive outlined the next steps required to resolve the difficulties arising from a procurement exercise for Direct Payment support such that the service is secured pending a wider strategic review.

RESOLVED:

- (i) that the discontinuation of the tender process in 2009/10 for a new Direct Payments support service be noted;
- (ii) that a short extension of up to 3 months to a contract with the Penderels Trust for a Direct Payments support service from the current expiry date of 31 October 2009 be approved;
- (iii) that the Assistant Director of Community Care be delegated authority to negotiate with Penderels Trust about the terms for the extension referred to in (ii) above;
- (iv) that the transfer of this Direct Payment support service and associated

resources from Penderels Trust to the Council on expiry of the contract extension referred to in (ii) above be approved;

- (v) that the fact that bringing the service in-house as described in paragraph 2.4 of the report will result in a TUPE transfer of the current Penderels staff to the Council be noted; and
- (vi) that the Director of Housing and Community Care undertake a strategic review of all relevant support services and resources required to implement the Putting People First policy and report back in February 2010.

16. Annual Complaints Report 2008/09

The report provided information about complaints against Brent Council considered by the Local Government Ombudsman; comments on the Council's performance under its own performance standards; and on developments in the Council's complaint handling. The annual reports on the operation of the statutory social care complaints process were also presented in the report to give a comprehensive picture of complaints made against the Council.

Councillor Lorber (Leader) introduced the report by saying that the continuing downward trend in the number of complaints made to the Ombudsman was to be welcomed but there remained more that could be done to deal with complaints at the first stage of the Council's complaints procedure

RESOLVED:

that the report be noted.

17. Authority to tender contracts for banking services, card acquiring and bill payment services

The report concerned the future provision of the Council's banking services, Card Acquiring, and Bill Payment Service contracts.

Councillor Blackman (Lead Member for Corporate Resources) introduced the report by explaining the need to seek tenders for the Council's banking, card acquiring and bill payment services and the rationale for putting the three services out to tender together which it was hoped would result in a reduction in costs.

RESOLVED:

- (i) that the pre-tender considerations and the criteria to be used to evaluate tenders for the Council's banking services, card acquiring, and bill payment services be as set out in paragraph 3.13 of the report submitted; and
- (ii) that tenders be invited in respect of the Council's banking services, card acquiring, and bill payment service contracts and their evaluation be carried out in accordance with the approved evaluation criteria referred to in paragraph (i) above.

18. **Proposed disposal of 38 Craven Park Road, Harlesden, NW10**

The report before the Executive sought approval to the disposal of a building currently used for adult education purposes but would become surplus to requirements following the relocation of the service to Harlesden Library.

RESOLVED:

that the Head of Property and Asset Management be authorised to dispose of the property with vacant possession by way of auction, on such terms as he considers appropriate provided that such reserve price as he considers appropriate is achieved.

19. **NDC Succession Strategy and South Kilburn Neighbourhood Trust Business Plan**

The report and appendices before the Executive comprised the comprehensive NDC Succession Strategy for approval by the Council, as required by Communities and Local Government Guidance Notes 44 and 44a, including a business plan for South Kilburn Neighbourhood Trust (SKNT). The report also sought further approvals in relation to the sale of the 'Texaco' site and the potential site for the Healthy Living Centre in support of the SKNT Business Plan.

The Executive also had before them an appendix to the report which was not for publication as it contained the following category of exempt information as specified in Schedule 12 of the Local Government (Access to Information Act) 1972:

Information relating to the financial or business affairs of any particular person (including the authority holding that information)

Councillor Detre (Lead Member for Regeneration and Economic Development) explained that following the approval of the succession strategy and resolution of the 'overage' issue the transfer of the land for the proposed Healthy Living Centre could proceed. He proposed an amendment to the recommendations adding reference to financial support from the Brent health sector.

RESOLVED:

- (i) that the key elements of the comprehensive NDC Succession Strategy as outlined in the report and appendices be approved;
- (ii) that an amendment to the terms of the "overage" agreement with South Kilburn Neighbourhood Trust be approved in relation to the sites at 58 Peel Precinct as referred to in paragraph 3.8 and Appendix 1 of the report;
- (iii) that the transfer of the proposed Healthy Living Centre site in Peel Precinct to the South Kilburn Neighbourhood Trust at nil consideration be agreed in principle, subject to the necessary financial support being committed by the Brent health sector with the final details of the financial arrangements being the subject of a further report to the Executive from the Directors of Finance & Corporate Resources and Policy & Regeneration; and

- (iv) that the South Kilburn Neighbourhood Trust Business Plan as attached at Appendix 3 to the report be approved.

20. Brent Civic Centre - concept design proposals and authority to tender contract for a design and build contractor

The report before the Executive followed the report to the Executive in March 2008 when the procurement and delivery of a new Civic Centre in the Wembley regeneration area was agreed. In May 2008 the choice of the site of the former Palace of Industry site, Engineers Way was approved. Subsequently the appointment of project team members has been approved and the use of a Design and Build contractor for the construction phase agreed. Approval was now sought for the concept design and approval for the tendering strategy for the Design and Build contractor.

The Executive also had before them appendices 4 and 5 to the report which were not for publication as they contained the following category of exempt information as specified in Schedule 12 of the Local Government (Access to Information Act) 1972:

Information relating to the financial or business affairs of any particular person (including the authority holding that information).

Councillor Lorber (Leader) introduced the report by stating that the proposal to build a new civic centre was part of the Council's vision to provide better more efficient services and thereby gain greater value for money. The project had reached the stage of tendering for the design and build of the civic centre. He added that he had additional recommendations to propose regarding the car parking element of the scheme.

Members commented on the good work so far carried out by the Council and its Architects in getting the project to the current stage and in the design of the building.

Councillor Blackman (Lead Member for Corporate Resources) explained that he felt it was important that in designing a 24 hour a day building the use of it by the public was maximised and thereby income generation also maximised. He submitted that the future transport arrangements in the area could not be accurately foreseen so it was important for the building to be as self sustaining as possible. Advice on the permitted number of car parking spaces varied but Councillor Blackman stated that the proposal in the report to provide 125 spaces was inadequate. The reference to the potential for other parking facilities to exist in the area had the danger of the Council being forced to pay high rates for additional parking rights. In these circumstances, Councillor Blackman proposed amended recommendations asking that a planning application be submitted with the maximum permitted car parking spaces under the LDF, supported by the appropriate independent assessments required to substantiate the need for this level of car parking.

The Executive debated the two proposals put forward, with some Members saying that they supported maximising the provision of parking because of the demand the new civic centre would create and the danger of being in the hands of private

operators providing some of the parking needed by the Council. By the Council providing additional parking it would open up the possibility of income generation and so prove value for money. Other members emphasised the need for the Council to comply with its own planning guidelines and take a lead in limiting the amount of parking provided to encourage use of public transport. The view was expressed that it was not possible to make the new building self sufficient in parking terms when future demand could not be predicted and in the circumstances it would be necessary at times to utilise other parking provision in the area.

Councillor Lorber pointed out that the advice received that it would be possible to provide 158 spaces on one level rather than the original 125 was a positive outcome. However, he referred to the wider environmental issues associated with car usage. He stated that very often the issue was not so much about parking but about traffic congestion. He felt the Council needed to take a lead in changing people's approach to car usage. He stated that the ambition was to build a sustainable building and that providing more parking would conflict with this. The solution was for the Council to work jointly with Wembley City and Quintain in providing parking in the area.

The proposals submitted by Councillor Blackman were put to the vote and declared lost. The proposals put to the meeting by Councillor Lorber were put to the vote and declared carried.

RESOLVED:

- (i) that the concept design as described in section 5 of the report be approved;
- (ii) that the conclusions of the updated Strategic Business Case appended at Appendix 4 of the report be noted;
- (iii) that approval be given to the pre-tender considerations and the criteria to be used to evaluate tenders for the Design and Build Contractor for the Civic Centre as set out in paragraph 8.3 of the report;
- (iv) that officers invite tenders for the Design and Build Contractor in accordance with European procurement regulations using the Restricted Procedure and to evaluate them on the basis and in accordance with the approved evaluation criteria referred to in (iii) above;
- (v) that an exemption from standing orders be granted to allow the appointment of Consarc as external Architectural Advisor without following a quotation process, for the good operational and/ or financial reasons set out in paragraph 8.5 of the report;
- (vi) that a revised car parking proposal be agreed for the provision of up to 158 spaces (146 regular bays, 12 disabled / parent and child bays) in the new Civic Centre, subject to eventual approval by the Council's Planning Committee, following a detailed traffic impact assessment – all spaces to be chargeable according to a tariff to be agreed by the Council; and
- (vii) that officers be instructed to negotiate with nearby commercial providers to gain access to a total of up to 200 additional car parking spaces within the

immediate vicinity of the Civic Centre to accommodate additional parking requirements, both during and outside normal office hours – all spaces to be chargeable to users in such a way that there is no additional net cost to the Council.

21. **Reference of item considered by Forward Plan Select Committee (if any)**

None.

22. **Any Other Urgent Business**

None.

The meeting ended at 8.35 pm

P LORBER
Chair

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Executive
16 November 2009

Report from the Director of Environment and Culture

Wards Affected:
All

LDF - progress and proposed changes for examination

Forward Plan Ref. E&C- 09/10-19

1.0 Summary

- 1.1 Progress with the Council's Local Development Framework (LDF), particularly the Core Strategy and Site Specific Allocations documents which will form the new development plan, is explained and Executive is asked to agree minor changes to the Core Strategy for consultation in advance of Examination by a Planning Inspector early in 2010.

2.0 Recommendations

- 2.1 That Executive agrees the proposed changes to the Core Strategy set out in Appendix 1, for public consultation.

3.0 Detail

Introduction

- 3.1 The proposed submission versions of both the Core Strategy and the Site Specific Allocations DPDs were published for public consultation in June 2009. There were 400 representations made by 46 respondents. Of these representations, 166 were that the document is sound whereas 234 considered it to be unsound. On September 30th 2009 the council submitted the Core Strategy, and all the representations made, as well as a schedule of non-material changes, to the Secretary of State for examination by a planning inspector. A summary of the key issues arising from the representations is attached as Appendix 2.
- 3.2 It is intended that the Site Specific Allocations DPD will be submitted either by the end of the year or early in 2010. The reason the Site Specific Allocations DPD was not submitted at the same time as the Core Strategy is

that Planning Inspectorate guidelines indicate that they would not hold an examination into site allocations until after the report on the Core Strategy examination has been published. This will not be before spring 2010. In addition some further proposals for Site Allocations are being considered and may be brought forward as new site allocations at a future Executive.

Proposed Changes

- 3.3 Since the consultation period ended, discussions with potential objectors and stakeholders have resulted in proposals to make a few minor changes to policy in the Core Strategy. Members are asked to agree, for public consultation, these proposed changes which are set out in full in Appendix 1. This consultation will take place whilst the arrangements are made for the Examination and will not, therefore, delay the process.
- 3.4 The first change is very minor and is proposed, in part, in response to a recommendation from the Government Office for London. This is basically to encapsulate the objective of achieving the London Plan target for affordable housing (70% social housing and 30% intermediate) in policy rather than merely in supporting text. It is a requirement of Government planning policy as set out in PPS3 that Local Development Frameworks include such a policy. This does not alter any of the objectives of the strategy.
- 3.5 The remaining two changes concern policy on climate mitigation and, in particular, how this relates to Wembley (policies CP19 and CP7). A number of objections were received to policy CP19 (shown at Appendix3), particularly to the expectation in the policy that development would have to connect to decentralised energy networks. Concerns were expressed, including by the GLA, that proposals for such networks were not sufficiently advanced and that there was a need to set out the Council's plans for delivering sustainable energy infrastructure. Officers recognise that further development work would be needed before developers could be asked to connect to such networks and, in particular, some assessment of the viability / feasibility. In these circumstances officers recommend that the wording of policy CP19 be changed to allow developers the opportunity to demonstrate that connecting to decentralised networks is not feasible. At the same time the infrastructure sought for Wembley will include District-wide Combined Cooling Heat and Power "if feasible". These relatively minor changes are likely to overcome some of the objections relating to the soundness of the Core Strategy.
- 3.6 Since the consultation on the submission version of the Core Strategy in June, the GLA and London Councils have committed to providing support to the Council, under the Decentralised Energy Masterplanning Support Package, to bring forward decentralised energy projects and to help define what is technically feasible. They will also assist the Council in looking at the issue of economic viability, and the GLA will look into providing some general guidance or definition on the terms "feasible" and "viable". It is proposed that a further sentence be added to the Core Strategy referring to this support.
- 3.7 In addition to the proposed changes outlined above, 3 additional background documents have been made available. These provide further support to policies within the Core Strategy and can be found on the website at the following link:

They are:

Affordable Housing Viability Study, BNP Paribas Real Estate, Sept. 2009;
Core Strategy: Tall Buildings, LB Brent, Sept. 2009;
Scenario and Sensitivity Testing Paper on Retail Matters, Roger Tym & Partners, Sept. 2009.

4.0 Financial Implications

4.1 There are no financial implications arising directly from this report. However, pursuit of a district-wide CCHP system, as indicated in policy CP7, may have some implications for Council expenditure in the future, depending upon how any scheme is implemented.

5.0 Legal Implications

5.1 The preparation of the LDF, including the Core Strategy, is governed by a statutory process set out in Government planning guidance and regulations. The regulations allow for changes to be proposed to the draft Plan after publication. The changes proposed will be put to the Inspector for consideration along with any representations that may be made upon them.

6.0 Diversity Implications

6.1 Full statutory public consultation has been carried out in preparing the Core Strategy and an Impact Needs / Requirement Assessment (INRA), which assessed the process of preparing the Core Strategy, was prepared and made available in November 2008.

Background Papers

Core Strategy, Proposed Submission, June 2009
Site Specific Allocation Proposed Submission DPD, June 2009

Contact Officers

Any person wishing to inspect the above papers should contact Ken Hullock, Planning Service, X5309, ken.hullock@brent.gov.uk

Richard Saunders
Director of Environment & Culture

Proposed Changes to the Core Strategy: Submission Version

Introduction

The Council submitted its Core Strategy to the Secretary of State on 30th September 2009. Since then, discussions with potential objectors and stakeholders have led to the Council proposing a few minor changes to policy which will be considered by the Inspector appointed to examine the Strategy. These changes are set out below.

Since consultation on the proposed submission version of the Core Strategy ended on July 13th, further supporting documents have been made available. Representations relating to the soundness of these proposed changes to the Core Strategy Submission Version and associated documents can be made by 8th January 2010.

on-line at www.brent.gov.uk/ldf,

by e-mail to ldf@brent.gov.uk,

or in writing, using the response form provided, to:

LDF Team

Planning Service

LB Brent

Brent House

349 High Road

Wembley

Middlesex HA9 6BZ

Proposed Changes

Additions to policies are shown in *italics*

Deletions to policies are ~~struck through~~

Paragraph 4.8

The direction for the future change and regeneration of the borough also needs to accommodate population and housing growth. The issue is how much growth is appropriate and how, where and when it can be provided. The council accepts that at least 10,146 new homes (including 1,000 non self-contained homes) can be accommodated in Brent up until 2016/2017, and will aim for a target of 50% affordable in accordance with the London Plan. *Within that, the Council will also aim to achieve the objective of 70% social housing and 30% intermediate provision. The position will be reviewed should the proposed revisions in the draft London Plan be adopted (see also paragraphs 5.91 and 5.92).*

Paragraph 5.33

The London Plan requires each council in London to designate a site for a ZED and the Mayor of London has included a number of policies (4A.1 - 4A.11) that address climate change and related sustainability issues in developments. In addition, the Mayor's recent 'Climate Change Action Plan' sets out further initiatives for London to

meet its targets. *The feasibility of decentralised energy in Wembley has been examined for the council by Arup in the 'Brent Sustainable Energy Infrastructure Wembley Feasibility Study'. In addition, the GLA and the LDA are to support the council, under the Decentralised Energy Masterplanning Support Package, to bring forward decentralised energy projects.* In order to kick-start 'Low-Carbon' & 'Zero-Emissions Developments' (or ZEDs) in Brent, the following 2 sites have been designated within the Site Specific Allocations DPD. The council considers that specific site characteristics make these suitable for low/zero carbon development:

CP 2

Population and Housing Growth

The borough will plan for sustainable population growth of 28,000 people by 2017. The provision of at least 22,000 additional homes (including 1,030 re-occupied vacant homes) will be delivered between 2007 and 2026 (including over 11,200 homes from 2007/08 to 2016/17). The borough will aim to achieve the London Plan target that 50% of new homes should be affordable *and, within that, the objective of 70% social housing and 30% intermediate provision.* Over 85% of the new homes will be delivered in the growth areas with the following minimum targets:

	2007-2016	2017-2026
Wembley	5000	6500
Alperton	1500	100
Burnt Oak / Colindale	1400	1100
Church End	700	100
South Kilburn	1400	1000
Rest of the Borough	2050	360

The council will also promote additional housing as part of mixed use development in town centres where public transport access is good.

Policy CP 7

Wembley Growth Area

Wembley will drive the economic regeneration of Brent. It will become a high quality, urban, connected and sustainable city quarter generating 10,000 new jobs across a range of sectors including retail, offices, conference facilities, hotels, sports, leisure, tourism and visitor attractors, creative and cultural industries and education facilities reflecting its designation as a Strategic Cultural Area for London. Around 70 hectares of land around the Wembley National Stadium and Wembley town centre will be redeveloped for at least 11,500 new homes to 2026, supported by infrastructure identified within the Infrastructure and Investment Framework. This will include:

- New road connections
- Junction improvements
- 2 new 2 form of entry primary schools
- A new combined primary (2 form of entry) and secondary school (6 form of entry) on the Wembley Park site
- Extensions to existing local schools
- Nursery places
- At least 2.4 hectares of new public open space comprising of a new park (1.2ha min) and 3 pocket parks/squares (0.4ha each)
- Improvements to the quality and accessibility of existing open spaces
- A new community swimming pool
- A new civic centre
- Indoor and outdoor sports facilities
- Play areas
- A minimum of 1,000 trees
- New health facilities with space for 17 GPs and 13 new dentists
- *If feasible*, District-wide Combined Cooling, Heat and Power as set out in Policy CP17
- New multi use community facilities

As identified in Map E.1 'Wembley Growth Area, Energy Action Plan Area and Town Centre Boundary', Wembley town centre will be extended eastwards to facilitate a further 30,000sqm net of new retail floorspace in addition to that already granted planning consent.

CP 19

Brent Strategic Climate Mitigation and Adaptation Measures

All development should contribute towards achieving sustainable development, including climate change mitigation and adaptation.

Major proposals (10 or more dwellings and 1,000m² or more floorspace) and proposals for sensitive uses (education, health and housing) in Air Quality Management Areas, should submit a Sustainability Statement demonstrating, at the design stage, how sustainable design and construction measures are used to mitigate and adapt to climate change over the intended lifetime of a development. This includes the application of the London Plan energy hierarchy and meeting or exceeding the London Plan targets. In all areas a minimum rating of Code Level 3 should be achieved. For non-residential, a rating of BREEAM 'Excellent' is expected, or the equivalent on any 'Code for Sustainable Commercial Schemes' (when forthcoming).

Within the Wembley Energy Action Area (EAA) and in the Housing Growth Areas, major proposals are currently required to achieve a minimum Level 4 rating (in relation to the Code for Sustainable Homes). In particular, proposals will be expected (relative to their scale) to connect to, provide or contribute towards decentralised energy networks (heating and cooling) and renewables infrastructure in key Growth Areas of the Borough, notably Wembley, *unless it can be demonstrated that such provision is not feasible*.

Additional Supporting Documents

Affordable Housing Viability Study, BNP Paribas Real Estate, Sept. 2009

Core Strategy: Tall Buildings, LB Brent, Sept. 2009

Scenario and Sensitivity Testing Paper on Retail Matters, Roger Tym & Partners, Sept. 2009.

Appendix 2

Core Strategy Proposed Submission DPD Consultation Responses

Number of Representations

Number of respondents: 46
 Total no of representations: 400

There were only 5 individuals who made representations (including 4 councillors), the remainder being businesses or organisations. Two residents associations responded.

Representations that CS is sound 166
 Representations that CS is unsound 234

(NB Respondents were asked to indicate whether they considered that the part of the strategy they referred to was considered to be sound or unsound. The Inspector is required to determine whether the Core Strategy is a “sound” document, i.e. justified, effective and consistent with national policy.)

Representations by policy referred to

Policy	Title	Total Reps	Sound	Unsound
CP1	Spatial Development Strategy	11	6	5
CP2	Population and Housing Growth	14	8	6
CP3	Commercial Regeneration	5	3	2
CP4	North-West London Co-ordination Corridor	2	2	0
CP5	Placemaking	8	4	4
CP6	Design & Density in Place Shaping	10	6	4
CP7	Wembley Growth Area	6	3	3
CP8	Alperton Growth Area	5	5	0
CP9	South Kilburn Growth Area	2	2	0
CP10	Church End Growth Area	2	1	1
CP11	Burnt Oak/Colindale Growth Area	4	1	3
CP12	Park Royal	6	4	2
CP13	North Circular Road Regeneration Area	2	1	1
CP14	Public Transport Improvements	3	1	2
CP15	Infrastructure to Support Development	11	6	5
CP16	Town Centres and the Sequential Approach to Development	8	2	6
CP17	Protecting and Enhancing the Suburban Character of Brent	5	1	4
CP18	Protection and Enhancement of Open Space, Sports and Biodiversity	5	4	1
CP19	Brent Strategic Climate Mitigation and Adaptation Measures	11	5	6
CP20	Strategic and Borough Employment Areas	4	1	3
CP21	A Balanced Housing Stock	6	4	2
CP22	Sites For Nomadic Peoples	1	1	0
CP23	Protection of existing and provision of new Community and	4	3	1

(NB This table does not include all objections as a number were general or concerned with other parts of the Strategy)

Key Issues

General

Concern expressed that policy should protect existing uses that contribute to the local economy and development should take account of existing site characteristics.

Suggested that the Core Strategy is unsound because of insufficient evidence.

Issues about the appropriate locations for tall buildings and evidence to support policy.

Housing

Issues relate to:

- whether policy should reflect the emerging London Plan, which suggests that more flexible requirements will be introduced for affordable housing, and whether the target of 50% should apply.
- whether the need for viability to be taken account of in determining appropriate levels of affordable housing should be explicitly set out in policy.

Concerns about whether the stated capacity is deliverable and that there no are mechanisms for delivering the level of family housing sought. Delivery of housing targets not based on a SHLAA.

GOL consider that reference to the 70:30 social rental and intermediate housing provision should be in policy.

Town Centres and Retail

Sequential preference for town centres - in particular whether Wembley should be promoted as sequentially preferable.

Whether retail development should be contingent upon creating a continuous retail link from the High Road.

Assessment of retail floorspace need is based upon a flawed retail need and capacity study.

Concern about the appropriate categorisation of town centres in the hierarchy.

Infrastructure

Infrastructure requirements - including:

- whether the evidence base is adequate; and
- whether the requirements are based on need arising from new development or making up existing deficiencies.

Climate Change Mitigation and Adaptation

There is insufficient evidence to support and justify the Code for Sustainable Homes /BREEAM requirement in growth areas and Wembley Energy Action Area and also a lack of evidence to demonstrate deliverability of proposed decentralised energy networks.

Employment Land

There are issues relating to the protection of employment land. The GLA are concerned about policy insufficiently protecting a particular Strategic Employment Location (Northfields) whilst other objectors would wish to see greater flexibility and exceptions to policy allowed.

Community and Cultural Facilities

The development of co-located multi-purpose facilities discriminates against a wide range of community groups, particularly faith groups which require dedicated community activity use. New community uses could in principle use industrial / commercial sites

Appendix 3 - Comments Received on Policy CP 19 Brent Strategic Climate Mitigation and Adaptation Measures

POLICY/ PARA. NO.	CONSULTEE	REASONS FOR SOUND / UNSOUND	CHANGES CONSIDERED NECESSARY
<p>Paragraph 5.32</p> <p>Page 23</p>	<p>Quintain Estate and Development Plc</p>	<p>fails all 3 tests</p> <p>QED object to the extension of the Energy Action Area boundary as proposed in Paragraph 5.32 and on Map E1. There is little specific planning guidance or sound planning evidence on this designation and the impact upon the future viability of development within the Growth Area and Masterplan Area as a result of this designation is of concern. It is requested, therefore, that this designation be removed back to the original boundary around the Stage One lands.</p> <p>Obligations pursuant to the Energy Action Area designations could completely impede the delivery of the other benefits of regeneration envisaged by LBB, including housing growth, economic regeneration, the delivery of large leisure atractors, the provision of housing across all tenures and other S106 contributions. It is proposed that such a designation is reviewed collectively between LBB, QED and the other landowners in the area when categorical guidance is available from the GLA so that compliance can be properly quantified and viability fully understood. This is consistent with paragraph 4.28 of PPS12.</p>	
<p>Paragraph 5.34</p>	<p>Quintain Estate and Development Plc</p>	<p>fails all 3 tests</p> <p>The categoric requirement to deliver SUDS solutions (para 5.34) is not right as the various techniques may not be appropriate. The reference should be adjusted to facilitate appropriate flexibility including other methods.</p> <p>Later in the Core Strategy document there is reference to the intention that that LBB will not approve applications where the Environment Agency has objections. This could place the Environment Agency into the role of the decision maker on significant regeneration schemes.</p>	

		<p>Elements of the Wembley Growth Area are affected by Flood Risk Zones and it is appropriate that these risks should be satisfactorily mitigated. However, satisfactory mitigation is often the subject of negotiation with the EA who, from experience, seek to achieve Greenfield Run-Off Rates even on Brownfield Land. If LBB is to achieve the levels of housing and economic growth envisaged by the Core Strategy, and to facilitate the delivery of the envisaged regeneration in their own policy documents, it must retain its ability to consider the contentions of all stakeholders and find a balanced solution.</p>	
<p>Page 19 24</p>	<p>AWDL</p>	<p>The proposed requirement for all homes in growth areas to achieve Code for Sustainable Homes Level 4 and for non residential floorspace to achieve BREEAM 'Excellent' needs to recognise that the achievement of these standards has a cost implication and this may well prevent the delivery of other planning benefits.</p> <p>Paragraph 5.33 forms part of the justification to this policy and states that the specific site characteristics of two sites in the Borough makes them suitable for low/zero carbon development. One of these sites is Abbey Estate, Alperton.</p> <p>We do not believe that this policy appropriately justifies why these two particular sites are more suitable than all others in the Borough for low/zero carbon development and the practicalities, constraints and deliverability of this designation do not appear to have been given due weight. Whilst we are supportive of the delivery of energy efficient developments the designation appears to be arbitrary and the lack of a justification for this designation means that we object. In the absence of detailed justification we do not consider that this designation meets the Government's tests of soundness for development plans.</p>	<p>Site should not be allocated for zero carbon development.</p>
<p>CP 19</p>	<p>Greater London Authority</p>	<p>Support with change</p> <p>Paragraph 4.100 refers to the 'Brent Sustainable Energy Infrastructure - Wembley Feasibility Study', 2008, which proposes the use of strategic energy infrastructure including decentralised heat and cooling networks. However, insufficient guidance in relation to the</p>	<p>Policy CP19 to set a higher Code for Sustainable Homes level in the Wembley Energy Action Area (EM) and the Housing Growth Area is supported. However Code Level 4 will</p>

Page 25		<p>study's conclusions and proposals for the use of decentralised energy is provided in the core strategy. For example the study identifies that Brent Council needs to play a pivotal role in the delivery of sustainable energy infrastructure and to lead by example with their own development portfolio.</p>	<p>come into mandatory operation through building regulations as of 2013 and the Council should consider the treatment targets in these areas post 2013. Also, it is unclear whether non-residential developments in the Energy Action Area will also be set higher targets.</p> <p>The Core Strategy should set out the Council's plans for delivering the sustainable energy infrastructure as well as requirements for developers to be designed to connect to the planned network and prioritise connection once this is built.</p>
CP 19	KH Wembley Trust No.2	<p>Policy CP 19 states that within the Wembley Energy Action Area (EAA), major proposals are currently expected to provide a minimum Level 4 rating in relation to Code for Sustainable Homes and a rating of BREEAM 'Excellent' .</p> <p>This is too restrictive, especially considering that the CfSH is currently under review.</p> <p>The policy also states that within the key Growth Areas, notably Wembley, proposals will be expected to connect to or contribute towards decentralised energy networks (heating and cooling) and renewables infrastructure. However, there are no details provided about such schemes and no strategy put forward for their management and provision.</p>	<p>The policy should be re-worded to be more flexible and say that instead of expecting a BREEAM 'Excellent' and Level 4 rating, that these should be targets.</p> <p>In relation to the decentralised energy networks, details need to be provided on how these will be delivered and how they will be managed. The policy is too vague in this sense.</p>

<p>CP 19</p> <p>Page 26</p>	<p>Peaceridge</p>	<p>CP19 / Strat Ob 10</p> <p>Peaceridge Limited is committed to sustainable development. However, Policy CP19 and the supporting text state within the Wembley Energy Action Area (EAA) major proposals are required to achieve a minimum level 4 Code of Sustainable Home (CSH) rating. Peaceridge Ltd contend that:</p> <ul style="list-style-type: none"> • More details are required on the Wembley EAA, its scope and justification; • CSH level 4 should be a target and that Policy CP 19 is amended to reflect the scheme specific nature of proposals which may, for legitimate reasons, constrain the ability to attain a level 4 rating. This amendment is in accordance with strategic planning guidance contained within the London Plan; and • That BREEAM 'Excellent' should be a flexible target which reflects the scheme specific nature of proposal which may for legitimate reasons constrain the ability of to attain the target level. <p>Moreover, CP19 requires proposals to connect to, provide or contribute towards decentralised energy networks - notably Wembley. Peaceridge Ltd contends that this element of the policy should be applied flexibly, recognising that such networks may not currently exist.</p>	<p>see above</p>
<p>CP 19</p>	<p>Dhamecha Group</p>	<p>We consider that new development proposals should incorporate measures, as far as possible, to mitigate climate change. We do not support the application of a target to securing sustainable developments but rather each scheme should be assessed on its merits with regard to site specific circumstances and viability. The policy should recognise, in line with the Mayor of London's Energy Strategy, that the expense of retrofitting an existing building can make such an operation impractical and it is more practical to deliver energy savings</p>	<p>Amend the policy to state that each development proposal will be assessed on its merits with regard to site specific circumstances and viability.</p> <p>Climate change adaptation measures</p>

		through new build rather than retrofitting.	are required in new developments rather than the retrofitting of existing buildings.
CP 19 Page 27	Solum Regeneration	In our view, CP19 of the Core Strategy relating to the requirement for a minimum Level 4 rating (Code for Sustainable Homes) in the Housing Growth Areas is unsound because it is unjustified as there is no supporting robust and credible evidence base. In our view, there should not be a disparity between areas in delivering sustainable new homes.	To make CP19 sound the evidence behind requirement for Code for Sustainable Homes Level 4 in the Housing Growth Areas should be published so that key stakeholders have the opportunity to comment on it. Alternatively, all new housing development in Brent should be subject to the same requirements and we suggest that new homes should be expected to meet, and wherever possible encouraged to exceed, national standards of construction.
CP 19	Quintain Estate and Development Plc	<p>fails all 3 tests</p> <p>We recognise the importance of submitting a Sustainability Statement, however we believe that Policy CP19 is too specific and not sound on the basis of evidence. Also, an element of flexibility should be introduced and the policy application should be tested against viability and other planning obligations and requirements to ensure it is feasible and realistically deliverable.</p> <p>QED is firstly concerned about the extension of the Energy Action Area boundary as proposed in Paragraph 5,32 and on Map E1. There is little specific planning guidance or sound planning evidence on this designation and the impact upon the future viability of</p>	

development within the Growth Area and Masterplan Area as a result of this designation is of concern. It is requested, therefore, that this deSignation be removed back to the original boundary around the Stage One lands. Obligations pursuant to the Energy Action Area deSignations could completely impede the delivery of the other benefits of regeneration envisaged by LBB, including housing growth, economic regeneration, the delivery of large leisure attractors, the provision of housing across all tenures and other S106 contributions, It is proposed that such a designation is reviewed collectively between LBB, QED and the other landowners in the area when categorical guidance is available from the GLA so that compliance can be properly quantified and viability fully understood, This is consistent with paragraph 4,28 of PPS12.

Policy CP19 states that in the Wembley Energy Action Area (EM), and in the Housing Growth Areas, major proposals are required to achieve a minimum Level 4 rating in relation to Code for Sustainable Homes, and that proposals will be expected, relative to their scale, to connect to, provide or contribute towards decentralised energy networks and renewables infrastructure in key growth areas of the Borough, notably Wembley. Our comments above in relation to Policy CP7 (copy attached) in relation to the need to consider viability and feasibility are highly relevant and it is important that the last paragraph of Policy CP19 incorporates such wording.

It is currently understood that the purpose of the Wembley Energy Action Area is to demonstrate replicable models for raising carbon performance through viable market mechanisms, Therefore there should be no prescriptive code Level 4 required for the Wembley EM.

It is suggested that LBB seek CCHP, subject to viability tests, since the deliverability of a district wide system must be questioned, It is noted that the Policy requires proposals to connect to, provide or contribute towards decentralised energy networks, We would draw your attention to the London First report 'Cutting the Capital's Carbon Footprint - Delivering

Decentralised Energy', October 2008 (Appendix 4), This brought together experts in different disciplines to find the best way of achieving the target of decentralising a quarter of London'S energy by 2025; to reduce the carbon impact and improve efficiency of energy supply.

It assessed the scale of the challenge, identified the barriers and suggested how they could be overcome. The report involved engagement with the Capital's and country's leading experts in the public and private sectors, with support from over 90 organisations, We would commend this report to the borough, and suggest that it should take account of its principal conclusions in the search for feasible and realistic solutions to decentralised energy.

The requirement for district wide CCHP is not consistent with Policy 4A.6 of The London Plan (Consolidated in 2008). This policy emphasises the importance of considering CCHP/CHP on a 'site-wide basis' that connects different uses and/or groups of buildings. However, the viability and technical feasibility of this is recognised as a significant point of consideration. The requirement for a 'district wide' CCHP system is different from a 'site-wide' system and there should be significant consideration of viability and feasibility. It is important that this is recognised in Policy CP7 and Policy CP19.

Similarly, the target of 20% on site renewables is set by the GLA on a viability basis. The same qualifying criteria should be set by LBB.


Also, as referred to previously, we consider that the soundness of the evidence base for the sustainability and energy requirements for Wembley in the Core Strategy (Le. the Arup Wembley Feasibility Study of 2008), is of concern. In undertaking the study, Arup have discussed with QED neither its work on CCHP nor the feasibility and viability of the measures recommended. Arup's recommendations are not sound. Furthermore, there is no real deliverability plan to the measures Arup recommends, which appear to be aspirational

and idealistic.

The categoric requirement to deliver SUDS solutions (para 5.34) is not right as the various techniques may not be appropriate. The reference should be adjusted to facilitate appropriate flexibility including other methods.

Later in the Core Strategy document there is reference to the intention that that LBB will not approve applications where the Environment Agency has objections. This could place the Environment Agency into the role of the decision maker on significant regeneration schemes.

Elements of the Wembley Growth Area are affected by Flood Risk Zones and it is appropriate that these risks should be satisfactorily mitigated. However, satisfactory mitigation is often the subject of negotiation with the EA who, from experience, seek to achieve Greenfield Run-Off Rates even on Brownfield Land. If LBB is to achieve the levels of housing and economic growth envisaged by the Core Strategy, and to facilitate the delivery of the envisaged regeneration in their own policy documents, it must retain its ability to consider the contentions of all stakeholders and find a balanced solution.

	<p style="text-align: center;">Executive 16 November 2009</p> <p style="text-align: center;">Report from the Director of Housing and Community Care</p>
<p style="text-align: right;">Wards Affected: All</p>	
<p>Supporting People Refreshed Five Year Strategy 2009-14 and Financial Benefits of Preventative Housing Related Support Services</p>	

Forward Plan Ref: H&CC-09/10-13

1.0 Summary

- 1.1 This report seeks Executive approval for a new five-year Supporting People Strategy, covering the period to April 2014 and asks the Executive to note the financial benefits accrued to the Council through the Supporting People funding of preventative housing related support services. The full strategy is attached at Appendix 1, while this report provides a summary of key points together with some background information and an overview of the consultation process that was undertaken between January and August 2009.

2.0 Recommendations

- 2.1 That the Executive approve the Strategy.
- 2.2 That the Executive note that further reports will be presented as required to seek approval for any significant changes in policy or practice arising from the further work on developing the Strategy set out below.
- 2.3 That the Executive note the demonstrable financial benefits that accrue to the Council from Supporting People services and the contribution that Supporting People funded preventative housing related support services make and will continue to make to the Council's agendas on personalisation and the provision of preventative services.

3.0 Background

- 3.1 Supporting People (SP) is a national programme with a total value of over £1.7 billion per year. The programme started in 2003, and the grant allocation to Brent in 2003-04 was £13.7m. This grant allocation has since reduced, and for 2009-10 is £12.8m. The programme aims to enable vulnerable people to

live independently in the community, through providing housing related support services. The programme grant was ringfenced up to March 2009, and from 2009-10 onwards, is an unringfenced grant.

- 3.2 Over 3000 people in Brent receive housing support services funded through Supporting People contracts. The programme in Brent is delivered by 39 providers via 74 contracts, ranging from large national to small local organisations. It is one of the largest single sources of funding for the voluntary sector in Brent.
- 3.3 Supporting People is a preventative programme. Housing support workers, sheltered housing managers, women's refuge workers, etc enable people to maintain their independence in the community, preventing hospital admissions, registered care admissions, evictions, mental ill health, homelessness, and anti-social behaviour. Some services are accommodation based, (ie hostels, group homes and supported housing). Other services offer "floating" support which moves between people living in independent housing. The Programme brings benefits to service users and supports many corporate priorities and those of the Local Area Agreement (LAA), in particular National Indicator 141 *percentage of service users who have moved on in a planned way compared against all move on in the period* which is a stretch target for the LAA.
- 3.4 The SP programme went live in 2003 as a "legacy programme", ie it inherited historic services. One of the main challenges in administering the programme was therefore ensuring services were changed to meet current and future needs of the Borough.
- 3.5 A 5 Year Supporting People strategy was agreed by members in April 2005. This set out local priorities for the programme 2005-10, identifying how future allocation of resources, re-configuration, development of new services and award of contracts will link to local needs and priorities set out in the Corporate Strategy and local commissioning strategies.
- 3.6 This refreshed 5 Year Supporting People Strategy updates the strategy from 2009 to 2014 and enables the Supporting People Programme in Brent to respond to changes in national strategy and local priorities and plans and to plan for the future delivery of housing support services to vulnerable people in the borough. The Strategy is attached at Appendix 1.

4. Consultation

- 4.1 The draft strategy has been the subject of extensive consultation. The following paragraphs summarise the process and set out the key messages that emerged.
- 4.2 The strategy has been drawn up following extensive consultation with Council Officers in the Housing and Adult Social Services department and the Children and Families department. There has also been extensive consultation through one to one meetings with external partners including the PCT, NHS Brent, London Probation Service and the Drug and Alcohol Action Team (DAAT). In addition consultation meetings were conducted with service providers, through the Supporting People Providers Forum and the Supporting

People Core Strategy Group. Focus groups were also held with service users of Supporting People services.

4.3 Key messages from consultation include:

Stakeholders told us:

- There are sometimes competing priorities between organisation which can affect how work is taken forward
- Supporting People has been a positive initiative and has delivered change across many areas of the Council through joined-up working
- It is not always easy to find out what work internal Council departments are doing in certain subject areas, such as on the Local Area Agreement
- Supporting People and the Council cannot provide the solution to all housing needs, and organisations need to look internally to develop their own solutions, particularly concerning move on and re-housing
- Joint commissioning has produced many positive examples of improving service delivery, adding value and achieving efficiencies
- More innovation is needed to tackle issues, with learning from other areas
- Some issues require a Corporate response to produce solutions, such as people without recourse to public funds
- Alignment of planning and commissioning cycles is needed between stakeholder organisations to ensure synergy and joint responsibility
- Particular gaps in services have been identified through the strategic reviews of client group areas.

Service Users told us:

- Some service users were happy with the services provided and found staff to be helpful, whilst others felt there were too many rules
- Move on was a key issue for service users and many expressed concerns about the length of time it took to bid successfully on Locata
- A number of service users expressed a wish to move out of shared housing into permanent independent accommodation
- Some service users agreed that services has improved their quality of life by creating some stability and helping them work towards long-term employment and other goals
- Getting information is not always easy and sometimes it is difficult to find out about what services are available
- Particular support had been given around tackling debts and increasing confidence, with a particular focus on getting people into education and training
- Very positive feedback about the BHUG (Brent Homeless User Group) Peer Consultant training course
- How they had been involved in choosing providers for new services and have valued this opportunity.

Service providers told us:

- They had concerns about the ring fence coming off Supporting People funding and the impact on future services

- Move-on accommodation is essential particularly for individuals moving on from higher support provision where there is much demand for services
- Of positive experiences from partnership working and service outcomes
- They would like more information about the impact of personalisation
- About concerns of how service quality will be maintained after the ring fence is removed from the Supporting People funding
- Greater liaison and co-ordination is required between boroughs in order that service users can move on as appropriate, particularly for women escaping violence or offenders
- Prevention of homelessness is a key priority for SP service providers
- Specific services for women are lacking, particularly for those with children
- Of the need for clearer, more flexible pathways between services, including access to move on

Wherever possible we have taken on board the feedback and suggestions and incorporated it into the strategy and action plan.

5.0 Evidence Base

5.1 Evidence on current and future needs was used to develop the 10 strategic priorities set out in the refreshed Strategy. This has, and will continue to be, drawn from a wide range of Sources, including:

- Brent's Joint Strategic Needs Assessment (JSNA), produced to support the Health and Wellbeing Strategy.
- Relevant regional and sub-regional studies
- Socio-economic data at the national, regional and local levels
- Local data including supply and demand analysis
- Performance data for Supporting People and other relevant services.

5.2 The refreshed Strategy has also used the findings of Reports produced by partner agencies and national or regional bodies including:

- The Brent Children and Young People's Plan
- Joint Commissioning Strategy for Older People
- Alcohol Harm Reduction Strategy 2006 -2008
- Well-being strategy and the Primary and Community Care Strategy.
- NHS Brent Commissioning Strategy Plan 2008 – 2013.
- Homelessness Review, Strategy and Action Plan, 2008-2013
- Housing Strategy 2009-2014
- The Community Strategy 2006-2010 and
- The Council's Corporate Strategy

5.3 Key findings from the available evidence are:

5.3.1 The number of available Supporting People units increased from 3470 in 2004 to 3643 in 2009. This occurred within a reducing budget from £13.6m to £12.8m

5.3.2 At the inception of the programme, the majority of services were accommodation based. However, over the years an increased number of floating support services for various client groups have been developed, these ensure that the provision of support to vulnerable people can be tenure neutral and accessed by individuals in their own homes.

5.3.3 The vision for the Supporting People Programme in Brent's administration agreed in 2005 (when the first Supporting People Strategy was developed), will continue to guide the future direction of the programme from 2009-2014:

The Vision

- To promote independence, enabling people to live safe and fulfilling lives in the community by delivering high quality, responsive and diverse housing related support services that meet the needs of vulnerable adults from across our community
- To ensure that our services make the best use of the resources available, integrate well with related services and take into account the needs and views of all groups of vulnerable adults living in the borough.
- To strive for service excellence so services reflects the needs and aspirations of our local community and deliver real improvements to the quality of life in Brent.

5.3.4 The Supporting People programme aims to deliver this vision through:

- Offering preventative housing related support services that support the objectives of all key partners
- Developing better quality, more flexible services that respond more effectively to the needs of a highly diverse and rapidly changing community
- Provide preventative services delivering outcomes with real cost and quality of life benefits to the community, regardless of tenure
- Provide services that contribute towards making Brent a safer place to live
- Offer support services that aim to invest in our young people to secure their inclusion and achievement in our community
- Deliver innovation, new partnerships and more joint funding arrangements to improve effectiveness and value for money
- Respect the rights of and listen to the views of the users of services when planning, delivering, reviewing or procuring services; helping them to deliver real change
- Be at the centre of the work of the West London sub-region and London Region to deliver the vision for Supporting People in London and cross authority services
- Work with providers to develop skills and knowledge and provide high quality and innovative services

5.3.5 The role of Supporting People in the delivery of the Transformation Programme is evolving and will become increasingly important during the life of this strategy. In 2009 the key areas of work are in the development of extra care sheltered housing, the provision of hospital discharge services and providing alternatives to residential care so that the Council's target of reducing the numbers in these services by 50% by 2010 can be achieved. Supporting People will also encourage providers to pilot self-directed support and personal budgets where appropriate in Supporting People funded services.

5.3.6 In determining future demand for services against current provision an exercise analysing needs and gaps has been undertaken based on the 'Building for All' model¹. This model developed by the National Housing Federation in 2007, projects the need for supported accommodation and floating support services by client group and borough in London for the next ten years. The model uses population profile data and also takes account of local available data where available. The model does not identify the levels of support needed, rather it identifies the number of individuals who are likely to need housing related support services.

5.3.7 In so far as the model is the first of its kind and provides data projection across client groups, it is dependent on local data being available and accurate and provides a 'best guess' of likely need for housing support services in Brent. Using the model's projections it is estimated that there is a 20% undersupply of accommodation based services and a 40-45% undersupply of non-accommodation based services in Brent's administration. This projected undersupply needs to be seen within the context of decreased funding for the Programme since 2005, and creates considerable pressure on the Supporting People Programme to make the most effective and efficient use of resources. To ensure this there is a need to:

- Commission services jointly in partnership with other Commissioners where appropriate
- Reduce 'silt up' in supported accommodation and greatly improve throughput
- Increase the use of move on to the private rented sector
- Increase the supply of extra care sheltered housing, floating support and reduce the number of residential care beds
- Make links to the Affordable Housing Strategy and remodel and re-designate services where possible and appropriate to meet the requirements set out in the strategy
- Improve the use of information generated by the START Plus service to monitor supply and demand for housing related support services in Brent's administration
- Ensure that Supporting People services are appropriately targeted at those who have clearly identified support needs and that they are assisted to move on to independence as soon as possible with floating support when needed
- Empower and enable vulnerable people through personalised services, and self-directed support to determine their own care and support

¹ Building for All, Identifying the Need for Supported Housing in London, NHF (2007)

- Maintain close collaborative partnership working with the voluntary sector to ensure a wide range of innovative and high quality services are made available to vulnerable people at the best value for money to the Council
- Continue to break the link between accommodation and support and direct resources at floating support services for those who can benefit from this to help them live independently in the community
- Focus on outcome based commissioning and link this with the Quality Strategy for Adult Social Care
- Reflect joint priorities the Council shares with NHS Brent, particularly on delayed discharge and intermediate care
- Ensure continued value for money and greater efficiencies through the tendering and procurement of Supporting People services in line with this strategy.
- Demonstrate the financial benefits of the programme and secure continued investment in preventative housing related support services.

6. The Financial Benefits of Supporting People services in Brent

- 6.1 The Supporting People programme funds the provision of preventative housing related support services. This support means that vulnerable people can develop the life skills they need to maintain accommodation and avoid eviction and homelessness or they can be supported to stay in their home rather than being forced through, for example, increased frailty associated with age or disability, to enter more formalised care such as residential care homes, with the associated costs and disruption of such a move.
- 6.2 By providing this preventative support the Supporting People programme (SP) is able to demonstrate that it can save money for the Council on for example the Adult Social Care budgets for residential care. The programme can also demonstrate the savings it can make to the budgets of external partners such as the probation service, and the health service. The department of Communities and Local Government (CLG) has developed a costs and benefits modelling tool that enables each local authority to calculate the savings to other budgets made by continued investment in Supporting People funded preventative housing support services. The model enables local authorities to insert their local data on social, care, health and housing costs and uses two alternative scenarios (one where clients are supported using SP funded support packages and one where they are supported through packages that do not involve SP funding). The model is based on the premises that not using SP services results either in the use of more expensive support packages or support packages that expose clients to risks that carry costs (e.g. prolonged hospitalisation, or prison, or homelessness). The difference between the costs of support where SP funded preventative support packages are provided and the costs where these preventative packages of support are not provide is calculated as the 'net benefit' of provided Supporting People services.
- 6.3 The new Supporting People Five Year Strategy includes the initial outcomes of this modelling for the Supporting People programme in Brent's administration and demonstrates that for every £1 spent on SP services the Council and its partners are able to save £1.96 to other budgets. This analysis has been carried out for each of the client groups for which

Supporting People funds services. The outcomes of this analysis are set out in section 10 of the strategy.

- 6.4 The biggest area where spending on SP services creates potential savings to other budgets is that of residential care. The CLG model demonstrates that the £12.1m spent on the SP services covered by the model² the Council potentially realises £18m in savings on residential care placements. It must be noted that this is a potential saving and is a calculation based on an assumption of both direct cashable savings and theoretical and deferred cost-savings. The model also calculates a theoretical net saving to all budgets (including those of partners in health, probation/criminal justice) of £11.7m. The main client groups where savings to residential care budgets is realisable are mental health, learning disabilities, substance misuse and physical disabilities.
- 6.6 The other key area where spending on SP services creates potential savings to other budgets is crime costs where the model calculates that a potential saving of £4.7m is realisable. This supports one of the Council's key priority areas, Tackling Crime.
- 6.7 The cost modelling demonstrate that Supporting People is an invest to save mechanism that supports the Council's strategic agendas and enables services to be provided at lower cost while maximising individual's ability to exercise choice and control over their lives.
- 6.8 The initial modelling will be followed up with more detailed work in conjunction with colleagues in Adult Social Services, Family and Children's Services, and partners in the PCT and Probation.
- 6.9 The evidence base, the financial benefits modelling, the needs and gaps analysis and outcomes from consultation are the principle sources for the proposals set out in the strategy and summarised below.

7.0 Supporting People Strategy Priorities

- 7.1 The following section sets out the 10 key priorities in the strategy that will guide the future work of the Supporting People Programme in Brent.

Strategic Priority 1

Ensure the delivery of high quality housing support services that support the preventative agendas of the Council and its partners and enable individuals to achieve and sustain independent living

Strategic Priority 2

Increase move on from supported housing services, to support achievement of LAA target NI141 (percentage of clients who have moved on in a planned way) and to meet shortfalls in accommodation based services through more efficient use of housing resources

Strategic Priority 3

² The model does not include some services local to Brent such as START Plus

Develop pathways through Supporting People services to increase independence, social inclusion and the achievement of positive outcomes

Strategic Priority 4

Review the spread of floating support services across the borough and the fit between generic floating support and specialist floating support services

Strategic Priority 5

Increase the available supply of self-contained accommodation for vulnerable people

Strategic Priority 6

Facilitate continuous service user involvement in the delivery of high quality housing support services that enable vulnerable people to achieve positive outcomes

Strategic Priority 7

Increase choice and control for service users through the implementation of Personalised services

Strategic Priority 8

Deliver greater efficiencies by procurement through tender to ensure all purchased Supporting People services provide value for money and meets the Supporting People Programme's commissioning priorities.

Strategic Priority 9

Work with partners across sectors to deliver outcome based commissioning and, monitoring of services

Strategic Priority 10

Contribute to the delivery of the wider strategic agendas, targets and priorities of Health, Social Care, Housing and Criminal Justice partners

- 7.2 The Strategy also sets out an action plan (section 12) that will guide the work of the Supporting People team over the next 5 years. The strategy and the annual plan will be updated each year to take account of changes in the Council's priorities or the emerging needs amongst the community.

8.0 Legal Implications

- 8.1 Despite Supporting People being set up as with a separate funding stream in 2003, there is no separate statutory power about the delivery of Supporting People services. Accordingly the provision of SP services is authorised by way of general powers that apply to the provision of adult social services, such as s 21, s26 and s29 of the National Assistance Act 1948, s45 of the Health Services and Public Health Act 1968, s2 of the Chronically Sick and Disabled Persons Act 1970 and s2 of the Local Government Act 2000.
- 8.2 Under Part 4 of the Council's Constitution, certain plans and strategies are considered to form part of the Council's Policy Framework. Many of those plans are mandatory ie the Council is required by statute to produce those plans. The plans and strategies that form part of the Policy Framework (listed in table 3 of Part 4) then need to be submitted to the Council for approval following consideration by the Executive. In the case of this SP Strategy, there

is no statutory requirement to have such a Strategy, although when SP was first established, having a Strategy was imposed as a condition of funding. Although Part 4 of the Constitution does allow the Council to decide that plans and strategies not specifically listed in table 3 should be approved by Council and not solely by the Executive, that has not occurred here. Accordingly this Strategy will be approved by the Executive only and will not form part of the Council's Policy Framework.

9.0 Financial Implications

- 9.1 The Supporting People Programme is funded via the Government's Supporting People Programme Grant. As part of a three year settlement in 2008, Brent's administration was allocated £12.8m per annum for the years 2008-09, 2009-10 and 2010-11. The grant has been ringfenced from 2003 to 2009, and the ringfence has been removed from 2009-10. Also, from 2010-11, the SP grant will be included within the Area Based Grant.
- 9.2 There is every indication that the next local government funding settlement will lead to a reduction in grant. The Supporting People programme in Brent's administration has developed budget projections based on assumptions that the budget will reduce by 10% in 2011/12. A procurement programme has been put in place in order to generate savings in line with these assumptions. With the prospect of tighter financial constraints it is important to ensure that investment in preventative services continues so that the Council can meet its wider savings targets.
- 9.3 The implementation of the proposed strategy has a number of potential implications, for example the delivery of efficiency savings, particularly in relation to other budgets as set out in section 6 above. However, at this stage it is not possible to identify financial implications with any precision. As note in this report, further reports will be presented to members as the proposals in the strategy are developed and taken forward and any financial implications will be identified at that point.
- 9.4 Members are asked to support the continued investment in preventative housing related support services and to note the estimated savings this investments can provide to the Council, in addition to the demonstrable contribution towards meeting the Council's strategic priorities.

10.0 Diversity Implications

- 10.1 An Equalities Impact Assessment is being carried out in parallel with the development of the strategy and the findings will be published alongside the final document. At this stage, it is difficult to assess the full impact of proposals accurately since, in many cases, further work will be required to clarify and agree the detail of any changes to current policy and practice. Detailed impact assessments of specific proposals will therefore be carried out as necessary and the impact of the strategy will be monitored over the course of its implementation. As noted above, further reports including any diversity implications will be presented to members as appropriate.

Background Papers

Supporting People Five Year Strategy 2009-2014

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Brent Supporting People Five-Year Strategy 2009-2014

FINAL DRAFT

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1.0 Introduction

This Strategy provides an update on progress in delivery of the objectives of the 2005-10 Supporting People Strategy and emerging themes that will be taken forward in the Supporting People Strategy 2009-2014. This new strategy is a document that will guide the work of the Council's Supporting People Team over the next five years. It identifies what our priorities are and how we intend to address them.

We have made significant progress on meeting the long term vision of the 2005-10 Supporting People Strategy. One of our main aims was to develop more flexible support options. We have achieved this through rapid expansion of floating support for a range of client groups. Twenty five Supporting People providers now offer floating support, with over 1500 people in Brent receiving floating support at any time. We have also developed a single access route into and out of supported housing, START Plus, ensuring that people who need housing support and move on from supported accommodation can easily find it.

In partnerships with Housing Associations, 138 new units of Extra Care housing for older people have been developed and there are plans in place to develop additional units each year to reach our overall target of 650 units by 2014. A hospital discharge scheme and expanded handyperson service are also helping us to meet the needs of older people, the top priority identified in the 2005-10 strategy.

Refurbishment of supported housing properties has additionally delivered improved accommodation for people in shared housing and hostels, with further developments to be completed by 2010. We have contributed to the Community Safety agenda through developing services for offenders, people escaping violence and those who have drugs and alcohol issues.

This new Five Year Supporting People Strategy (2009-14) has responded to local people's needs by planning for the future of housing related support in Brent. It has done this by combining an assessment of needs and gaps and national and local and policy agendas with feedback from clients, local people, stakeholders in health, adult social services and family and children's services and provider organisations. The strategy will operate within the wider strategic priorities agreed by the Council and its partners.

The Housing and Community Care Department is responsible for the delivery of the Strategy on behalf of the Supporting People Commissioning Body, a partnership between the Council Probation and NHS Brent, and a range of internal and external partners and stakeholders and service users.

2.0 Executive Summary

This Strategy sets out the Supporting People Programme' priorities for the next five years, taking into account the key achievements of the first Supporting People Five Year Strategy (2005-10) and the changing strategic context within which preventative housing related support services will need to be delivered over the next five years.

2.1 The Purpose and Aim of the 2009-2014 Strategy

This document's purpose is to set out Brent Council's vision for the provision of housing related support services over the next five years and provides the framework for a detailed action plan for achieving this.

It reflects the national and local strategic and policy agendas, takes into account the 2001 census and research data (updated to 2007 projections), and the needs and views of service users, service providers and other key stakeholders and partners in the programme. The feedback has enabled us to identify gaps in either information system or service, and to develop a plan to fill them.

2.2 Challenges and Opportunities

A number of challenges exist for the next stage in the development of the Supporting People programme nationally, and these will have an impact at a local level. The key issues addressed by this strategy are:

- The commissioning of housing support services that are fit-for-purpose and of high quality that meet the future needs of vulnerable people in Brent
- The introduction and implementation of Personalised services and self-directed support, and the role of Supporting People in this
- Responding to the impact of the current and future economic climate on services and achieving further efficiency savings within commissioned services
- Mainstreaming of the programme and its inclusion in the Area Based Grant from 2010/11
- Demonstrating the wider benefits of the programme and its contribution to the Council's preventative agendas

2.3 Key Priorities for 2009-2014

The key priorities for the programme for the next five years are set out below. The accompanying action plans in Section 12 detail how we intend to deliver against these priorities.

Strategic Priority 1

Ensure the delivery of high quality housing support services that support the preventative agendas of the Council and its partners and enable individuals to achieve and sustain independent living

Strategic Priority 2

Increase move on from supported housing services, to support achievement of LAA target NI141 (percentage of clients who have moved on in a planned way) and to meet shortfalls in accommodation based services through more efficient use of housing resources

Strategic Priority 3

Develop pathways through Supporting People services to increase independence, social inclusion and the achievement of positive outcomes

Strategic Priority 4

Review the spread of floating support services across the borough and the fit between generic floating support and specialist floating support services

Strategic Priority 5

Increase the available supply of self-contained accommodation for vulnerable people

Strategic Priority 6

Facilitate continuous service user involvement in the delivery of high quality housing support services that enable vulnerable people to achieve positive outcomes

Strategic Priority 7

Increase choice and control for service users through the implementation of Personalised services

Strategic Priority 8

Deliver greater procurement efficiencies to ensure all purchased Supporting People services provide value for money and meets the Supporting People Programme's commissioning priorities.

Strategic Priority 9

Work with partners across sectors to deliver outcome based commissioning and, monitoring of services

Strategic Priority 10

Contribute to the delivery of the wider strategic agendas, targets and priorities of Health, Social Care, Housing and Criminal Justice partners

This Strategy and the accompanying action plan will be reviewed and updated each year.

Signatures

Chief Executive, London Borough of Brent

Chief Executive, NHS Brent

Assistant Chief Officer, London Probation, Brent Area

3.0 Vision and Objectives

The vision for the Supporting People Programme in Brent agreed in 2005 (when the first Supporting People Strategy was developed), continues to guide the future direction of the programme from 2009-2014:

The Vision

- To promote independence, enabling people to live safe and fulfilling lives in the community by delivering high quality, responsive and diverse housing related support services that meet the needs of vulnerable adults from across our community.
- To ensure that our services make the best use of the resources available, integrate well with related services and take into account the needs and views of all groups of vulnerable adults living in the borough.
- To strive for service excellence so services reflects the needs and aspirations of our local community and deliver real improvements to the quality of life in Brent.

The Supporting People programme aims to deliver this vision through:

- Offering preventative housing related support services that support the objectives of all key partners

- Develop better quality, more flexible services that respond more effectively to the needs of a highly diverse and rapidly changing community
- Prioritise services for the people who need and can benefit from them the most
- Provide preventative services delivering outcomes with real costs and quality of life benefits to the community, regardless of tenure
- Provide services that contribute towards making Brent a safer place to live
- Offer support services that aim to invest in our young people to secure their inclusion and achievement in our community
- Deliver innovation, new partnerships and more joint funding arrangements to improve effectiveness and value for money
- Respect the rights of and listen to the views of the users of services when planning, delivering, reviewing or procuring services; helping them to deliver real change
- Provide good quality information about services and how to access them
- Be at the centre of the work of the West London sub-region and London Region to deliver the vision for Supporting People in London and cross authority services
- Work with providers to develop skills and knowledge and provide high quality and innovative services

4.0 Achievements from the Supporting People programme since 2005

The Supporting People programme in Brent provides services at an annual cost of £12.8 million to over 3,500 service users with housing support needs. Services are provided across a range of client groups from single homeless people with support needs to teenage parents and people with drug and alcohol issues. It has done this within budget and within a climate of tight financial pressures. The programme budget has not increased since 2005/6, yet the programme has been able to deliver significant efficiency savings through successful negotiations in contract monitoring, service reviews and the on-going tendering and re-procurement of existing services and commissioning of new services.

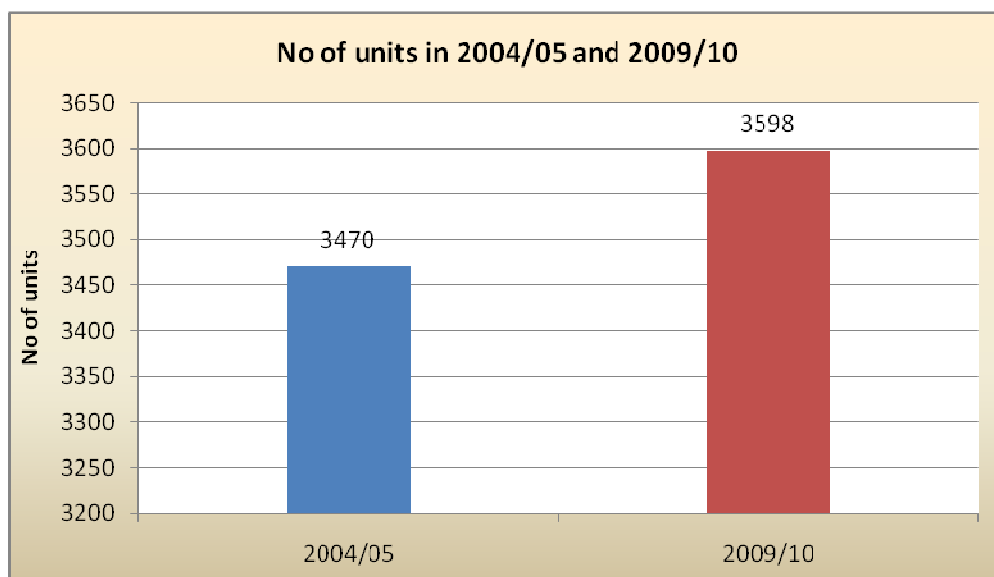
The programme has contributed significantly to meeting the strategic agendas of the Council and partners in Health and Probation:

- We have expanded the number of people receiving floating support to help them stay in their own homes from 1107 in 2005 to 1541 in April 2008
- At the end of 2006 we set up a new floating support service provided by Thames Reach Broadway for 50 people with mental health needs.
- We increased support for homeless families, so that 10 families attending Brent Homeless Families Centre could receive specialist housing support.
- We set up a new floating support scheme in partnership with the Drug and Alcohol Action Team to support up to 60 offenders.
- With partners in the London Probation service we remodelled our accommodation based offender services and provided extra funding to increase the levels of staff provided at offender hostels.
- Elders Voice has been funded to provide an accident prevention service and a handyperson service for older people, and Willow Housing provides hospital discharge workers to support older people and those with disabilities to return home after a period in hospital.
- We funded Innisfree Housing Association to pilot a housing support service for up to 15 vulnerable Irish people living in the private rented sector
- We set up a new service jointly with NHS Brent (Drug and Alcohol Action Team) and Paddington Churches Housing Association to provide a floating support scheme for 40 people at risk of homelessness because of drug misuse.
- In 2007 we started implementing our strategy for people with a learning disability by selecting preferred providers and expanding the range and quality of services offered
- Achieved a positive outcome from one of the earliest Supporting People inspections led by the Audit Commission in 2004, being scored as providing a good, two star service with excellent prospects for improvement
- In partnership with our West London partners we established a cross authority floating support service (led by our colleagues in Hammersmith and Fulham)
- We set up a single access point called START in November 2006 through which all floating support referrals were channeled. This developed into an expanded service in October 2008, START Plus which is now the single access point for all supported accommodation, floating support and move on
- Raised the profile of service user involvement, funding an initiative to train service users to become peer consultants. Co-ordinated by BHUG, this has enable a range of service users to become involved in strategic reviews, the tendering and procurement of services, to join the Core Strategy Group as full members and produce regular service user newsletters
- Led on ensuring the Accreditation of Supporting People providers for the West London Supporting People Partnership

5.0 The Supporting People programme in Brent

Current Supply of Housing Support Services

The number of available Supporting People units increased from 3470 in 2004 to 3598 in 2009/10. The split of services is shown below.



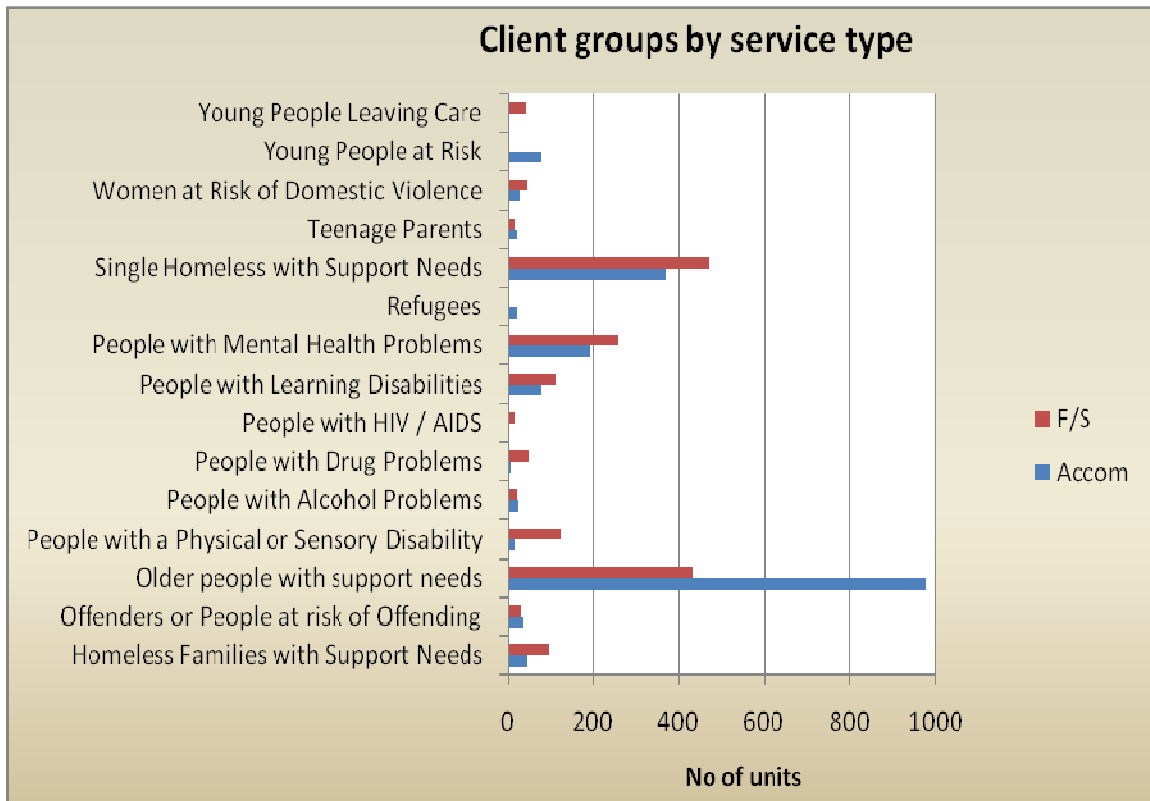
At August 2009, the number of Supporting People service users by type was as follows:

Client Group	Number of SP units	
	Accommodation	Floating Support
Homeless Families with Support Needs	48	98
Offenders or People at risk of Offending	35	30
Older people with support needs	978*	475
People with a Physical or Sensory Disability	14	123
People with Alcohol Problems	23	21
People with Drug Problems	6	50
People with HIV / AIDS	0	15
People with Learning Disabilities	79	110
People with Mental Health Problems	192	258
Refugees	19	0**
Single Homeless with Support Needs	370	468
Teenage Parents	22	15

Women at Risk of Domestic Violence	25	47
Young People at Risk/Leaving Care	79	43
TOTAL	1890	1753

* 138 of these being extra care units

** 15 floating support units for refugee families included with Homeless Families services

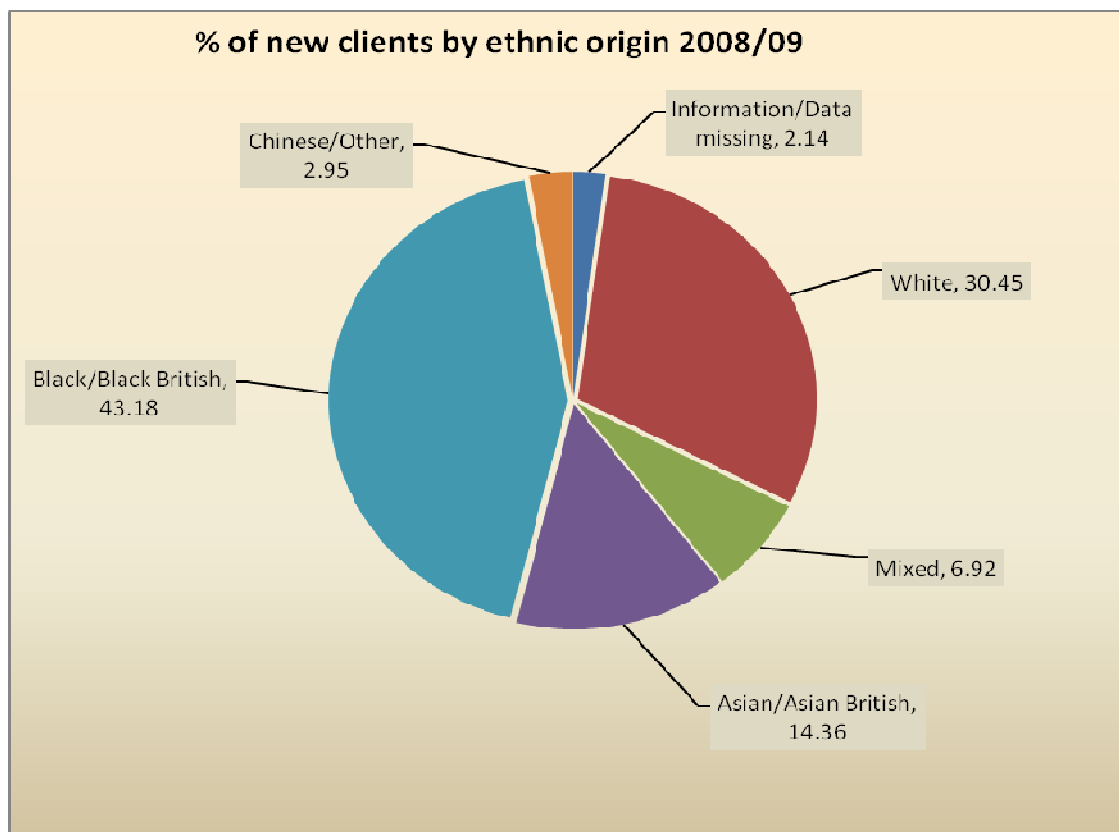


An estimated 3,643 people in Brent receive a Supporting People funded service at any time. Of these people 52% receive an accommodation-based service, and 48% (over 1700 people) receive floating support. Accommodation based services are housing-related support services that are tied to a specific accommodation provision. Floating support is not tied to any specific accommodation. Rather, it is attached to the person, and follows them if they move to another address. This flexible model of support remains in place as long as the person requires it (usually up to a period of two years but it is often shorter), and then it can move to another service user who requires it. Floating support can also provide intermittent support to individuals to assist them in dealing with short term crises and enable them to sustain their tenancies. This is an element of the preventative nature of the Supporting People programme.

Supporting People service user profile

A total of 1029 new client record forms were collected from April 2007 - March 2008, meaning that at least this many new clients started receiving services in Brent over the year. This is a 50% increase on the previous years, mainly due to increased participation, but also due to an expansion in the number of services available as providers expanded services. More men than women started receiving services: 566 men compared to 457 women, reflecting that Brent still has several large male-only hostels with a high turnover. These hostels accommodate single homeless men, people with drug and alcohol problems and mental health clients.

The graph below shows the breakdown of clients by ethnic origin



The largest ethnic group of new clients is the black or black British group (43%) followed by the White group (30%) and then the Asian group (14%). The breakdown by ethnicity is compared with the census figures for Brent as shown in the table below. As in the preceding years, the people who are accessing Supporting People funded services in Brent are not accessing them in the same

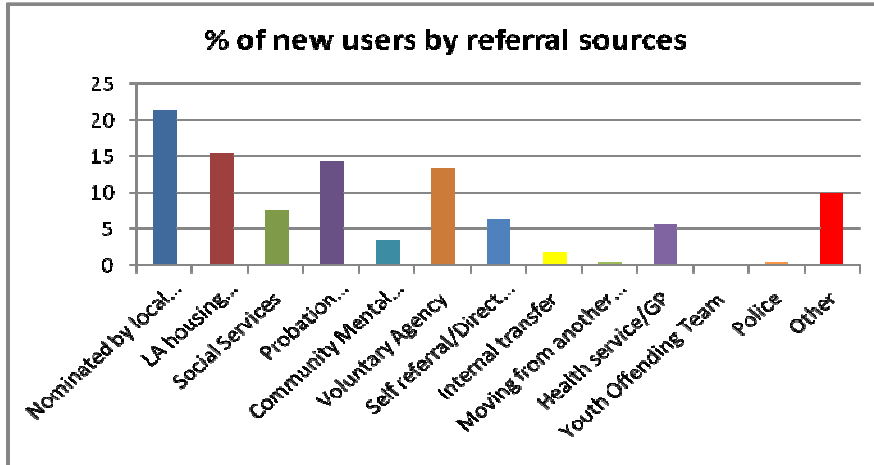
proportions. The black group continue to represent the highest percentage of new service users proportionally (over 40%) compared to their census representation of 20%, whilst fewer white and Asian people are accessing services than suggested by census representation. The table also below compares representation in Supporting People services with homelessness approaches, showing the same patterns of over-representation.

New Service Users compared to total Brent Population 2007-8					
Ethnic Groups	Total Brent Population	%Total Population	New SP Service users in Brent	% of New SP service users	% Homelessness approaches
White	119278	45%	354	34%	23.4%
Asian or Asian British	73062	28%	125	12%	15.4%
Black or Black British	52337	20%	420	41%	49.6%
Mixed	9802	4%	67	7%	11.2%
Other	8985	3%	18	2%	
Unknown			45	4%	
Total	263464	100%	1029	100%	100%

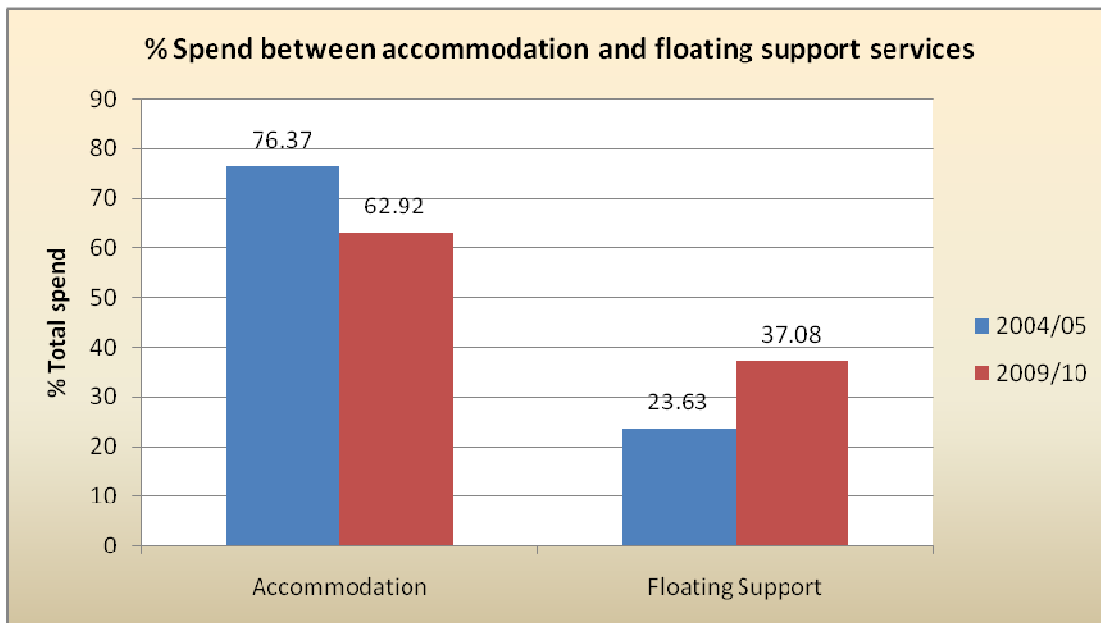
Referral Sources

The main referral source is the local authority housing department (37%). This is followed by the National Probation Service (14.29%), voluntary agencies (13.41%), social services (7.48%), self-referral (6.41%) and health (5.64%). The other referral sources are community mental health, internal transfers, other Registered Social Landlords, Youth Offending Team and the police all of whom account for less than 6% of the total referral sources.

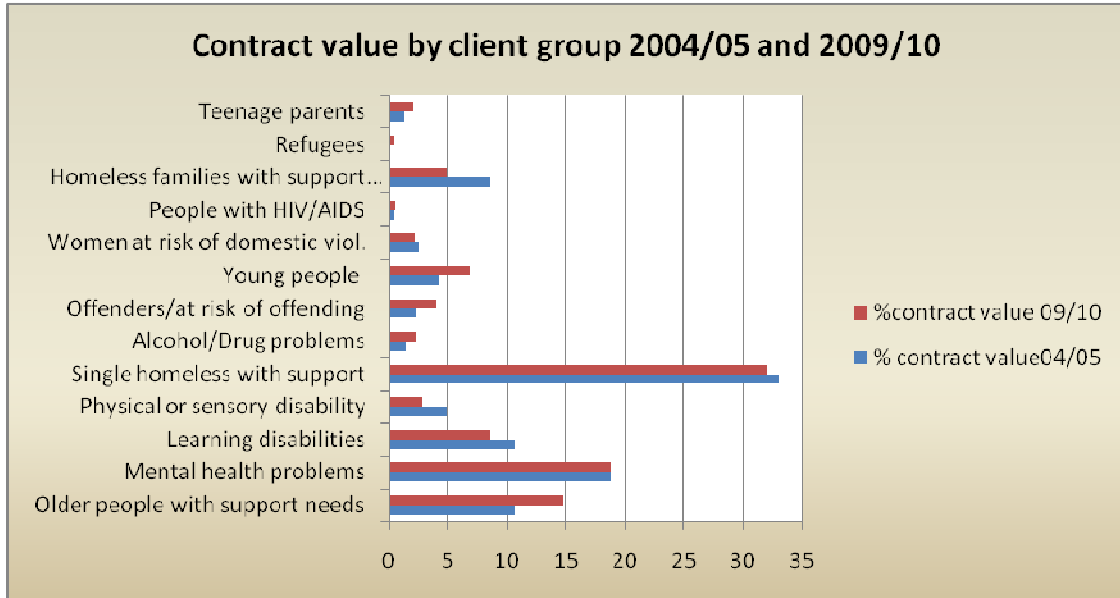
The chart below shows the full breakdown



Spending

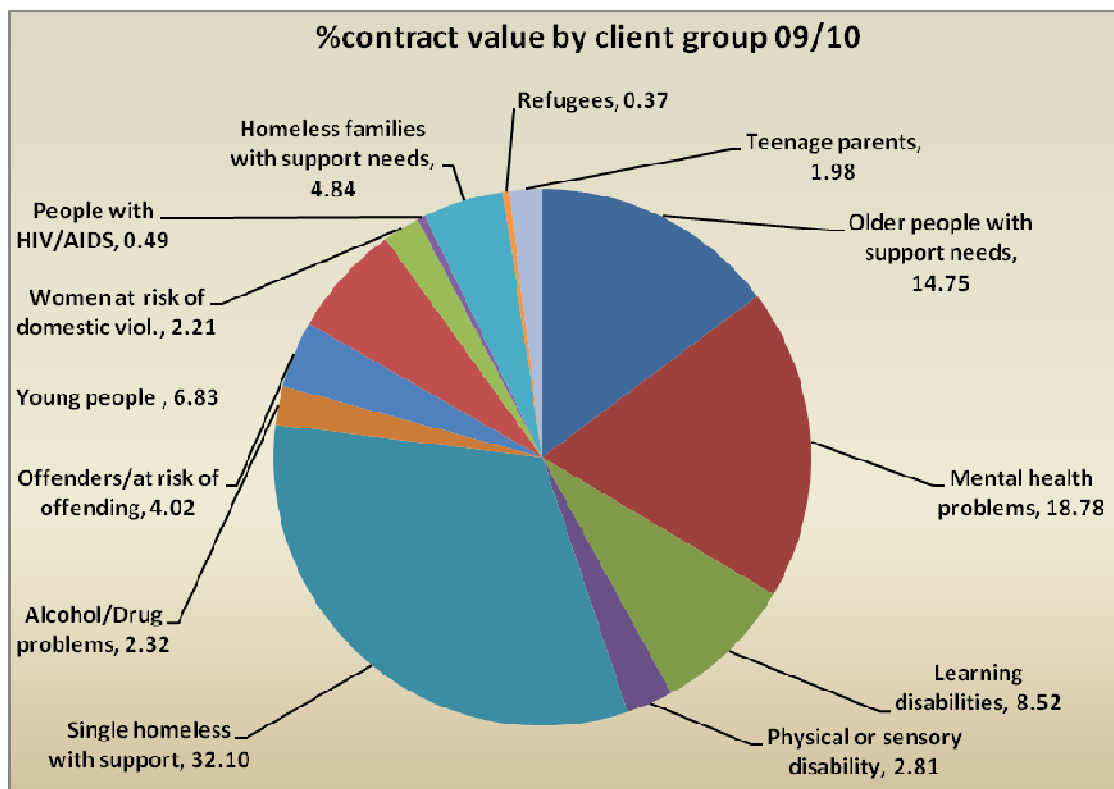


The figure compares the spend in the years 2004/5 and 2009/10. At the inception of the programme, the majority of services were accommodation based. However, over the years increased number of floating support services for various client groups have been developed. The graph reflects the historic inheritance of the disproportionate funds allocated in early days of Supporting People for accommodation based services. Over the years we have managed to bring most of the contracts in line with benchmark figures. Overall the numbers receiving Supporting People funded services have increased.



The graph above gives a breakdown of the contract spent for each client group, comparing what was spent in 2004/5 with 2009/10. This is the total budget including both floating support and accommodation based services. It is important to note that where the value has reduced, either the number of services or the number of support hours have increased. Some of the services have been tendered, for example the learning disability services, older people floating support services and handy person services.

The greatest variance is in the families service and this is due to renegotiating costs in line with benchmark figures for similar services. However, for single homeless, offenders and older people, costs have risen by approximately £1.4m but the number of clients in receipt of support at any given time has increased by 50%.



The three largest client groups on which the Supporting People grant has historically been spent are single homeless, mental health and older people. This has not changed since 2004/05 as we have not yet tendered for these services, with the exception of Older People's floating support services. However, over this period there has been a substantial remodelling of services to meet the changing needs of clients, 55% of the budget is spent on people considered to be socially excluded, for example people, single homeless, those with drug and alcohol problems and ex-offenders. Although the Supporting People budget has been reduced, we have still managed to maintain and expand services over this period through our focus on value for money and achieving efficiencies where possible.

START Plus – Single point of access to services

The START Plus service commenced in October 2008 and is the access route to both supported accommodation and floating support and move on. Since its inception it has received 578 referrals for floating support and 546 referrals for supported accommodation. More referrals have been linked with a floating support service than an accommodation service, with longer waiting periods currently to access accommodation schemes. There is an identified need for providers to move on clients assessed as ready to move on to avoid silt up in services, and a continued drive required to make increased use of the private rented sector. These workstreams directly impact on the achievement of

National Indicator 141 which is one of the borough's LAA targets. Improving access to move on accommodation and use of the private rented sector is a key strategic priority for the programme over the next five years and work will continue with service providers to achieve this.

Service User involvement in Governance and Policy

We have improved service user involvement in the Supporting People programme and have co-ordinated delivery of a series of training programmes and events to increase involvement. This has included participation in procurement and tendering, consultation on the strategic review programme and on the refreshed Supporting People strategy. A number of service users have completed an accredited training course with BHUG to become Peer Consultants, and will be invaluable in contributing to the future shape and delivery of the programme.

Service user involvement in the governance arrangements of the programme has also been strengthened, and we now have service user representatives included on the Core Strategy Group with voting rights. This will further enhance the ability of the programme to ensure that services meet service user needs and that the views of service users inform delivery and development.

6.0 National and Local Context for the Strategy

6.1 National Strategies

A number of national strategies set the context for future delivery of the Supporting People programme and its implementation at a local level. These include:

Supporting People Strategy 2007 – Independence and Opportunity

The strategy is based on four key themes:

- Keeping people that need services at the heart of the programme and of local delivery of the services;
- Building on partnerships with the Third Sector;
- Delivering in the new local government landscape, and;
- Increasing efficiency and reducing bureaucracy

At the outset, the strategy retains a focus on the role of housing in increasing opportunity and improving the quality of life. Service user choice, particularly through the use of Individual Budgets continues as a theme and there is a suggestion that many benefits could be gained from these, both for service users and commissioners.

There is a clear recognition of the importance of the role of the Third Sector, both in developing and delivering Supporting People services over many years. The importance of key links with the wider Sustainable Communities Strategies is highlighted, and additionally the need to co-ordinate Supporting People at a local level with the wider regional housing agendas.

Social Exclusion agenda and Regeneration Strategy

The *Reducing re-offending by ex-prisoners* report by the Social Exclusion Unit (2002) identified that people who have been in prison account for one in five of all crimes committed. Nearly three in five prisoners are re-convicted within two years of leaving prison. Offending by ex-prisoners costs society approximately £11 billion a year. Up to a third of prisoners lose their home when in custody, and two-thirds are homeless on release.¹ Research suggests that stable accommodation can make a difference of over 20 per cent in terms of a reduction in reconviction. Approximately one in every twenty prisoners claimed to be sleeping rough prior to imprisonment.²

The Social Exclusion Unit's 2002 report *Reducing Re-offending by ex-prisoners* set out the seven 'pathways' to reducing re-offending: accommodation; skills and employment; health inequalities; drugs and alcohol; children and families of offenders; finance, benefit and debt; and attitudes, thinking and behaviour. This work provided the framework for the Government's Reducing Re-offending Delivery Plans in 2004 and 2005³. The Five Year Strategy for Protecting the Public and Reducing Re-Offending details how work on the seven pathways is taken forward.

The National Commissioning and Partnership Framework 2008-09: NOMS

The Make Communities Safer Public Service Agreement, published as part of the Comprehensive Spending Review 2007, set out the need for a cross-Government approach to reducing re-offending and protecting the public.⁴ This emphasises the need to develop local partnerships to deliver national priorities. Good quality, settled accommodation provides security and stability to offenders, and there is need for relevant housing, homelessness and housing support data is available to inform commissioning decisions.

Supporting People services contribute to the Community Safety agenda in a number of ways, including the public protection agenda, reducing substance misuse and alcohol misuse and tackling anti-social behaviour.

¹ Home Office, OASys pilot study, 2001 (unpublished)

² Home Office, Resettlement survey 2001 (forthcoming publication)

³ Social Exclusion Unit Report, Reducing Re-offending by ex-prisoners, 2002

⁴ National Commissioning and Partnership Framework 2008-09: National Offender Management Service, February 2008

Transformation Programme – Adult Social Care

The introduction and implementation of Personalised services is a key central government agenda to improve choice and control for service users in the type and range of services they are able to receive.

The ‘Transformation Agenda’ of which Personalisation is one component represents a significant shift in central government policy concerning the provision of health, housing and social care from a statutory service led approach to a service user led framework. There is a key emphasis here on increasing choice and ownership for service users in all elements of their care and support from deciding what services they want to purchase, to receipt of services. The role of Supporting People services in this agenda is evolving nationally and locally and will influence the future commissioning of services for a number of client groups. Supporting People has a role to play in ensuring services are “joined up” and that vulnerable individuals can access housing related support, as well as care, if they need it.

Health

The Department of Health vision for commissioning of health care services, World Class Commissioning, is about delivering better health and well-being for the population, and improving health outcomes and reducing health inequalities. It is a statement of intent designed to raise ambitions for a new form of commissioning that has not yet been developed or implemented. Taking this approach, commissioners are expected to demonstrate better outcomes; adding ‘life to years and years to life’.⁵

Shaping the Future of Care Together

The Green Paper *Shaping the Future of Care Together* sets out proposals to reform the care and support system for adults in England so that the system becomes fair, simple, high quality and affordable. Following consultation the intention is to produce a White Paper in 2010. The Green Paper introduces the concept of a new National Care Service and identifies six elements that would define this:

1. prevention services
2. national assessment
3. joined up service
4. information and advice
5. personalised care and support
6. fair funding.

⁵ World Class Commissioning: Vision, Department of Health, December 2007

The key driver for the proposals is the anticipated growing demand on services with 1.7 million more adults predicted to need care and support by 2026 – the number of people aged over 85 will also have doubled and the number of people over 100 quadrupled. The ratio of people in work to pensioners will also decrease and this creates an imperative for reform of the care and support system.

The government is suggesting a vision of a fair, universal, simple, and sustainable system which empowers people to live their lives how they want to. To achieve this, health, housing, social care and the benefits system need to work in a way that is joined up and reduces costs. This does not necessarily involve structural change but improved joint working.

A key aspect of the six elements in a 'National Care Service' is Prevention. The Green Paper defines these as '*services to help people stay independent and well for as long as possible and to stop care and support needs getting worse*'. Supporting People services have a key role to play in delivering these services in conjunction with other funding streams.

Drugs and Alcohol

The Alcohol Harm Reduction Strategy for England was published in 2004. The strategy was reviewed in 2007 and *Safe, Sensible, Social – Next Steps for the Alcohol Strategy* incorporates the review of the strategy and sets out the next steps. The Department of Health local implementation toolkit sets out the framework for the delivery and review of local alcohol strategies.

Key actions in the Alcohol Strategy include:

- Sharpen criminal justice for drunken behaviour
- A review of NHS alcohol spending
- More help for people who want to drink less
- Toughened enforcement of underage sales
- Trusted guidance for parents and young people
- Public information campaigns to promote a new sensible drinking culture
- Public consultation on alcohol pricing and promotion
- Compulsory local alcohol strategies

The National Drug Strategy launched last year *Protecting Families and Communities* (2008), with a guide for local partnerships set out in the London Drug Policy Forum and building on the strategy *Tackling Drugs, Changing Lives: 2008-2018*. Key actions in the Drug Strategy include:

- Protecting communities through robust enforcement to tackle drug supply, drug-related crime and anti-social behaviour
- Preventing harm to children, young people and families affected by drug misuse

- Delivering new approaches to drug treatment and social re-integration
- Public information campaigns, communication and community engagement
- Details of all the above are to be delivered during the next ten years starting from 2008

Valuing People Now – People with Learning Disabilities

'Valuing People Now ' (2009) sets out how the Government will deliver services that meet the human rights of people with learning disabilities and emphasises social inclusion, personalised services, choice and control and maximising the opportunities to live independently and have a range of housing options to choose from, to have a job, and a family life.

Children and Young People

Every Child Matters (2005) indicates the national and local priorities for young people's services which includes five outcomes given legal force by the Children Act 2004. They define and challenge local authorities and partner agencies to meet a set of universal aspiration for all children and young people and must be integral to any provision:

- Being Healthy
- Staying Safe
- Enjoy and Achieve
- Make a Positive Contribution
- Achieve Economic Well-being

7.0 Local Strategies and Plans

The Supporting People programme in Brent operates within the context of the Council's wider strategic priorities and those of partners in Health and Probation. The following sections summarise the key local drivers that Supporting People is concerned with.

The Community Strategy

This Community Strategy 2006-2010, produced by Brent's Local Strategic Partnership, *Partners for Brent*, sets out how the council and its partners will meet the needs and aspirations of Brent's residents. The Community Strategy sets out the shared vision for the Borough:

"Brent will be a prosperous and lively borough, full of opportunity and welcoming to all. A place that will thrive for generations to come whose future will be determined by local people."

Three values underpin the Strategy:

- delivering efficient, accessible and sustainable services to excellent standards;
- developing tailored solutions to meet the needs of individuals, families and communities; and
- celebrating our Borough's diversity and building upon our national reputation for nurturing successful community cohesion.

Supporting People services contribute to the following key commitments within the strategy:

- reduce the fear of crime and the impact of violent crime and robberies;
- reducing the gap in life expectancy across the Borough and promoting wellbeing.
- creating settled homes for the large number of families with children based in temporary accommodation; and
- supporting those children and young people whom experience the greatest barriers to learning, live transient lives, within priority neighbourhoods, low-income households and/or whom have additional or acute needs.

Corporate Strategy

The Corporate Strategy and the Community Strategy set out the vision and priorities for the Council and its partners. This strategy aims to support the delivery and achievement of these priorities and complementary strategies and agendas. The Corporate Strategy has five crosscutting themes. The areas of concerns for local people are:

- Supporting children and young people
- Promoting quality of life and the green agenda
- Regeneration and priority neighbourhoods
- Tackling crime and community safety
- Achieving service excellence

The Corporate Strategy vision is for Brent to be:

- A great place: with a focus on reducing crime, disorder and drug misuse, improving cleanliness and environmental stability and giving local people a greater say in shaping the services that affect their lives
- A borough of opportunity: with a focus on increasing choice, improving health and prosperity;
- One community: a focus on physical regeneration, improvement to housing and improving chances for young people, providing care and support to the vulnerable and supporting independent living

The Strategic Review programme has demonstrated how current Supporting People services contribute to the wider government preventative agendas. There is also clear evidence of how services actively contribute to the vision set out in the Corporate Plan. The range of constructive interventions that the programme has commissioned has contributed to reducing homelessness, reducing reoffending and reducing hospital admissions. Particular examples relate to how services tackle multiple and complex needs such as substance misuse, mental health and address literacy and worklessness. The Supporting People programme will continue to focus on preventative housing related support services that support the vision for Brent.

Housing Strategy 2009-2014

The updated Housing Strategy 2009-2014 sets out how the delivery of housing and housing related services will be actioned, while maintaining a focus on the role of housing services in delivering the wider vision of the Corporate and Community strategies.

The Strategy sets out the following priorities for the next five years:

- To work with partners to deliver new supply targets particularly on larger homes and housing with support for vulnerable people
- Ensure an appropriate mix of tenures
- Ensure social regeneration objectives including employment and the creation of sustainable neighbourhoods are prioritised
- Tackle homelessness by ensuring the best of use of existing stock to meet the target of reducing the use of temporary accommodation by 50%
- Maintain an emphasis on preventative services and provide a range of housing options
- Continue a programme of funding, advice and support to private landlords and encourage their continued participation in the mix of housing options available

Specific targets related to Supporting People priorities include:

- Developing new schemes to support increased move on
- Developing schemes to improve warmth and energy efficiency, particularly for older households
- Reducing the use of residential care through the provision of more appropriate housing solutions, such as extra care and other assisted living schemes.
- Expanding the provision of floating support services that can assist people to sustain their tenancies, particularly to those in the private rented sector and will also contribute to the range of housing options available to people in Brent.

Homelessness Review, Strategy and Action Plan, 2008-2013

Brent's latest Homelessness Strategy was published in July 2008 and is an accompanying document to the Housing Strategy.

The strategic objectives identified for 2008-13 are:

- Prevention of homelessness
- Increasing supply of housing and widening housing options
- Supporting the vulnerable
- Keeping rough sleeping as near to zero as possible
- Limiting the use of hotel accommodation and reducing the use of temporary accommodation
- Improving customer service and accessibility
- Improving and developing partnership working and protocols

Supporting People services play a key role in preventing homelessness by providing referral, assessment and placements through START Plus, and enhancing the housing options available locally through the provision of floating support and supported housing services.

Local Area Agreement and Local Strategic Partnership

Brent's Local Strategic Partnership, Partners for Brent, oversees the delivery of the Local Area Agreement in the borough. Supporting People contributes to a number of the priority targets within the LAA for 2008-2011. A specific LAA target, National Indicator 141 relating to move on, has been adopted by the borough. This seeks to increase the percentage of vulnerable people achieving independent living on an annual basis and has a year on year stretch target attached to it. The operation of the START Plus service will be key to driving this particular target, as there is an on-going emphasis on tackling 'silt up' in supported accommodation and increasing move on to independent accommodation, including the private rented sector.

Other LA targets that Supporting People contributes to are:

- NI 40- Number of Drug users in effective treatment
- NI 130 - Number of social care clients receiving self-directed support
- NI142 – number of vulnerable people who are supported to maintain independent living
- NI150 – Adults in contact with secondary mental health services in settled accommodation
- NI156 - Number of households living in temporary accommodation

Diversity

The Single Equality Scheme sets out Brent's commitment to make equality and fairness part of every service we provide to the community. Equality is on the Council's core values and is an integral part of everyday business. The Council will continue to monitor its performance through the systematic monitoring of departmental equality action plans across each service area.

All Supporting People service providers are annually assessed on how they meet Fair Access, Diversity and Inclusion criteria through the Quality Assessment Framework (QAF) exercise. Equal access to services is also a key Performance Indicator for the programme. The revised QAF implemented in 2009 increases the requirements on providers for levels of quality attained in services, thereby demonstrating continuous improvement.

Community Safety/Criminal Justice

Home Office data from 2003/2004 on the economic costs of crime in London boroughs indicates that in Brent the total estimated cost of crime committed by individuals with previous offences was £41,014,337. This includes cost as a consequence of crime such as physical and emotional impact on victims, health service costs and the costs associated with the criminal justice system such as police, correctional service and courts⁶.

Prison receptions as a proportion of the resident population for Brent indicate that there were 973 prison receptions in 2007-8, which equates to 0.53% of prison receptions as a proportion of the working age population in the borough⁷.

The Supporting People programme has maintained a strong partnership with the Probation Service, and has provided tailored housing support to individuals released from prison and returning home to Brent. Housing support services funded by Supporting People have been remodelled to meet the changing needs of ex-offenders. The provision of this support has contributed to their successful resettlement in the community.

Personalised Services – Adult Social Care

Personalisation is based on the principal that the individual is best placed to know what they need and how their needs can be met. People can make their own decision but should have the support and information they need to enable them to do this. The aims of the Adult Social Care Transformation Programme in Brent are to:

⁶ MoJ/CLG toolkit: <http://www.lg-em.gov.uk/pp/gold/viewGold.asp?IDType=Page&ID=15741>)

⁷ London Resettlement Forum data, October 2008

- To transform the lives of people who need our support so that they enjoy maximum control over their own destinies and achieve best outcomes in their everyday lives.
- For those who need personal Support, to transform social care in Brent into a system of Self Directed Support.
- To help people achieve wellbeing by reducing barriers which prevent people from accessing mainstream services, including transport, housing, leisure, work and financial services

Some key targets for the Adult Social Care transformation programme are:

- To ensure we have 50% less people in Residential Care by 2010
- To ensure we have 50% of our service users on Self Directed Support by 2010
- To use the Care Management role to support people in achieving independence and control over their lives
- To facilitate a significant increase in Direct Payments across all service user groups
- To introduce a transparent system to tell individuals their budget for support costs through a Resource Allocation System (RAS)
- To commission fewer block contracts and create a significant increase in the use of Extra Care Sheltered Housing and other alternatives to residential care

In 2009/10 the Council is piloting Self Directed Support in the following service areas:

- Learning Disabilities – young people in transition services, day centres, all new clients and reviews
- Mental Health – Assertive Outreach and east Sector Community Mental Health Team (for new clients and reviews)
- Older People – A sample of reviews and new referrals
- Physical Disabilities – A sample of reviews and new referrals including Complex cases, and people from the New Millennium Day Centre

In terms of Brent's performance, the number of people receiving Self Directed Support (direct payments and individual budgets) at the end of April 2009 was 449 against a target of 946 for the year 2009/10. This demonstrates good performance in terms of direction of travel, and needs to be build upon incrementally to achieve the target of having 50% of all people on Self-Directed Support by 2010/11.

The role of Supporting People in the delivery of the Transformation Programme is evolving and will become increasingly important during the life of this strategy. In 2009 the key areas of work are in the development of extra care sheltered housing, the provision of hospital discharge services and providing alternatives to

residential care so that the target of reducing the numbers in these services by 50% by 2010 can be achieved. Supporting People will also encourage SP providers to pilot self-directed support and personal budgets where appropriate in SP services.

Joint Commissioning Strategy for Mental Health

The Joint Commissioning Strategy (2007-2012) sets out the future vision of mental health services in Brent and underpins integration of health, social care and housing provision based on national and local priorities. The strategy aims to provide needs led services to adults in the best way possible ensuring equality of access and being sensitive to disabilities, ethnicities, sexuality, age and gender issues.

The Supporting People strategic review of mental health services identified a need for a range of different services to particularly meet medium to higher levels of housing support, and to develop more self-contained accommodation. Development of a pathway through mental health services will ensure that service users can access appropriate housing support services when required, but can work towards achieving increased independence and education, training and employment.

Mental Health Accommodation Strategy

The Mental Health Accommodation Strategy was produced in 2008, in consultation with service users, and our partners in Adult Social Services and the Mental Health Trust and is a key driver for the future development of mental health services.

Gaps identified

- A lack of self contained supported accommodation
- A lack of shared accommodation where people have access to a private bathroom.
- Difficulties accessing independent accommodation
- A lack of provision for people with multiple needs including people with dual diagnoses of mental health and drug and alcohol problems
- There is no supported accommodation for people with a history of offending and mental health needs in the borough
- The large number of people being placed outside the borough or in residential homes suggests that there is a lack of accommodation offering high support in Brent
- Lack of culturally specific services
- Lack of gender specific services
- Lack of services that meet the need of people who are Lesbian, Gay,

Bisexual or Transgender

- Insufficient focus on supporting people to access work, training and volunteering
- Inadequate access and take up of Self Directed Support

Recommendations

The Supporting People tender for specialist mental health accommodation and support in Brent is designed to address the gaps identified above. The Strategy also recommended:

- There should be service user involvement in all areas of services, especially involvement in letting of shared accommodation.
- A programme of refurbishment should be planned to bring all supported housing up to decent homes standard and to minimise sharing of facilities.
- Additional self-contained accommodation for people with high support needs should be developed.

Supporting People funded mental health services ensure access to independent housing in both the public and private sectors and appropriate support for people with mental health problems to live independently in their homes.

Health

Identifying health needs and interventions locally has been undertaken through work on the Joint Strategic Needs Assessment, Health and Well-being strategy and the Primary and Community Care Strategy.

The picture of local health need in Brent identifies the following key issues:

- An increasingly deprived population
- A relatively young population
- A highly mobile population
- 55% of residents from black and minority ethnic communities
- Circulatory disease and cancer are the largest causes of death

NHS Brent has developed a Commissioning Strategy Plan (CSP) to cover the period 2008 – 2013. The CSP sets out the vision, goals and initiatives for improving health outcomes and reducing health inequalities over the next five years.

The five local goals to be delivered are:

1. Safe and High Quality Services
2. An increase in life expectancy
3. Reduce health inequalities
4. Promote good health and prevent ill health/maintain good health
5. Improve patient satisfaction

Some examples of joint work with NHS Brent and Supporting People include joint commissioning for service users and carers involvement, floating support for substance misuse, START Plus and the Drug Intervention Programme, mental health and homelessness. Further examples of close partnership working are through Supporting People's close involvement in the Substance Misuse Joint Commissioning Group and DAAT representation at the Commissioning Body. One of the key priorities in NHS Commissioning Plan is mental health services, of which Supporting People funds approximately £2.3 million each year. The provision of preventative housing related support services to people with mental health issues contributes significantly to the well-being and maintenance of good health of people with mental health issues, substance misuse issues, and those with physical disabilities, learning disabilities, and frailty associated with ageing.

Drugs and Alcohol

Brent Drug and Alcohol Action Team (DAAT) is the strategic partnership responsible for the local implementation of the National Drugs Strategy. There are three key areas of responsibility that complement the wider crime and disorder and community safety agendas.⁸

1. Harm reduction – reducing the harm people do themselves, their families and the community through their use of illegal drugs and alcohol
2. Demand reduction – reducing the level of demand for illegal drugs
3. Supply reduction – reducing the availability of illegal drugs

Drug treatment services in the borough are funded primarily to work with Class A drug users – heroin, cocaine and crack cocaine.

In 2005/06 there were 933 residents of Brent in treatment for drug use, an increase of 11% from 2004/05.⁹ Brent has consistently exceeded its targets for getting people into treatment in each year when the Crime and Disorder Reduction Strategy has been produced. At 85%, Brent also has the highest retention rates (for remaining in treatment) in London. This means that local drug users are tending to stay longer and engage with treatment programmes such as

⁸ Annual Report 2007-2008, Brent Crime and Disorder Reduction Partnership

⁹ Brent Joint Strategic Needs Assessment (2008)

structured day care, specialist prescribing and counselling services. The aim of the Brent DIP is to move drug offenders away from a life of crime into treatment, thereby reducing crimes such as burglary, robbery, vehicle crime and gun crime. Brent DIP has consistently performed above the regional and national average. The provision of housing related support services has enabled individuals to sustain the gains they have made in treatment services when they move back into the community. Supporting People has an important and continuing part to play in the treatment pathway for those with substance misuse issues.

Alcohol Harm Reduction Strategy 2006 -2008

The Brent alcohol harm reduction strategy aims to:

- Reduce the level of alcohol-related ill health, accidents and injuries
- Reduce anti-social and criminal behaviour associated with alcohol
- Address the alcohol-related needs of young people, their families, and the communities they live in

Brent became a borough-wide controlled drinking zone in December 2007 following the success of the pilot scheme introduced in July 2006. Brent's approach to management of the CDZ is to balance enforcement with support to those with long-term alcohol related issues. Supporting People funds services that provide housing support to those with alcohol issues and contributes to the borough's harm reduction strategy by supporting individuals to sustain their tenancies and address their alcohol use.

Joint Commissioning Strategy for Older People

The vision of Brent's Joint Commissioning Strategy for Older People is that older people enjoy an independent, active and healthy life in a safe environment. Some of the priorities are:

- Early intervention to prevent older people going into crises and prevent deterioration by providing timely and appropriate services
- Specialist services for older people with special needs such as mental health and dementia
- Service flexibility that adapts to individual needs in their own home

The links between provision of housing support and extra care housing support are very strong. The borough's Older Persons' Housing Strategy 2003-08 and the strategic review of extra care identified the need for more extra care housing in the borough. The Supporting People programme will continue to work with providers and colleagues in Adult Social care to ensure that older people can be maintained in their homes with appropriate floating support and community alarm services, and hospital discharge and reablement services for as long as possible. Supporting People will also work with sheltered housing providers and colleagues in housing to remodel and where possible provide new extra care

housing that will enable older people to maintain the maximum level of independence they can.

Brent Children and Young People's Plan

The Plan has six strategic priorities:

- Creating the conditions in which children and young people thrive
- Early years development
- Education achievement and school improvement
- Focus on excluded and vulnerable groups
- Safeguarding health and well-being

The Supporting People programme funds housing support services for young people at risk, children leaving care, teenage parents and vulnerable families including those experiencing domestic violence. Supporting People works closely with the Council's Children and Families department and contributes to the following objectives in the Children and Young People's Plan:

- Work with partners to provide appropriate housing for families and independent young people
- Reduce teenage conception rates
- Reduce youth re-offending and support re-integration
- Improve support to children, young people and families experiencing domestic violence

8.0 Information about the Brent Population

Census Data

The 2001 Census population for the London Borough of Brent was 263,464. This figure compares with the latest mid-year estimate for 2007 of 278,500¹⁰. Since 1991 Brent's population has increased by 5% with more than two-thirds of the population aged between 16-64 years. The borough has the second most culturally diverse population in England and Wales. More than 55% of Brent's population are from black/minority ethnic groups (BME), and almost 1 in 10 residents are Irish, and 50% are from either Black or Asian communities. There are marked inequalities between the geographical areas and ethnic and socio-economic groups in Brent¹¹.

¹⁰ Taken from Brent Council website:

<https://www.brent.gov.uk/demographic.nsf/24878f4b00d4f0f68025663c006c7944/b8850a6b0e6ca7ee80256c4d002ab631!OpenDocument>: Based on information from 2001 Census

¹¹ National Statistics Census - 2001

Matching the profile of services to future need

Successful service delivery relies on evidence of what the need and demand for services is, now and in the future. To achieve this, needs mapping and gap analysis has been undertaken to identify the profile of needs in the borough and this has been used to map future demand for services. The table below identifies an increased ageing population in the borough.

Brent population aged 65 and over, in five year bands, projected to 2025¹²					
	2008	2010	2015	2020	2025
People aged 65-69	9,200	8,800	9,400	9,700	11,400
People aged 70-74	8,500	8,400	7,600	8,200	8,500
People aged 75-79	6,600	6,800	7,000	6,400	7,000
People aged 80-84	4,100	4,300	5,100	5,400	5,000
People aged 85 and over	3,700	3,800	4,500	5,500	6,500
Total population 65 and over	32,100	32,100	33,600	35,200	38,400

Additionally the particular needs of the ageing population also impact significantly on health and social care services, as illustrated in the table below. Therefore, in developing flexible services that meet the future needs of service users it is critical that the architecture and design of services is considered directly with the aims of effective service delivery and the proposed outcomes of maximizing independence and reducing the reliance on residential care.

People aged 65 and over predicted to have dementia, by age band (65-69, 70-74, 75-79, 80-84 and 85 and over) and gender, projected to 2025¹³					
	2008	2010	2015	2020	2025
Total population aged 65 and over predicted to have dementia	2,065	2,143	2,345	2,612	2,868

General Population - Key Facts

The Brent population age profile is young compared to UK, with 43% of residents under 30 years of age. The population is projected to grow by at least 8% over next 10 years with the largest increase in Asian and other BME groups. 12% of the population are over the age of 65 (33,400 people). Of this number 46%¹⁴ of people aged 65-74 years are from BME groups, this reduces to 24%¹⁵ for people

¹² Projecting Older People Population Information System, Department of Health (2008)

¹³ Projecting Older People Population Information System, Department of Health (2008)

¹⁴ Data is derived from Healthier Communities and Older People LAA Challenge Day November 2007 using ONS 2001 UK Census information

¹⁵ Projecting Older People Population Information System (POPPI) March 2008

75 years +. Projections show a slight increase in numbers of older people until 2011. However the population of 75+, the most vulnerable, are likely to increase by at least 1,000 to 13,500.

Population demographics

The Brent Joint Strategic Needs Assessment (2008) describes the demographics and health needs of the population in Brent, and sets out how this will change over the next 5 years.

Brent is only one of two local authorities serving a population where the majority of people are from ethnic minorities, and these groups are growing faster than any other. The population is growing and changing with recent figures indicating that there are significant numbers of people moving into the borough creating new communities. The official population forecast from the Office of National Statistics (ONS) in 2006 was approximately 270,000, although research commissioned by the Council suggests that this could be 15,000 higher. The GLA predicts that the Brent's population will increase by 10,000 every ten years and will reach 305,575 by 2018.

Expected population growth ¹⁶

Baseline Population segment	Year 1 2007/08	Year 2 2008/09	Year 2 2009/10	Year 3 2010/11	Year 4 2011/12	Year 4 2012/13	Year 5 % Change
≤ 4	21,050	21,283	21,487	21,542	21,252	20,998	0%
5 - 14	33,234	33,562	34,063	34,625	34,971	35,356	6%
15 - 44	130,268	129,285	128,782	128,318	127,025	126,054	-3%
45 - 64	59,758	61,211	62,712	64,224	65,591	66,872	12%
65 - 74	17,902	17,750	17,555	17,452	17,538	17,627	-2%
75 - 84	11,134	11,403	11,686	11,922	12,145	12,287	10%
≥ 85	4,200	4,327	4,471	4,611	4,725	4,901	17%
Population („000)	277,546	278,821	280,756	282,694	283,247	284,095	2%

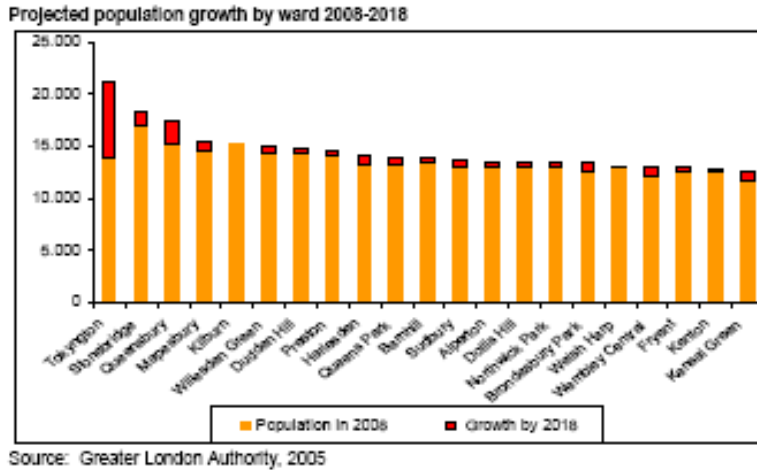
Expected population growth by Ward

Population projections are provided at neighbourhood level. In Brent Stonebridge is the largest neighbourhood and Kensal Green is the smallest neighbourhood. The highest growth is expected to occur in Tokyington as a result of the Wembley stadium development which is projected to increase by 10,000 by the year 2031. Other neighbourhoods within Brent such as Queens Park and Brondesbury Park are expected to have a decline in their population levels by 2031 ¹⁷. Therefore, the location of future services is critical if they are to meet

¹⁶ Brent Joint Strategic Needs Assessment (2008)

¹⁷ Brent Joint Strategic Needs Assessment (2008)

the needs of service users and to also take account of changing needs in the future.



Health in Brent

Brent has clear inequalities in health between wards, for example male life expectancy is nearly ten years higher in Northwick Park than in Harlesden. Men under 75 years old have considerably worse mortality rates in Stonebridge and Harlesden.

Overall male and female life expectancy is increasing and slightly exceeds England as a whole (77 male, 82 female). The total number of adults with a mental health diagnosis in Brent is estimated at 6762. African and Caribbean service users are over-represented in inpatient and community mental health services. Information collected about people in Brent¹⁸, showed a group of people with learning difficulties who will be getting older and need services for older people. Support for carers is also an issue.

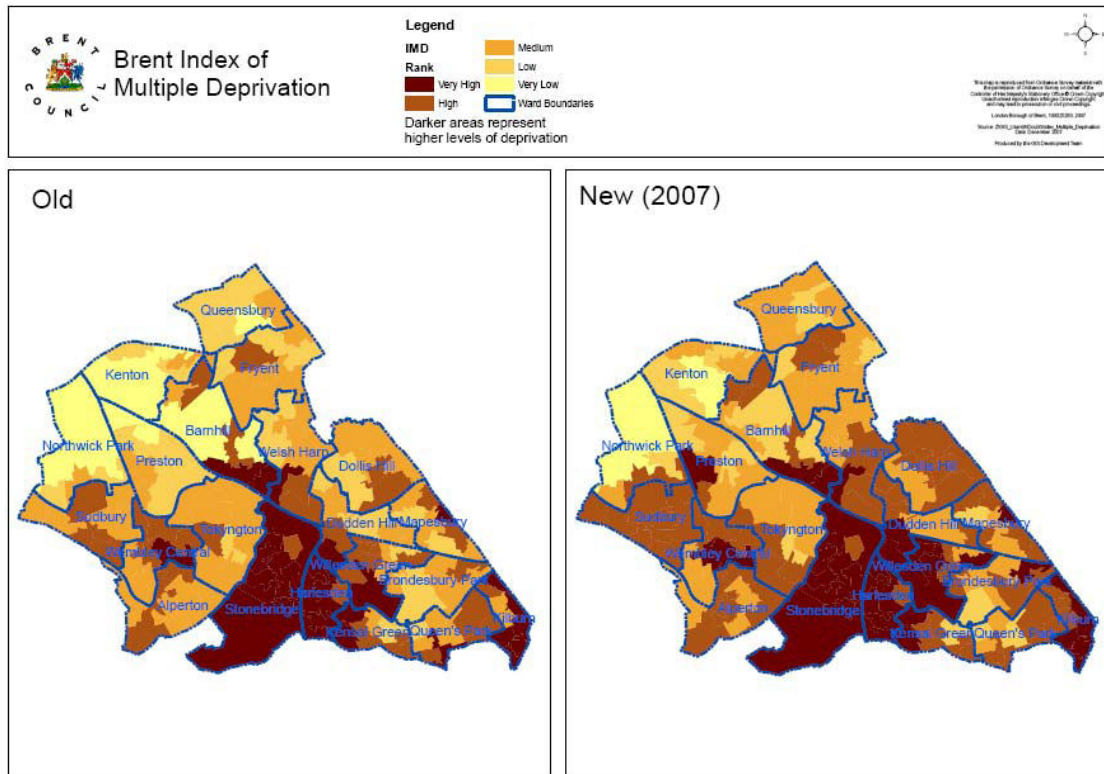
Deprivation

Whilst large sections of Brent are relatively affluent, many residents experience high levels of deprivation and low incomes. The 2007 Index of Multiple Deprivation places Brent within the 15% most deprived local authorities in the country. The neighbourhoods' experiencing the highest deprivation are largely located in the south of the borough. This situation is changing with high levels of deprivation now seen in pockets to the north of the borough. The most deprived residents also have the lowest income levels, highest unemployment levels, poor and overcrowded housing and the worst health outcomes.¹⁹

¹⁹ Brent Joint Strategic Needs Assessment (2008)

Changes in Brent's deprivation level can be seen across Brent where the majority of neighbourhoods have become more deprived. Only 2 of Brent's 21 neighbourhoods have become less deprived compared with their deprivation levels of the Indices of Multiple Deprivation (IMD) 2004 (Harlesden and Queen's Park).

Index of Multiple Deprivation in Brent ²⁰



9.0 Needs Analysis and Gaps

Implications for Supporting People services

In future it is proposed that services should focus most on people in high levels of deprivation and ill health, living in the poorest wards. Floating support services, in particular can be targeted to meet the needs of people in greatest need, to avoid an increase in vulnerability in the future. Services that are responsive and flexible are best able to meet the needs of a changing population, and strongly link with the wider preventative agendas.

²⁰ Brent Joint Strategic Needs Assessment (2008)

In determining future demand for services against current provision an exercise analysing needs and gaps has been undertaken based on the 'Building for All' model ²¹. This model developed by the National Housing Federation in 2007, projects the need for supported accommodation and floating support services by client group and borough in London for the next ten years. The model uses population profile data and also takes account of local available data where available. The model does not identify the levels of support needed, rather it identifies the number of individuals who are likely to need housing related support services. The figures are given for each client group below and an overall projection produced.

In so far as the model is the first of its kind and provides data projection across client groups, it is dependent on local data being available and accurate. Many of the existing data sets for client group need or prevalence are collected in different formats within organisations and may not accurately cross reference to other data sets. Additionally some information may also be outdated. Therefore the information in the data sets below is the most accurate at the time of writing. Where local data is not available the model includes national data and prevalence rates and these have been used instead to provide a 'best estimate' of need.

For each client group the projections identify the current provision in 2009, both accommodation-based and non-accommodation based, and the likely future provision required in 2014 and again in 2017. Overall supply and demand figures across all client groups are listed at the end of this section.

Client Group Needs Analysis

9.1 Older People with Support Needs and the Frail Elderly

The total cost of Supporting People Older People's support services (including accommodation based services) is £1.8 million per annum equivalent to 14% of the total SP budget. The older people's floating support and handyperson services cost £620,867 annually, approximately 5% of the SP budget. A total of 290 people receive the floating support services (8.2% of the total number of people receiving SP services) and approximately 1,300 receive a service from the handyman service in any year. This is set to increase to 2,000 people per year between 2009/10 and 2010/11 as a result of additional funding from the CLG. The Extra Care action plan includes an objective to increase the capacity of social extra care accommodation to approximately 650 units.

A change in accommodation type presents a shift in need for Supporting People services away from traditional models of accommodation based (sheltered housing) support to floating support and the use of assistive technology and

²¹ Building for All, Identifying the Need for Supported Housing in London, NHF (2007)

other preventative support . The emphasis of the older person’s floating support and handyperson service is on sustaining tenancies, encouraging independence to live at home and avoiding inappropriate admission to hospital, residential or nursing care. The shift in services requires partnership working with statutory and third sector providers to ensure that future joint commissioning can take place, thereby ensuring that service user needs wherever possible, can be met within their home.

Delayed transfers of care in Brent have improved significantly in recent times, with reported data demonstrating that only two patients per week had a delayed discharge for the June 2009 period, compared with 78 for the same period in 2008. This has resulted in a significant financial saving to the Council as each day of delayed discharge has a cost attached of £120. There has been significant investment in partnership services to tackle delayed discharges from hospital and to utilise local resources and facilities more efficiently and flexibly.

Older People with support needs

The Table below sets out the projected need for supported people services for older people in Brent derived using the NHF Model. This shows an oversupply of sheltered housing and an under-supply of floating support and a net need of approximately 330-500 units. The model does not take into account the need for extra care and the figures below indicate that there is a case for remodelling or re-providing sheltered accommodation as extra care to meet the Council’s needs for extra care provision.

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	978	625	-353	475	1162	687	1453	1787	334
2014	978	656	-322	475	1219	744	1453	1875	422
2017	978	679	-299	475	1262	794	1453	1941	488

- Assumptions on baseline data are taken from using the Building for All population in need default figure and reducing this by 50% to create a population in need local figure, as not all of the population in need of older people will require a housing-related support or accommodation-based support service.
- It has also used the Building for All default projections to determine that 35% of people in need will require an accommodation-based service and 65% will require a non- accommodation based service.

The needs of Older People

An increase in the ageing population locally impacts on services by an:

- 10% increase in population of people 75 – 84 years old by 2012/13
- 17% increase in the number of people aged 85 and over for the same period
- A rapidly ageing population presents particular challenges in increased use of and dependency on health and social care services, such as for dementia

To address the needs we will:

- Focus new service developments on Extra Care and floating support services.
- Work with partners in Adult Social Services and Housing to increase the capacity of rented Extra Care to 650 units by 2013/14. This will be achieved by working jointly to develop new schemes and through the remodeling of existing sheltered schemes.
- Provide extra care housing that can enable the Council to reduce its reliance on residential care and enable older people to maintain their independence and well-being for as long as possible.
- Increase access to floating support for older people in the community.
- Work with partners to increase hospital discharge and re-ablement services

9.2 Homeless Families including Travellers and Refugees

Supporting People funds housing support services for families with support needs to a total of £570k annually. This represents 5% of the total Supporting People budget. Three services for families are SP funded, one accommodation-based service and two floating support services (one for refugees/BME community) and (one for homeless families). Eight staff provide support to approximately 160 service users a year across services with varying levels of need.

The table below sets out the projected need for supporting people services for families and for refugees. This shows an under-supply of services, particularly of floating support where there is a need for an additional 200 -300 units for families and refugees.

- Assumptions on baseline data are taken from using the Building for All population in need default figure.

It has also used the Building for All default projections to determine that 32% of people in need will require an accommodation-based service and 68% will require a non- accommodation based service.

Families

Refugees

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	40	123	85	98	283	185	346	406	270
2014	40	139	99	98	296	198	346	405	280
2017	40	143	103	98	301	203	346	444	298

The needs of Homeless Families, Travellers and Refugees

The Strategic Review of family services carried out in 2009 identified:

- Gap in specialist services for families with complex needs
- Gap in specialist services for Travellers/Roma/Gypsies and Black and Minority Ethnic and Refugee families
- A need for more timely access to move on accommodation, including private rented accommodation so that the capacity of services to work with more families can be increased

To address the needs we will:

- Re-specify and re-tender services to provide specialist support to families with complex needs, and to address the specific needs of Traveller families and Black and Minority and Refugee families
- Ensure that families with low support needs are directed to generic floating support services
- Ensure that families are included in move-on initiatives and work with colleagues in housing to enable families to access a range of housing options including the private rented sector

9.3 People Escaping Domestic Violence

The Brent domestic violence strategic review has been completed in 2009. Brent has four services for women escaping violence, two accommodation based services including one specialist service for Asian women, and two floating support/outreach services. These services house and support 53 women and their children. Supporting People spending on domestic violence services is £263K, this represents 2.4% of the overall budget.

Domestic Violence services

- Assumptions on baseline data are taken from using the Building for All population in need default figure.

- It has also used the Building for All default projections to determine that 76% of people in need will require an accommodation-based service and 34% will require a non- accommodation based service.

The table below identifies an oversupply of domestic violence floating support services and an undersupply of accommodation based services. It is important to note however that a significant number of families accepted as homeless cite domestic violence as a reason for homelessness and the figures need to be read alongside those to determine the overall need for services.

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	25	32	7	47	11	-36	72	43	-29
2014	25	34	9	47	11	-36	72	45	-27
2017	25	35	10	47	11	-36	72	46	-26

The needs of people escaping violence

- There is a need for services to be provided to women from BMER communities, to those with complex needs, single women, and to those with male children over the age of 13, and to women without recourse to public funds.
- There is a need to ensure floating support services work with the Council's Sanctuary scheme to ensure women who wish to stay in their own homes can continue to do so safely
- There is a need to ensure that trafficked women are appropriately supported
- There is a need for joint work with the Children and Families department to ensure that the needs of children affected by domestic violence are addressed
- There is a need to increase move on from refuge services and to ensure that families are supported to achieve good outcomes in relation to health, education, training and employment.
- There is a need to address the needs of women who are trafficked, are victims of violence and forced into prostitution.

To address the needs we will:

- Review the demand of all current services to determine whether a need remains for a specialist Asian refuge or a broader BMER service.
- Make more efficient use of resources by procuring refuge services through a single provider
- specifying services to work with families with complex needs and make appropriate links with Children and Families department so that the needs of these families can be appropriately addressed
- procuring floating support services for domestic violence clients alongside those of floating support for family services

- Work with colleagues in Community Safety and other relevant agencies and local partnerships to ensure that Supporting People funded services can assist in meeting the needs of trafficked women.

9.4 Offenders and those at risk of offending

The SP grant spent on specialist Offender housing support services is £480K per year (2008/09), or about 3.7% of the annual SP budget. The number of services users funded for support is 65, with thirty five people receiving accommodation-based support and the remaining thirty in receipt of floating support services. There is an undersupply of services in comparison to other neighbouring boroughs.

In addition, Brent is unusual in having an approved premises hostel within the borough. This is funded by the Ministry of Justice and all referrals are received from Prison and Probation. However, it has an impact on move on accommodation as the majority of offenders leaving the approved premises will be then be referred onto the borough's specialist high support accommodation services due to their licence conditions.

This is an important client group for the Supporting People strategy, in order to meet community safety and corporate priorities. The current services in Brent are highly strategically relevant. Contract reviews previously showed an urgent need to improve standards and re-model service delivery in some services this process has been completed in 2009. There was an undersupply of specialist services for this client group, compared to demand, particularly for high risk offenders, and there is reported inadequate access for offenders to non-specialist accommodation. This is a particular issue with offenders with a forensic history. The borough has a specialist dual diagnosis supported housing scheme with access via the Complex Care Panel, which can preclude access for offenders with particular needs such as a personality disorder.

Demand for offender accommodation services far outstrips available supply. Data presented at the London Resettlement Forum indicated that in 2008 of the new receptions at HMP Wormwood Scrubs, 437 reported that they were Brent residents²². Some existing housing support services report having long waiting lists, but further difficulties remain with securing appropriate move on accommodation. The impact of this is that service users can often remain in schemes for far greater periods of time than required, thus reducing access to services for those who may be in greatest need of supported accommodation and where risk can be effectively managed in the community.

²² London Resettlement Forum, Brent Offender Profile, 2007/08

Offender services

- Assumptions on baseline data are taken from OASys assessments undertaken from July 2007 – June 2008 which indicated that 28% of the caseload had a criminogenic need in relation to accommodation. As some of these may include a need for advice in relation to accommodation rather than requiring accommodation, this baseline projection has been reduced to 20% to reflect the likely proportion of offenders requiring housing related support or supported accommodation.
- It has also used the Building for All default projections to determine that 77% of people in need will require an accommodation-based service and 23% will require a non- accommodation based service.

The table below shows an estimated net short-fall of 84 units with a need for almost twice as many accommodation based units as floating support.

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	35	90	55	30	59	29	65	149	84
2014	35	93	57	30	60	30	65	150	85
2017	35	95	60	30	60	30	65	150	85

The needs of Offenders

The Strategic Review of offender services 2008 identified:

- Data taken from the Probation assessment tool, OASys (Offender Assessment System) within Brent for the period July 2007 – June 2008 reported a total of 748 assessments completed on current offenders during this period²³
- Of the 748 assessments, an accommodation need was identified as a contributing factor to the individual's offending in 209 cases or 28%. This may include a range of factors such as homelessness, unsuitable or insecure housing or inability to be housed in a particular area due to victim issue or the offence
- Female offenders represent a small but significant proportion of the caseload, 13% compared against 87% offenders in the borough who are male, with different needs due to the nature and type of offences committed
- An undersupply of accommodation and floating support services
- There is high demand for all housing support services for offenders in the borough, with significant demand for high risk accommodation services

²³ London Probation OASys data for Brent (Assessments completed between July 2007-June 2008)

To address the needs of Offenders we will:

- Re-negotiate existing contracts to gain efficiency savings instead of tendering, as the services demonstrated a quality service and positive outcomes
- Remodel some of the existing offender provision to increase the quality of the accommodation
- Remodel specific single homeless projects into accommodation services for offenders in order to increase the availability of high and medium risk provision
- Work in partnership with the DAAT to jointly commission appropriate treatment services for offenders with drug and alcohol issues.

9.5 People with Physical Disability, Sensory Impairment and HIV/AIDS

This strategic review for this client group is scheduled for 2009/10. The borough has some specialist housing support services for people with a physical disability and/or sensory impairment, but it is difficult to access appropriate move on accommodation for service user which results in people remaining in supported accommodation longer than expected.

The borough also has one floating support service in operation for people living with HIV and AIDS, but there may be more demand for services than is currently known. Previous research on access indicated that there was reluctance from some service users to reveal sensitive personal information in order to gain access to services, and there is further work to be done to engage certain client groups.

Physical Disabilities and HIV/AIDS

- Assumptions on baseline data are taken from using the Building for All population in need default figure.
- It has also used the Building for All default projections to determine that 13% of people in need will require an accommodation-based service and 87% will require a non- accommodation based service.

The tables below show a small need for accommodation based services and a greater need for floating support for people with physical disabilities and HIV/AIDS.

Physical and Sensory Disabilities

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	14	39	25	123	264	141	137	303	166
2014	14	41	27	123	275	152	137	316	179
2017	14	42	28	123	281	158	137	323	186

HIV/AIDS services

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	0	12	12	15	73	58	15	85	70
2014	0	12	12	15	77	62	15	89	74
2017	0	13	13	15	78	63	15	91	76

The needs of people with physical disability, sensory impairment and HIV/AIDS

- there is a need for additional accessible accommodation
- there is a need to ensure that an assessment for a Disabled Facilities Grant (DFG) has been carried out for service users, where appropriate,
- there is a need to review the current floating support service for people with HIV/AIDS to ensure and remodel as required

To address the needs we will:

- Review the profile of services for people with physical disability or sensory impairment in a Strategic Review in 2010 Implement the recommendations from the review
- Work with colleagues in Housing and Community Care to ensure that the ability of individuals to access self-directed support is maximised

9.6 People with Drug and/or Alcohol issues

The SP grant spent on specialist Drug and Alcohol housing support services is £279K per year (2008/09), or about 2.2% of the annual SP budget. The number of services users funded for support is 100, with twenty nine people receiving accommodation-based support and the remaining seventy one in receipt of floating support services

Services for this client group contribute directly to the Community Safety and health agendas locally. Identified gaps for people with alcohol issues included services to the hidden population of people with alcohol issues, services for people with physical disabilities and older people and services for people with complex needs/dual diagnosis, and Korsakoff's syndrome.

A snapshot survey from current providers of some single homeless services identified that approximately 30% of their service users had an offending history, and between 25-30% also had a drug and/or alcohol misuse issues. A significant proportion of service users had multiple and complex needs relating to both offending and substance misuse issues.

There is a growing need for services for people with drug and alcohol issues and this is an important priority for our partners, and for this strategy. It contributes to the Community Safety, Health and Young People's agenda. Jointly with NHS Brent we re-specified and re-tendered a dual diagnosis service for people with mental health and drug problems in September 2005. The review of single homeless services to be completed in 2009 will inform future commissioning for this client group.

Drug and Alcohol services

- Assumptions on baseline data are taken from using the Building for All population in need default figure.
- It has also used the Building for All default projections to determine that 75% of people in need will require an accommodation-based service and 25% will require a non-accommodation based service.

The table below identifies a need for more accommodation based services and a slight over-supply of floating support services for these client groups. This reflects the over-representation of this client group in single homeless services and rough sleeping and the significant impact that substance misuse issues have on individual's abilities to sustain accommodation.

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	29	135	106	71	44	-27	100	179	79
2014	29	142	113	71	45	-26	100	187	87
2017	29	144	115	71	46	-25	100	190	90

The needs of people with Drug misuse issues

- There was a substantial increase in the number of drug users in Brent receiving treatment in 2007/08. 1441 people accessed services against a target of 1056 and a stretch target of 1300. Of those accessing treatment programmes, 86% remained in treatment programmes for 12 weeks or longer: the highest performance of any London PCT
- There is a need for timely access to treatment services across all Tiers

The needs of people with Alcohol issues

- Data taken from Community Care Drug and Alcohol team for 2007/08 indicated that 124 referrals were made during this period, with a total of 108 people in treatment.
- Timely access to treatment services across all Tiers is needed

- A need to provide services to people suffering from alcohol related dementia including Korsakoff's syndrome, of which there is a high incidence amongst the older population

To address the needs we will:

- Re-negotiate existing contracts to gain efficiency savings instead of tendering, as the services demonstrated a quality service and positive outcomes
- Increase access to floating support for people with drug and alcohol issues moving on from accommodation based services to enable them to sustain their tenancies and ensure to increase the availability of existing provision
- Remodel specific single homeless projects into accommodation based service for substance misuse in order to increase the availability of supported housing for this client group in the borough
- Increase access to move on accommodation so that more efficient use (through increased throughput) of accommodation based services is achieved
- Work in partnership with the DAAT to jointly commission appropriate treatment and housing support services

9.7 People with a Learning Disability

Brent Learning Disabilities Partnership Housing Plan 2003 – 2007 identified that approximately 787 people in the borough had a learning disability, and of those people in the region of 60% live with their parents²⁴. Information is taken from the database managed by Brent Learning Disability Services which holds information about people using learning disability services in Brent, assessed as or registered as having a learning disability or known to learning disability services or people using health services as of 2001. The figures exclude people who have died, moved away, are too young or old to qualify for services or were assessed as not having a learning disability. It also excludes those whose needs take them outside the FACS (Fair Access to Care Services) criteria.

Projections of the number of people with a learning disability in the borough indicate that there will be a slight decrease in the number of younger people with learning disability between 2008 and 2025, and an increase in the number of older adults over the same period.

²⁴ Seema, August 2002

People aged 18-24, 25-34, 35-44, 45-54 and 55-64 predicted to have a learning disability, projected to 2025 ²⁵					
	2008	2010	2015	2020	2025
People aged 18-24 predicted to have a learning disability	762	740	671	627	663
People aged 25-34 predicted to have a learning disability	1,352	1,370	1,397	1,389	1,335
People aged 35-44 predicted to have a learning disability	1,078	1,070	1,034	1,057	1,102
People aged 45-54 predicted to have a learning disability	782	823	879	883	866
People aged 55-64 predicted to have a learning disability	522	536	599	673	721
Total population aged 18-64 predicted to have a learning disability	4,497	4,538	4,580	4,629	4,687

Supporting People funds housing support services for people with a learning disability to an annual total of approximately £1m annually. This represented about 7% of the SP budget. There is an identified demand for services for the increasingly ageing population of people with a learning disability.

A total of 185 people receive specialist services (5% of the total number of people receiving SP services), with others receiving generic floating support. The specialist services provide accommodation based housing support for 77 people, additionally SP fund up to 25 people in Adult placement, and provides funding for floating support up to 18 people in private rented sector accommodation. One Housing Options worker and 2 Housing Support workers work along side Brent Council Learning Disability Team (BCLDT) to bring people out of high cost residential homes into supported living.

Learning Disability services

- Baseline data taken from Brent Learning Disabilities Partnership Housing Plan data 2003 – 2007 identified that approximately 787 people in the borough had a learning disability, and approximately 60% of that overall number lived with their parents. Of those 60%, many will already receive services from a range of sources, including Supporting People services. The remaining 40% may also require a housing related support or supported housing service or also receive services from a range of sources.
- The number of actual people in need could be higher than the 787 people recorded as known to services, and therefore there may be numbers of people who may require a service in the future,. Additionally there be

²⁵ Projecting Adult Needs and Service Information (PANSI), 2008

some people who are not receiving a service currently but who may require one due to not meeting the FACS criteria of having a critical or substantial need.

- Of people known to services, baseline figures used for the Building for All default projections determined that 40% of people in need will require an accommodation-based service and 60% will require a non-accommodation based service.

The table below shows a net need for both accommodation based and floating support services for this client group. This reflects the need for alternative provision for residential care, for provision to meet the needs of out of borough placements that are due to return to the borough and the need for move on accommodation and support for those in existing SP services.

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	79	126	47	110	189	79	189	315	126
2014	79	130	51	110	196	86	189	326	137
2017	79	135	56	110	201	91	189	337	148

The needs of people with a learning disability:

- There is a need to reduce group home style provision to meet the demand for an increased choice of accommodation and housing support services throughout the borough
- There is a need to provide more opportunity to live more independently and an increased demand for move on and community based support options as well as self-directed support
- Efficiencies would be provided if services were jointly purchased with Adult Care Services
- There is an identified demand for services for the ageing population of people with learning disabilities
- There is a need to provide alternative housing and support solutions for individuals no longer needing residential care

To address the needs of people with learning disabilities we will:

- Continue remodelling services to change the emphasis from sustaining the level of support provided to focus on helping individuals to progress to greater independence, where possible we will work with colleagues in adult social services to release funding to deliver the required changes
- Move away from reliance on a single model of support provision which provided shared accommodation-based housing support services providing low levels of support

-Increase access to self-contained accommodation and flexible support, including self-directed support and individual budgets as well as floating support
- Work with providers to increase floating support services for people with learning disabilities

9.8 People with Mental Health Needs

450 service users with mental health problems in Brent receive Supporting People services, 182 in accommodation based services and 273 accessing floating support. The total cost of the services provided is £2.39 million, which is approximately 19% of the annual Supporting People budget.

The number of users of mental health services receiving specialist SP services has increased by 605 since 2003. In addition to SP funded provision, many people with mental health needs are receiving other SP funded support, with approximately 35% of floating services for single homeless people being provided to people with a mental health need. Approximately 25% of all referrals to START Plus have an identified mental health support need.

NHS Brent's initiative to 'improve mental health and wellbeing' reflects a commitment to working with stakeholders to develop a joint strategy that will deliver a step-change improvement. The LAA also reflects a commitment to working with partners to improve access to employment for those with mental health needs²⁶

Mental Health services

- Assumptions on baseline data are taken from 2008/09 data from START Plus which identified that approximately 25% of all referrals to START Plus have an identified mental health support need. It additionally includes the number of spot purchase accommodation placements made for 2007/08.
- It has also used the Building for All default projections to determine that 40% of people in need will require an accommodation-based service and 60% will require a non- accommodation based service.

The table below identifies a net need for both accommodation and floating support services. This reflects the need for alternative provision for residential

²⁶ NHS Brent Commissioning Strategy Plan 2008-2013

care, for provision to meet the needs of out of borough placements that are due to return to the borough and the need for move on accommodation and support for those in existing SP services.

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	192	294	102	258	336	78	450	630	186
2014	192	307	115	258	345	87	450	652	202
2017	192	313	121	258	356	98	450	669	219

The needs of people with a mental health issue:

- There is a need to provide medium to higher levels of housing support services
- There is a need to increase access to move on from accommodation based services
- There is a need to provide in borough services to relieve the heavy reliance on costly out of borough placements
- Services should be commissioned to focus on maximising independence, helping people move on and to gain and sustain employment
- There is a high demand for specialist dual diagnosis services and a demand for forensic service for mentally disordered offenders

To address the needs of people with a mental health issue we will:

- Implement re-tendering of existing services to provide for:
 - Complex mental health needs
 - Forensic and dual diagnosis needs
 - Culturally sensitive and competent services
 - Women with mental health needs
- Increase access to self-contained accommodation for people with mental issues through remodelling of existing shared accommodation and where possible accessing additional self-contained units
- Commission future services on a pathways model to support independence
- Increase access to move on accommodation in order to make more effective use of accommodation based services and increase throughput.

9.9 Single People and Rough Sleepers

The Single Homeless strategic review will report in late 2009. The single homeless client group is the second largest group receiving Supporting People funded services in Brent, with approximately 1152 people in receipt of services. It is the largest area of grant spend with £3.8m, and represents 35% of the

Supporting People Budget. A large number of single homeless people with support needs may also have other complex needs such as mental health or substance misuse issues.

The number of people in Temporary Accommodation in Brent as at the end of December 2007 was 3,953; the majority of these are cases that Brent has accepted a duty to. At any one time there are approximately 250 to 300 homeless applications under investigation. Approximately 50% of referrals to START Plus are single homeless people with support needs.

Single Homeless services

- Assumptions on baseline data are taken from 2008/09 data from START Plus which identified that approximately 50% of all referrals to START Plus are from single homeless people with support needs.
- It has also used the Building for All default projections to determine that 73% of people in need will require an accommodation-based service and 27% will require a non- accommodation based service.

The table below identifies a slight over-provision of single homeless services, specifically floating support and a slight additional need for accommodation based services. It is important to note that within this client group 35% of floating support services are for people with a mental health issue and 30% of single homeless clients have an offending history and 25-30% have a drug or alcohol issue (see information above on these client groups).

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	370	694	324	468	256	-212	838	950	112
2014	370	729	359	468	269	-199	838	998	160
2017	370	764	394	468	283	-185	838	1047	209

The needs of single homeless people with support needs

- There is a need to increase move on, including to the private rented sector, to ensure more efficient use of accommodation based services and increase throughput
 - There is a need to improve access to education, training and employment and social inclusion
 - There is a need to improve access to health care services, including mental health and substance misuse services
- There is a need to review the designation of some services as single homeless and identify those that can be redesignated to meet specialist needs for mental health, alcohol and/or drug misuse and offending behaviour

To address the needs of single homeless people we will:

- Implement the recommendations from Single Homelessness Strategic Review.
- Work in partnership with housing providers to improve and develop support services and the outcomes for single homeless people
- Continue to tackle silt up in supported accommodation and agree move on targets for each service
- Work in partnership with housing providers to ensure that service users are offered support and advice services which are focused on homelessness prevention.
- Promote the use of floating support services to enable individuals to sustain tenancies in the private rented sector.
- Complete the re-opening of Pound Lane hostel (funded by Places for Change/CLG) in 2010 and integrate this modern 85 unit provision (including 35 units of direct access accommodation) into the pattern of services available for socially excluded and homeless clients.

9.10 Young People/Teenage Parents

Supporting People currently funds housing support services for young people (aged 18 -25) and care leavers and teenage parents to a total of £1.1 million per annum, approximately 9% of the total SP budget.

Seven services are for young people, with five being accommodation based and two floating support services in operation. Three services are for teenage parents, one of these services has been jointly commissioned with the London Borough of Harrow. In addition, the SP funded generic single homeless floating support service can support young people aged 16 plus unable to access specific young people's services and through provision of supported lodgings and a 'crash pad' crisis support service has enabled the Supporting People programme in Brent to prevent homelessness and widen the options available to young people. Overall 162 young people and teenage parents are able to access Supporting People funded support services (3 of these in Harrow).

In 2006 Brent accepted a duty towards forty eight 16 and 17 year olds which represents 7% of the Brent total of homeless acceptances. This rose to nearly 8% in 2007/08. A significant amount of work has been undertaken between departments within the Council to develop solutions to particularly tackle the issue of 16 and 17 year olds presenting as homeless and Supporting People funded services have a crucial role to play in this.

In terms of teenage parents, a concentrated area of risk has been identified in Harlesden and South Kilburn as well as additional hotspots in the north of the borough. Brent has a current rate of just over 45 teenage conceptions per 1000,

above the England average. In 2007/8 Brent made 86 decisions on homeless applications from teenage parents and accepted a duty to house 54 (63%) of these households.

Young People at risk/Care Leavers and Teenage Parents

- Assumptions on baseline data are taken from using the Building for All population in need default figure.
- It has also used the Building for All default projections to determine that 60% of young people in need will require an accommodation-based service and 40% will require a non- accommodation based service.

The tables below indicate that there is a slight overall need for floating support services for young people and teenage parents and a greater need for floating support services for teenage parents.

Young People at risk/Leaving Care

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	79	80	1	43	54	11	122	134	12
2014	79	80	1	43	54	11	122	134	12
2017	79	80	1	43	54	11	122	133	12

Teenage Parents services

- Assumptions on baseline data are taken from using the Building for All population in need default figure.
- It has also used the Building for All default projections to determine that 45% of people in need will require an accommodation-based service and 55% will require a non-accommodation based service.

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	22	39	17	15	47	32	37	86	49
2014	22	39	17	15	47	32	37	86	49
2017	22	38	16	15	48	33	37	86	50

The needs of young people and teenage parents

There is a need for:

- A range of accommodation options, with floating support and clear structured routes into and out of supported housing, including access to life skills training and family mediation to prevent homelessness.
- An increase in move-on accommodation (with floating support) to enable young people and teenage parents to continue to receive support to sustain their tenancies
- A need to ensure that services can respond to the very complex needs of some young people and enable them to achieve positive outcomes, particularly in relation to education, training, employment and independent living skills
- Services that can support young people who misuse substances or who have mental health issues, or offending behaviour

To address the needs we will:

procure a range of accommodation and support options to meet the needs of young people and teenage parents including:

- 'Night stop' placements through emergency and very short term placement with suitable families for young people,
- provision for young male offenders aged 16-19
- decommissioning and/or remodelling of unsuitable teenage parent accommodation
- continue to jointly fund the Harrow service for teenage parents
- 24 hour supported accommodation for young people
- Increase access to move on with appropriate floating support
- Work jointly with the Children and Families department to meet the housing care and support needs of young people and teenage parents
- Ensure services working with young people and teenage parents promote social inclusion and independence through the provision of life skills, training and access to mediation.

9.11 Total Units for all Client Groups – Supply and projected demand

Year	Accommodation-based			Non-Accommodation based			Total		
	Current	Need	Difference	Current	Need	Difference	Current	Need	Difference
2009	1874	2311	437	1631	2785	1154	3542	5096	1554
2014	1874	2415	541	1631	2901	1270	3542	5316	1774
2017	1874	2494	620	1631	2995	1364	3542	5489	1947

Using the above projections it is estimated that there is a 20% undersupply of accommodation based services and a 40-45% undersupply of non-accommodation based services in Brent. This projected undersupply needs to be seen within the context of decreased funding for the Programme since 2005, and creates considerable pressure on the Supporting People Programme to make the most effective and efficient use of resources. To ensure this there is a need to:

- Commission services jointly in partnership with other Commissioners where appropriate
- Reduce 'silt up' in supported accommodation and greatly improve throughput
- Increase the use of move on to the private rented sector
- Increase the supply of extra care sheltered housing, floating support and reduce the number of residential care beds
- Make links to the Affordable Housing Strategy and remodel and re-designate services where possible and appropriate to meet the requirements set out in this strategy
- Improve the use of information generated by the START Plus service to monitor supply and demand for housing related support services in Brent
- Ensure that Supporting People services are appropriately targeted at those who have clearly identified support needs and that they are assisted to move on to independence as soon as possible with floating support when needed
- Empower and enable vulnerable people through personalised services, and self-directed support to determine their own care and support
- Maintain close collaborative partnership working with the voluntary sector to ensure a wide range of innovative and high quality services are made available to vulnerable people at the best value for money to the Council
- Direct resources at floating support services for those who can benefit from this to help them live independently in the community
- Focus on outcome based commissioning and link this with the Quality Strategy for Adult Social Care
- Reflect joint priorities the Council shares with NHS Brent, particularly on delayed discharge and intermediate care
- Demonstrate the financial benefits of the programme and secure continued investment in preventative housing related support services.

10.0 Financial Benefits arising from the Supporting People programme

Financial Benefits

The Department of Communities and Local Government produced a tool to calculate the financial benefits of the Supporting People programme across all client groups, the *CLG Supporting People Financial Benefits Model*. This model has been used to calculate the financial benefits that the Supporting People Programme provides in Brent. This demonstrates that for every £1 spent by SP £1.96 is saved to other budgets. The needs and gaps analysis in section 9 indicates a continued and increasing need for housing related support services.

Flexibility in use of budgets now that the grant is no longer ring fenced will enable us to achieve local priorities in:

- preventing vulnerable individuals from falling through gaps in services,
- reducing the use of residential care
- reducing crime, tenancy breakdown and homelessness
- supporting individuals to maintain their independence in the community.

The model demonstrates that investment in SP services can provide real savings for the Council and its partners in health, probation, and criminal justice.

The biggest area where spending on SP services creates potential savings to other budgets is that of residential care. The CLG model indicates that the £11.9m spent on the SP services covered by the model²⁷ the Council potentially realises savings of £11.7m. The main client groups where savings to residential care budgets is realisable are mental health, learning disabilities, substance misuse and physical disabilities.

The other key area where spending on SP services creates potential savings to other budgets is crime costs where the model calculates that a saving of £4.7m is realisable. This supports one of the Council's key priority areas, Tackling Crime.

The model is a new and important tool demonstrating where preventative housing related support services can add the most value. The Supporting People Programme in Brent is committed to working with colleagues in Social Care, the PCT, Probation and other partners to refine its use for determining future commissioning priorities as well as joint commissioning arrangements with our partners so that the Supporting People Programme in Brent can continue to play its part in the pattern of services available to people in the borough.

11.0 The Supporting People programme in Brent: Continuing to Deliver

Key issues influencing the future direction of the programme

A number of key issues impact on the direction of the Supporting People programme in Brent and will govern its future, including:

Taking a strategic approach to managing the budget

The Council has established an objective of making significant financial savings in the next four years across all services areas and to also reduce procurement costs. It is therefore anticipated that the pressure on Supporting People to

²⁷ The model does not include some services local to Brent such as START Plus

contribute to the savings targets will continue and become more acute with the future budget settlement for all local authorities and public services.

Inclusion of Supporting People funding in the Area Based Grant

In 2009/10 the ring fence has been removed, and as of 2010/11 the grant will be paid to the Council as part of the Area Based Grant. The careful management of the SP budget in previous years resulted in a surplus carried forward each year, which has enabled the Supporting People Team to commission new services to meet strategic requirements and to take a planned approach to the savings that need to be made. Demand for services continues to be high, with services having been reconfigured or retendered to meet the needs of service users more effectively and make efficiency savings. There will be a continued need to demonstrate both the value and effectiveness of Supporting People services in Brent if the investment in services is to continue. This will be achieved by:

- Ensuring services promote social inclusion and community Integration
- Demonstrating the positive outcomes achieved by services and developing the evidence base for this
- Contributing to reduced re-offending, reduced hospital admissions, and reduced reliance on residential care
- Developing solutions with partners in social care, and health that respond to the pressures of the ageing population on health and adult social care
- Promoting independence by tackling worklessness, and increasing access to employment education and training for vulnerable people
- Contributing to public protection and community safety
- Demonstrating continued value for money
- Using accommodation based resources more effectively by focusing very strongly on accessing appropriate move-on accommodation and commissioning high quality accommodation and flexible support within the community
- Matching the profile of services to future needs
- Focussing on the preventative role of housing related support services

Breaking the link between accommodation and support

The traditional model of housing support equating to accommodation-based support has now changed. Research has demonstrated that accommodation-based services do meet the needs of certain client groups, particularly those with more long-term and enduring needs and those with chaotic lifestyles and rough sleepers. However, many more people can and do benefit from floating support services or assistive technology which are sufficiently flexible to meet and adapt to changing needs and can be delivered to people in their current accommodation. Such services enable service users to retain their independence and have increased control. They can offer a model of support

which can change to fit the service user's individual requirements and is a more cost-effective way to delivering services to a larger number of people. The borough requires services that are flexible and responsive as well as cost-effective if it is to deliver on its preventative agenda and ensure that vulnerable individuals are able to access self-directed support and more personalised services.

Achieving Quality Standards and Demonstrating Outcomes

Supporting People services are assessed annually using the performance management framework as set out in the Quality Assessment Framework (QAF) and the monitoring of performance indicators. Since its inception in 2003 this has concentrated on achieving continuous improvement in services across a range of measures. Overall performance has incrementally increased over time, with more providers now achieving results in the upper quartile. To strengthen this further, any new contract will only be awarded to a provider who is able to achieve at least a Level B award on three out of the five areas of the new QAF. The same approach will apply to the future performance monitoring of services. In addition the Programme will develop an increasingly outcomes based model of commissioning and contract monitoring.

Supporting People Programme, Ten Key Priorities

The key issues outlined above are reflected in the ten key priorities set for the programme. The accompanying action plans in Section 12 detail how we intend to deliver against these priorities.

Strategic Priority 1

Ensure the delivery of high quality housing support services that support the preventative agendas of the Council and its partners and enable individuals to achieve and sustain independent living

Strategic Priority 2

Increase move on from supported housing services, to support achievement of LAA target NI141 (percentage of clients who have moved on in a planned way) and to meet shortfalls in accommodation based services through more efficient use of housing resources

Strategic Priority 3

Develop pathways through Supporting People services to increase independence, social inclusion and the achievement of positive outcomes

Strategic Priority 4

Review the spread of floating support services across the borough and the fit between generic floating support and specialist floating support services

Strategic Priority 5

Increase the available supply of self-contained accommodation for vulnerable people

Strategic Priority 6

Facilitate continuous service user involvement in the delivery of high quality housing support services that enable vulnerable people to achieve positive outcomes

Strategic Priority 7

Increase choice and control for service users through the implementation of Personalised services

Strategic Priority 8

Deliver greater efficiencies by procurement through tender to ensure all purchased Supporting People services provide value for money and meets the Supporting People Programme's commissioning priorities.

Strategic Priority 9

Work with partners across sectors to deliver outcome based commissioning and, monitoring of services

Strategic Priority 10

Contribute to the delivery of the wider strategic agendas, targets and priorities of Health, Social Care, Housing and Criminal Justice partners

12. Supporting People action plan – Delivering Strategic Priorities

Actions	Target date for completion	Lead	Key Partners	Outcome for service users	Resources
Strategic Priority 1: Ensure the delivery of high quality housing support services that support the preventative agendas of the Council and its partners and enable individuals to achieve and sustain independent living					
Use the gap analysis and strategic review results to ensure that the profile of services fits the evidenced need and develop more floating support and services for people with more complex needs	September 2010	SP Team	<ul style="list-style-type: none"> • Providers • Probation • Joint Commissioners 	Increased choice and prevention of homelessness and anti social behaviour	Within existing resources
Work with the Affordable Housing Unit to identify bids for capital development programme and for remodelling of current services	October 2009	SP Team	<ul style="list-style-type: none"> • Affordable Housing Unit • Providers 	Increased choice and prevention of homelessness and hospital readmissions	Capital resources to be identified
Identify potential capital development and remodelling opportunities with SP providers	April 2010 (remodelling)	SP Team	<ul style="list-style-type: none"> • Providers 	Increased choice and prevention of homelessness and anti social behaviour	Within existing resources
Use the needs and gap analysis information to prioritise bids	January 2010	SP Team	<ul style="list-style-type: none"> • Providers • Joint Commissioners • NHS Brent 	Increased choice and prevention of homelessness and hospital readmissions	Within existing resources

Set minimum quality standards for services & for all new contracts procured through the tender process	January 2010	SP Team	<ul style="list-style-type: none"> • Providers • Joint Commissioners 	Increased choice and prevention of homelessness and anti social behaviour	Within existing resources
Work with partners in ASC to reduce the use of/need for residential and nursing care and develop Extra Care services and floating support to enable individuals to stay at home for as long as is feasibly possible	On going	SP Team	<ul style="list-style-type: none"> • ASC • Providers 	Increased choice and prevention of homelessness and hospital readmissions	Within existing resources
Strategic Priority 2: Increase move on from supported housing services, to support achievement of LAA target NI 141 (percentage of clients who have moved in a planned way) and to meet the shortfalls in accommodation based services through more efficient use of housing resources					
Agree individual client group move on targets and include in contractual and monitoring requirements	September 2009	SP Team	<ul style="list-style-type: none"> • START Plus • Providers 	Increased choice and prevention of homelessness and anti social behaviour	Within existing resources
Monitor provider move on performance and tackle under-performance	September 2009	SP Team	<ul style="list-style-type: none"> • START Plus • Providers 	Increased choice and prevention of homelessness and hospital readmissions	Within existing resources
Report on move on performance to the Supporting People Commissioning Body, Core Strategy Group	September 2009	SP Team	<ul style="list-style-type: none"> • START Plus • Providers • 	Increased choice and prevention of homelessness and hospital readmissions	Within existing resources

Strategic Priority 3: Develop pathways through Supporting People services to increase independence, social inclusion and achievement of positive outcomes					
Map pathways in to and out of Supporting People services	September 2009	SP Team	<ul style="list-style-type: none"> • START Plus • Providers 	Increased choice and prevention of homelessness	Within existing resources
Evidence how services support the preventative agendas of partners and demonstrate positive outcomes for service users	October 2009	SP Team	<ul style="list-style-type: none"> • Providers • Service Users 	Increased choice and prevention of homelessness and	Within existing resources
Monitor service user outcomes across a range of different areas	April 2010	SP Team	<ul style="list-style-type: none"> • Providers • Service Users 	Increased choice and prevention of homelessness and anti social behaviour	Within existing resources
Strategic Priority 4: Review the spread of floating support services across the borough and the fit between generic floating support and specialist floating support services					
Use strategic reviews to identify potential for remodelling of the spread of floating support	April 2010	SP Team	<ul style="list-style-type: none"> • START Plus • Providers 	Increased choice and prevention of homelessness and anti social behaviour and personalisation of services	Within existing resources
Develop pathways between generic and specialist floating support services to maximise the quality and quantity of support available	April 2010	SP team	<ul style="list-style-type: none"> • Start Plus • Providers 	Increased choice and prevention of homelessness and anti social behaviour and personalisation of services	Within existing resources
Evidence how services support the preventative agendas of partners	April 2010	SP Team	<ul style="list-style-type: none"> • CB members • Providers 	Increased choice and prevention of homelessness and	Within existing resources

and demonstrate positive outcomes for service users				hospital readmissions	
Strategic Priority 5: Increase the available supply of self-contained supported accommodation					
Remodel services to improve strategic relevance and improve value for money	September 2010	SP Team	<ul style="list-style-type: none"> • Providers • Joint Commissioners 	Increased choice and prevention of homelessness and anti social behaviour	Within existing resources
Use strategic reviews to identify potential for self-containment and submit capital bids as required	December 2009	SP Team	<ul style="list-style-type: none"> • Affordable Housing Unit • Providers 	Increased choice and prevention of homelessness and hospital readmissions	Capital resources to be identified
Strategic Priority 6: Facilitate continuous service user involvement in the delivery of high quality housing support services that enable vulnerable people to achieve positive outcomes					
Support service user involvement in strategic reviews and other delivery plans, including procurements	Ongoing	SP Team	providers service users and service user representatives	Increased service user led services	Within existing resources
Maintain service user training initiatives in partnership with west London SP authorities	Ongoing	SP Team	Providers Service users west London SP authorities	Increased service user led services	Within existing resources
Develop service user involvement in quality monitoring of services	April 2010	SP Team	Providers Service Users	Increased service user led services Increased service user perspective on the quality of services	Within existing resources

Strategic Priority 7: Increase choice and control for service users through implementing Personalised services					
Work with ASC to develop new service models which increase service user choice and control	September 2010	SP Team	<ul style="list-style-type: none"> • ASC 	Increased choice and prevention of homelessness and anti social behaviour	Within existing resources
Strategic Priority 8: Deliver greater efficiencies by procurement through tender to deliver Supporting People programme commissioning priorities					
Procurement through tender to achieve efficiencies	September 2011	SP Team	<ul style="list-style-type: none"> • Procurement • Providers 	Increased choice and prevention of homelessness	Within existing resources
Set efficiency targets & achieve these through tendering and re-negotiation of contracts	October 2009	SP Team	<ul style="list-style-type: none"> • Procurement • Providers 	Increased choice and prevention of homelessness and hospital readmissions	Within existing resources
Review unit costs and per hour costs in contract negotiations to achieve efficiencies wherever possible	Ongoing	SP Team	<ul style="list-style-type: none"> • Procurement • Providers 	Increased choice and prevention of homelessness and hospital readmissions	Within existing resources
Strategic Priority 9: Work with partners across sectors to deliver outcome based commissioning and monitoring of services					
Identify partner priorities within Supporting People work streams	September 2011	SP Team	<ul style="list-style-type: none"> • Probation • NHS Brent • Joint Commissioners 	Increased choice and prevention of homelessness and anti social behaviour	Within existing resources
Align commissioning plans and intentions where possible to deliver improvements and efficiencies	September 2011	SP Team	<ul style="list-style-type: none"> • Probation • NHS Brent • Joint Commissioners 	Increased choice and prevention of homelessness and hospital readmissions	Within existing resources

Jointly commission identified priority services with jointly agreed outcome targets	September 2011	SP Team	<ul style="list-style-type: none"> • Probation • NHS Brent • Joint Commissioners 	Increased choice and prevention of homelessness and hospital readmissions	Within existing resources
Evaluate achievement of outcome targets and use results to inform future commissioning priorities	September 2012	SP Team	<ul style="list-style-type: none"> • Probation • NHS Brent • Joint Commissioners 	Increased choice and prevention of homelessness and hospital readmissions	Within existing resources
Strategic Priority 10: Contribute to the delivery of wider strategic agendas, targets and priorities of Health, Social Care, Housing and Criminal Justice partners					
Identify targets that Supporting People contribute to	October 2009	SP Team	<ul style="list-style-type: none"> • Probation • NHS Brent • Joint Commissioners 	Increased choice and prevention of homelessness and anti social behaviour	Within existing resources
Seek opportunities for joint working, including joint commissioning and procurement	October 2009	SP Team	<ul style="list-style-type: none"> • Joint Commissioners 	Prevention of homelessness	Within existing resources
Report on contributions to achievement of wider strategic agendas with partners	April 2010	SP Team	<ul style="list-style-type: none"> • CB/CSG • Joint Commissioners 	Increased prevention of homelessness & hospital readmissions	Within existing resources

APPENDIX 1: Results of the Stakeholder and Service User consultation

Key issues arising from the consultation exercises were:

Stakeholders told us:

- There are sometimes competing priorities between organisation which can affect how work is taken forward
- Supporting People has been a positive initiative and has delivered change across many areas of the Council through joined-up working
- It is not always easy to find out what work internal Council departments are doing in certain subject areas, such as on the Local Area Agreement
- Supporting People and the Council cannot provide the solution to all housing needs, and organisations need to look internally to develop their own solutions, such as concerning move on and re-housing
- Joint commissioning has produced many positive examples of improving service delivery, adding value and achieving efficiencies
- More innovation is needed to tackle issues, with learning from other areas
- Some issues require a Corporate response to produce solutions, such as people with recourse to public funds
- Alignment of planning and commissioning cycles is needed between stakeholder organisations to ensure synergy and joint responsibility
- Particular gaps in services have been identified relating to some Eastern European clients from accession states (A8 nationals) who have no access to public funds but are vulnerable and have support needs.

Service Users told us:

- Some service users were happy with the services provided and found staff to be helpful, whilst others felt there were too many rules
- Move on was a key issue for service users and many expressed concerns about the length of time it took to bid successfully on Locata
- A number of service users expressed a wish to move out of shared housing into permanent independent accommodation
- Some service users agreed that services has improved their quality of life by creating some stability and helping them work towards long-term employment and other goals
- Getting information is not always easy and sometimes it is difficult to find out about what services are available


- Particular support had been given around tackling debts and increasing confidence, with a particular focus on getting people into education and training
- Very positive feedback about the BHUG Peer Consultant training course
- How they had been involved in choosing providers for new services

Service providers told us:

- They had concerns about the ring fence coming off Supporting People funding and the impact on future services
- Move-on accommodation is essential particularly for individuals moving on from higher support provision where there is much demand for services
- Of positive experiences from partnership working and service outcomes
- They would like more information about the impact of personalisation
- About concerns of how service quality will be maintained after the ring fence is removed from the Supporting People funding
- Greater liaison and co-ordination is required between boroughs in order that service users can move on as appropriate, particularly for women escaping violence or offenders
- Prevention of homelessness is a key priority for SP service providers
- Specific services for women are lacking, particularly for those with children
- Of the need for clearer, more flexible pathways between services, including access to move on

Wherever possible we have taken on board the feedback and suggestions and incorporated it into the strategy and action plan.

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	<p style="text-align: center;">Executive 16 November 2009</p> <p style="text-align: center;">Report from the Director of Housing and Community Care</p>
<p style="text-align: right;">Wards Affected: Tokyngton</p>	
<p>Sustainable Lettings – proposed scheme at W04 Quadrant Court</p>	

Forward Plan Ref: H&CC-09/10-19

1.0 Summary

- 1.1 This report makes recommendations to introduce a lettings plan for the W04 Quadrant Court scheme, which is the second development to be completed within the Quintain redevelopment. The decision to allow a limited degree of under-occupation will affect the size of households housed in the scheme. The proposal involves allocating certain sizes of property to smaller households than would normally be accommodated in the dwellings, and suggests targeting a high percentage of lettings to households on social housing transfer lists, to release dwellings in the rest of the stock.

2.0 Recommendations

- 2.1 That the Executive approves the lettings scheme for the proposed W04 Quadrant Court scheme so as to allow 50% of the units therein to be let using a different set of lettings criteria for dwelling sizes to allow a limited level of under-occupation as set out in paragraph 3.1.6 of this report.
- 2.2 That the Executive approves the proposals concerning 60% of first lettings for the W04 Quadrant Court Scheme to transfer applicants on the Council's Housing Register as set out in paragraph 3.1.9 of this report.

3.0 Detail

3.1 Lettings Plan Proposal: Quadrant Court (W04)

- 3.1.1 Quadrant Court is a development of 232 dwellings, of which 144 are affordable, with 67 for rent and the remainder for shared ownership. The units are owned by Genesis Housing Group and Family Mosaic Housing Association (72 units each).

Table 1 shows the breakdown of the units by size, ownership, tenure and floor level.

Table 1

Rented units

Level	1 bed 2 person		2 bed 3 person		2 bed 4 person		3 bed 5 person		3 bed 6 person	
	GHG	FMHA	GHG	FMHA	GHG	FMHA	GHG	FMHA	GHG	FMHA
2								2		2
3							2		2	
4		7		1		6				3
5	3	3		2		6				3
6	6		2		6				3	
7	1				4				3	
8										
9										
Total	10	10	2	3	10	12	2	2	8	8

Shared ownership units

Level	1 bed 2 person		2 bed 3 person		2 bed 4 person	
	GHG	FMHA	GHG	FMHA	GHG	FMHA
2						
3						
4		4		3		3
5		6		3		2
6		6		3		2
7	11		5		2	2
8	7		4		9	
9	1	1	1			2
Total	19	17	10	9	11	11

3.1.2 The scheme was initially due to complete in Spring 2010 but the completion date has been brought forward to the end of January 2010. A decision on the lettings plan for the scheme is needed to allow officers to start pre-allocating households to the scheme.

3.1.3 The high density of the scheme raises issues about ensuring that the development is sustainable. For previous high density schemes, Donnington Court and Forum House (W01), lettings plans were agreed which deviated from the council's agreed lettings policy.

3.1.4 At Forum House (W01) an attempt was made to let some units to council tenants who were currently under-occupying their properties, but this proved difficult, as there was no parking provision (as with the Quadrant Court development), and the targeted tenants did not accept the offers to move. The high level of service charges at the new scheme also discouraged existing council tenants.

3.1.5 At both Donnington Court and Forum House the lettings plans involved an element of under occupation. This reduced the child density – at Forum House the

reduction was from 41% to 34% - which Genesis Housing Group believes has improved the sustainability of the scheme.

3.1.6 There are 22 two bedroom four person units, four three bedroom five person units, and 16 three bedroom six person units on W04, all of which are on the second floor or above. The Allocations Scheme agreed by the Executive sets the following criteria for dwelling sizes, as set out in Appendix 2 of the Allocations Scheme:

- One double bedroom for a cohabiting couple
- One double bedroom for each single parent
- One double bedroom for two additional persons/children of the same sex and generation
- One double bedroom for children of the opposite sex, where both children are under 7

The proposal is that 50 per cent of the family sized units are let as follows:

- 2 bed flats normally allocated to 4 person households will be offered to 3 person households
- 3 bed flats normally allocated to 5 person households will be offered to 4 person households
- 3 bed flats normally allocated to 6 person households will be offered to 5 person households

3.1.7 This will allow for a limited level of under-occupation such that, for example, children will not always be required to share a bedroom.

3.1.8 The criteria for occupation and dwelling sizes for the W04 Quadrant Court scheme are at variance with the criteria set out in Appendix 2 of the council's Allocation scheme. However, section 21 (under sustainability and lettings plans) of Appendix 7 of the Allocation Scheme, as set out in pages 52 and 53 thereof, states that the council will sometimes use lettings plans to set the parameters for larger schemes and that issues that such plans would include the child density and consideration to not filling every property to its maximum. Therefore, this lettings plan is within the council's Allocation Scheme.

3.1.9 It is proposed that 60 per cent of the first lettings are reserved for applicants in social housing tenancies (Council and housing association tenants). If any of these lettings are made to transfer applicants from RSLs, the RSL will be obliged to provide reciprocal lettings.

3.1.10 A further proposal is to offer units to tenants being decanted as part of the Barham Park Estate redevelopment. In this case, Notting Hill Housing Trust will be required to provide reciprocal lettings when the redevelopment is completed.

3.1.11 Previously RSLs have requested that economic activity of potential tenants should be considered in nominating residents to schemes. There is a commitment in the housing strategy to review this within the life of the current strategy. We will report back to Members once this review is concluded. Priority is given to working homeless households by increasing their banding within the Locata system.

3.1.12 Households with records of serious anti-social behaviour are not accepted for rehousing. This is set out in section 17 in pages 49 and 50 of the Council's

Allocation scheme. Cases with a history of rent arrears or less serious ASB will be considered on an individual basis.

4.0 Financial Implications

4.1 There are no specific financial implications arising from the implementation of a lettings plan at Quadrant Court.

5.0 Legal Implications

5.1 The primary legislation that governs the allocation of new secure tenancies is set out in Part VI of the Housing Act 1996 (“the 1996 Act”), as amended by the 2002 Act. As enacted, the 1996 Act introduced a single route into council housing, namely the Housing Register, with the intention that the homeless have no greater priority than other applicants for housing. Since the enactment of the 2002 Act, councils are required to adopt an allocations policy which ensures that “reasonable preference” is given to certain categories of applicants (which are set out in section 167 of the 1996 Act as amended by the 2002 Act and includes homeless households and persons living in overcrowded conditions), and to allocate strictly in accordance with that policy. An allocation of accommodation under Part VI of the 1996 Act which is not in accordance with the council’s own allocation policy will be deemed to be unlawful.

5.2 Part VI of the 1996 Act also governs the nominations by local authorities to housing owned by registered social landlords (‘RSLs’). Nominations are required to be compliant with the Act regardless of whether they are pursuant to a legally binding contract or a purely voluntary arrangement.

5.3 The 1996 Act requires councils to adopt an allocations scheme that gives certain categories of applicants, which are set out in section 167(1) and (2) of the 1996 Act, “reasonable preference”, and to allocate strictly in accordance with that scheme pursuant to section 167(8) of the 1996 Act.. Allocations in this sense include nominations to RSLs. Under section 167 (2E) of the 1996 Act, a council’s Allocation Scheme may contain provision about the allocation of particular housing accommodation to persons who specifically apply for it or to persons who are of a particular description, subject to the requirements of section 167(2) of the 1996 Act to give reasonable preference to certain categories of applicants. Nominations to Quadrant Court can be ring-fenced for households of a certain size, provided that when making those nomination and allocation decisions, those households which come within the categories of reasonable preference as set out in section 167(2) of the 1996 Act are in fact given reasonable preference over other housing applicants and allocations/nominations are not made purely on a date/time on the register basis.

5.4 Section 21, under the heading of Sustainability and Lettings Plans, of Appendix 7 (Locata Operation) of the council’s Allocation Scheme, states as follows: “The provision of choice based lettings assists in this aim [i.e. to make sure lettings are sustainable and that they provide long term housing solutions for applicants] by allowing applicants to make a positive decision to live in a particular area. In addition Brent’s Administration aims to contribute to the establishment of sustainable communities which will thrive and be positive places for the people of Brent to live in. Therefore, Brent’s Administration will sometimes use a lettings plan to set parameters for the letting of larger schemes. Issues that the council might

include within such a plan would be the child density and consideration to not filling every property to its maximum, the mix between existing tenants and homeseekers, the method of advertising and letting to ensure that applicants have full information". The lettings plan for the W04 Quadrant Court scheme comes within this paragraph regarding child density and consideration to not filling every property to its maximum and to this extent, a change in the dwelling size criteria for this scheme comes within the council's Allocation Scheme.

- 5.5 The properties in question at Quadrant Court are not owned by the council, they are owned by Genesis and Family Mosaic, consequently those who are successfully nominated by the council to Quadrant Court will be tenants of Genesis and Family Mosaic, not secure tenants of the council. Any increase in the household size and any related overcrowding issues, post nomination, will be dealt with by Genesis and Family Mosaic as a housing management matter.
- 5.6 Section 170 of the 1996 Act requires RSLs to co-operate to such extent as is reasonable when a local authority requests assistance with accommodating people pursuant to its housing allocation scheme.

6.0 Diversity Implications

- 6.1 The decision to allow a limited degree of under-occupation will affect the size of households housed in the scheme. Although some BME households have larger than average household sizes, it is not anticipated that there will be any adverse impact on any particular group, since these communities are also over-represented on the housing register across all household sizes.
- 6.2 A key aim of lettings plans is to increase long term sustainability; in this case by addressing over-occupation. This will allow for household growth and assist in preventing overcrowding in the future. BME households are over-represented on the housing register, particularly within the group of overcrowded households. The impact of these proposals is therefore likely to be beneficial in reducing the incidence of overcrowding.

7.0 Staffing Implications

- 7.1 None

Background Papers

London Borough of Brent Allocations Scheme
Supply and Demand report 16 March 2009
Review of lettings plan at Donnington Court
Review of lettings plan at W01

Martin Cheeseman
Director of Housing and Community Care

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**Executive
16 November 2009**

**Report from the Director of
Housing and Community Care**

Wards Affected:
Willesden Green

**Authority to exempt from tendering a contract to provide a
supported housing service at 115 Pound Lane NW10**

Forward Plan Ref: H&CC-09/1020

1.0 Summary

- 1.1 This report asks the Executive to agree that a proposed contract for supported housing services at 115 Pound Lane NW 10 be exempted from the tendering requirements ordinarily required by the Council's Contract Standing Orders, for good operational and financial reasons as set out in the report.

2.0 Recommendations

This report asks the Executive to:

- 2.1 Agree that a housing support service for single homeless people at 115 Pound Lane, Willesden Green be exempt from the tendering requirements ordinarily required by Contract Standing Orders for good operational and financial reasons as set out in section 3 of the report.
- 2.2 Agree that a 3 year contract for housing support services for hostel residents at 115 Pound Lane, Willesden Green in the total sum of £733,968 be awarded to the existing provider St Mungos Community Housing Association Ltd from April 1st 2010, with the option of a further two year extension, on the basis that the Council receives 100% referral and nomination rights to the service and accommodation units at the hostel.

3. Detail

- 3.1 The Supporting People (SP) Programme is a national programme to commission the provision of housing related support services for vulnerable people to help gain, increase or maintain their independence. Supporting People funds the provision of "floating support services" (support to service users in their own home) and "accommodation based services" (support tied to accommodation). Services assist people in maintaining their

accommodation, such as help in ensuring bills are paid, assistance with shopping, reading letters, budgeting, making sure benefits are maintained.

- 3.2 The SP Programme commenced in April 2003. The Programme in Brent was valued at £13.8 million in 2004/5 and has reduced to £12.8 million for 2007/8
- 3.3 The hostel for single homeless people at 115 Pound Lane, Willesden Green was a 78 unit hostel originally owned and managed by Novas Ouvertures, a registered social landlord. In 2006 the building ownership and the service passed from Novas to St Mungos. The building was in a poor state of repair and in need of modernisation. Accordingly St Mungos has worked with the Council to secure £ 3.5m capital from the Department of Communities and Local Government's (CLG) Places of Change Programme to demolish and rebuild the hostel. The organisation has also invested £700,000 from its own resources and secured £5m from the Homes and Communities Agency to fund the works.
- 3.4 In October 2006 the Executive agreed to issue St Mungos with a two year Supporting People steady state contract for housing support services for two years from 1st April 2007. In April 2008 this contract was varied to recognise the closure of Pound Lane for the building works. During the period of closure and in accordance with that contract variation St Mungos has provided an alternative service for 45 vulnerable individuals with a Brent connection at an alternative decant hostel in the London Borough of Hackney. The contract was extended for a further year to enable works to be completed and is due to cease on 1st April 2010. The re-build is due to be completed and the hostel re-opened in May 2010.
- 3.5 The Supporting People team has in October 2009 carried out a strategic review of single homeless provision. This review has concluded that the hostel at Pound Lane could be a key resource for the Council in tackling single homelessness, reducing rough sleeping and providing accommodation and support for single homeless people in the borough. It will be one of the few services that can provide 24 hour on site staff support and one of only two large hostel services in Brent. It is very much in Brent's interests if this hostel can be secured for service users in Brent.
- 3.6 On completion of the building works the site will provide a mixture of studios, shared and hostel accommodation for 85 individuals (including 2 disabled accessible units), and a number of additional facilities, including a community café, meeting rooms, and training facilities for service users to develop independent living skills and resources to support individuals to improve their employment prospects. These services will also be open to the local community. St Mungos core client group is working with homeless people such as rough sleepers, and their refurbishment of the hostel reflects their primary aims. Each person accommodated at the hostel will receive a licence to occupy a unit of accommodation and use the communal facilities.
- 3.7 For some time the Council and St Mungos have been in discussion, subject to Executive approval, about the ability of the Council to place service users at the hostel, and also to fund housing support services at the hostel. The building and the support service to be provided have been configured with

the Council's strategic needs in mind. St Mungos have always been clear that they wanted to run all the services at the building themselves, rather than allow third party providers to come in and run some of the services. As it is their building, they are entitled to make this decision.

- 3.8 As a result the Supporting People team has negotiated (subject to Executive approval) 100% referral and nomination rights for the Council at the Pound Lane hostel, through negotiations with the CLG and with St Mungos, in return for Council funding for housing support services for residents. Referral and nomination rights mean that the Council nominates residents for the hostel who are assessed as needing a supported housing service, so by virtue of being referred for the service a service user is also being nominated to take up accommodation at the hostel. The additional 85 units of supported housing as represented by the hostel is a key housing resource for the Council and there is a need to ensure that the Council retains strong influence over the service and the individuals placed there. Not least because in the absence of referral and nomination rights for Brent, St Mungos will accommodate vulnerable individuals at Pound Lane referred by all authorities. Such service users would not have a Brent connection but would acquire one by virtue of residence at Pound Lane, and the Council would then acquire a duty to provide social care support if needed. In addition the absence of referral and nomination rights for Brent would deprive vulnerable local residents of access to this innovative service and the improved facilities it will offer.
- 3.9 As owners of the building St Mungos are not obliged to provide referral and nomination rights to the Council, particularly as the service redevelopment has been funded by the CLG as part of its strategy to end rough sleeping in London and carries a standard requirement to provide pan-London access. However CLG have indicated that they are prepared to waive this standard requirement. There are therefore strong operational reasons for wishing to fund St Mungos to provide housing support services, because of the 100% referral and nomination rights that Brent will secure in return.
- 3.10 As the owner/operator of the Pound Lane hostel St Mungos are unique in being able to offer this hostel at this location by May 2010. Accordingly there is no realistic market to be tested by seeking alternative suppliers who can provide accommodation-based housing support services within a building offering 85 units of supported accommodation, configured as a mixture of hostel, shared and studio accommodation, with two fully disabled accessible units on one site, with 24 hour on site staff support and the community facilities referred to above.
- 3.11 A three year contract, with the option of extending this for a further two years is recommended as this will enable the standard length of contracts for this type of service. This will enable the service to operate for two full years after the initial lead in period of a year, which is again customary for these types of services. It will also enable the service to demonstrate its value to the Council and outcomes achieved by the service users.

4.0 Financial Implications

- 4.1 The Council funded the original 78 unit housing support service through a contract with Novas Ouvertures (which then transferred to St Mungos) for £994,635 per annum. The contract proposed for the new 85 unit service is for £733,968. This represents a saving to the Council of £261,000 per year. Over a 3 year contract this represents a saving to the Council of £782,000.
- 4.2 In addition the Council will save on the procurement costs of tendering for the service. These are estimated to be in the region of £15,000 - £20,000.
- 4.3 The Executive agreed in May 2009 that exemption from tendering be given to Supporting People services for those substance misuse issues and offenders with a requirement to negotiate efficiency savings with providers and a request to report back on the outcome of negotiations in January 2010. To date efficiency savings of £39,000 per annum have been agreed and a full report on both cashable and non-cashable savings achieved through negotiation are to be reported in January 2010 as requested.
- 4.3 There are no other financial implications arising from the recommendations contained in this report, although it should be noted that the accommodation charges made by St Mungos to the service users will be met by Council-administered housing benefit.

5.0 Legal Implications

- 5.1 The report recommends that the Supporting People Service provided at 115 Pound Lane should be exempt from the normal requirements of tendering set out in Contract Standing Orders.
- 5.2 The Executive may grant an exemption from tendering requirements under Contract Standing Order 84. The Executive therefore needs to consider whether the facts in section 3 constitute good operational and financial reasons for not tendering.
- 5.3 In considering the recommendations in this report Members also need to be satisfied that the proposed course of action will deliver best value for the Council. The savings that will be achieved when compared with the contract price paid by the Council for the previous service are described in paragraph 4.1.
- 5.4 These services are Part B services under the Public Contracts Regulations 2006 (the EU Regulations) and are thus exempt from the full tendering requirements of the EU Regulations. However award of a Part B contract is subject to over-riding obligations of fairness and transparency and there is certainly EU case law to suggest that even part B contracts should be subject to some form of advertised process. However this is subject to an analysis of the nature of the service and whether there is likely to be cross-Europe interest. This is unlikely with most social services contracts, and so the risk of a challenge is considered low.

5.5 The Council will need to enter into both a referral and nomination agreement with St Mungos as well as a contract for St Mungos to provide housing support services. The latter will be based on the Council's standard supporting people contract.

5.6 Some of the service users taking up occupation in St Mungos will be owed homelessness duties by the Council. Local housing authorities, which include Brent Council, have a duty under Part VII of the Housing Act 1996 to house homeless persons in temporary accommodation who satisfy the qualifying criteria (i.e. eligibility, homeless, priority need, not intentionally homeless and local connection). A single homeless person can satisfy the priority need category if (s)he is vulnerable and this can include old age, mental illness or handicap, physical disability or other special reason. The definition of someone who is "vulnerable" for the purposes of assessing whether a homeless applicant is in priority need is "less able to fend for himself than an ordinary homeless person so that injury or detriment to him will result where a less vulnerable man will be able to cope without harmful effects" and this is set out in the case of *R v Camden LBC ex parte Pereira (1998)*.

6.0 Diversity Implications

6.1 The new contract will require providers of housing support services to deliver services which are culturally sensitive by providing cultural awareness training for all staff, matching specific language requirements where possible and recruiting a local workforce which reflects the communities of Brent.

6.2 In providing a range of training, employment leisure and social activities the service will be open to all members of the surrounding community. Partnering arrangements with local community groups and specialist providers will be encouraged as part of the contract terms for the service.

7.0 Staffing/Accommodation Implications (if appropriate)

7.1 There are no staffing implications or accommodation implications for the Council, except those referred to above in respect of the buildings and service configuration at 115 Pound Lane.

Background Papers

Executive report 9th October 2006 Title: Supporting People Contracts


Contact Officers

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MARTIN CHEESEMAN

Director of Housing and Community Care

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	<p style="text-align: center;">Executive 16 November 2009</p> <p style="text-align: center;">Report from the Director of Housing and Community Care</p>
<p style="text-align: right;">Wards Affected: ALL</p>	
<p style="text-align: center;">Development of Contracts with Voluntary Organisations</p>	

Forward Plan Ref: H&CC-09/10-07

1.0 SUMMARY

- 1.1 This report sets out the findings of the review of services provided by West Indian Self Effort (WISE) and New Testament Community Project and proposes changes to funding arrangements.
- 1.2 In accordance with the Executive's decision in November 2002 to move from grant funding mainstream services to provision under contractual arrangements, this report asks the Executive for approval to award contracts to WISE and New Testament Community Project and to agree that they need not be tendered in accordance with usual Contract Standing Order requirements.

2.0 RECOMMENDATIONS

- 2.1 That the Executive note the findings of the review and approve the development and subsequent award of three-year contracts to West Indian Self Effort and New Testament Community Project to deliver culturally specific day care services for older people to replace the current grant funding arrangements.
- 2.2 That the Executive agrees an exemption in accordance with Contract Standing Order 84 (a) from the usual tendering requirements of Standing Orders to permit negotiations leading to the award of three year contracts to West Indian Self Effort and New Testament Community Project on the basis of 'good operational and financial reasons' as set out in paragraphs 3.18 and 3.19 of this report.

3.0 DETAIL

Background

3.1 On the 18th November 2002, the Executive agreed to move to a system of funding voluntary sector organisations which;

- achieved greater consistency and stability to those organisations providing social care services which were an essential element of local provision, and
- ensured that the allocation of resources was clearly linked to commissioning strategies

This effectively meant moving away from grant funding certain organisations and towards the development of contracts to safeguard essential services. Initially four organisations delivering day care services to older people were identified, namely, Asian Community Care Services (“ACCS”), Brent Irish Advisory Service (“BIAS”), Sudbury Neighbourhood Centre and Elders Voice.

3.2 On 15th January 2007, the Executive agreed a number of recommendations about options for day services for older people which included:

- Reconfirmation of the exemption from the tendering requirements, to allow negotiations to be completed with the final one of the original four organisations, namely Elders Voice.
- The extension of the contracts with Sudbury Neighbourhood Centre, BIAS and ACCS to allow market testing for any other viable alternative providers and a tender process if any were identified, and
- For officers from Older People Services to review and evaluate the service provided by the three organisations who were still grant funded: Mission Dine, New Testament Community Project and WISE and report back to the Executive on the future commissioning and funding of these organisations.

3.3 Negotiations were completed with Elders Voice and the contract commenced on 1 October 2007. The other three services were tendered and new three year contracts awarded to the original organisations from December 2007.

Review Findings

3.4 This report concerns the findings in connection with WISE and New Testament Community Project. Those regarding Mission Dine are dealt with in a separate report.

3.5 Officers undertook the review of WISE and New Testament Community Project through a series of visits to the organisations’ services, meetings with organisation representatives, collection of information and analysis of data.

WISE

- 3.6 WISE provides a day care service to older people primarily from the Caribbean four days a week from the premises in Alric Avenue. There is a programme of regular activities such as keep fit, arts and crafts, computer classes, cultural videos, dominos, board games, poetry, creative writing, flower arranging, discussion groups, quizzes, singing, bingo, indoor gardening, dancing, talks, health checks, outings and religious services. WISE also provides an outreach service on the fifth day of the week. On average 23 people attend each day and around 80% of these meet the Council's Fair Access and Care Services (FACS) criteria at critical or substantial. The organisation accepts people through direct access from the community and referral of older people from Adult Social Care.
- 3.7 The organisation has achieved a three star (good) environmental health rating for its food service.
- 3.8 The organisation has been grant funded for over 20 years and in 2009/10 is due to receive £64,844 in grant funding plus £26,880 in spot purchases.
- 3.9 Historically, there was an issue with overpayment of grant monies to WISE. The overpayment arose because WISE were given a grant which covered their employee costs while at the same time some of their employees were paid via the Brent payroll: the only voluntary organisation staff to be paid this way. The arrangement was ended in May 2007 when it came to light. WISE were unable to repay the full amount of the overpayment and following negotiation with Council officers, it was agreed that WISE should repay £116,717 and this sum has since been repaid. The amount recovered was at the level that left WISE with £10,000 of working reserves at that time.
- 3.10 WISE use half of a Council owned building in Alric Avenue, Harlesden. There is no lease in place between the Council and WISE in respect of the use of these premises. A number of versions of a lease have been discussed with them in the past but they have declined to sign a lease for a variety of reasons, particularly around unsolved issues about lead tenant roles and separation of utilities between WISE and Asian People with Disabilities (APDA) the other organisation using the building. This has meant that they have not made any payment for occupation of the building to the Council.
- 3.11 A report entitled 'Community Use of Council Buildings' was agreed by the Executive on 14 July 2009 which will introduce a standard approach for all organisations using Council buildings by introducing
- a standard length of lease,
 - a market rent,
 - a set of agreed outcomes for the service and
 - a rent abatement where these are met
- 3.12 Any contractual arrangement entered into with WISE would require a formal agreement for the use of the property drawn up by Property Services in line with the above, including a market rent.

- 3.13 There are still some historic issues to be resolved between WISE and APDA concerning payment of utilities and other building related costs. WISE maintain that they have been responsible for paying for all utility and other building related costs and that APDA should reimburse them for an agreed portion of those costs. APDA in turn have disputed the validity of some of the invoices, which meant that there has been no payment by them to WISE for several years. There have been extensive discussions between the two organisations with the aim to try and get agreement as to what is owed by APDA. The Council has been trying to facilitate negotiations and recently progress appears to have been made in finally resolving this matter. It has been made clear to both parties that unless this matter is resolved it would jeopardise continued funding to both organisations and provision will be included in contracts permitting the Council to terminate on notice.
- 3.14 Property Services are also exploring a long term solution which would see the separation of the premises into two units, each with their own utilities which would ensure that this issue is not repeated.

New Testament Community Project

- 3.14 New Testament Community Project provides a day care service to older people three days a week, again primarily for Caribbean Service Users. They offer a structured programme of activities in line with the Council's own day centres. On the other two days they provide benefit advice and general support to the community.
- 3.15 Approximately 35 people attend on each occasion of which around half would meet the Council's FACS criteria at critical or substantial. The organisation takes referrals for older people direct from Adult Social Care as well as from the community.
- 3.16 There have been no building related or funding issues with this organisation. The organisation has achieved a four star (very good) environmental health rating for its food service.
- 3.17 The organisation has been grant funded since 1987 and in 2009/10 is due to receive £72,424 plus £14,000 in spot purchases.

'Good Operational and Financial Reasons' not to let contracts through a tender process to WISE and New Testament Community Project

- 3.18 Both WISE and New Testament Community Project have previously been given a grant with a brief outline of its intended use. Based on the findings of the review the service delivered by each organisation was in line with the mainstream day care services purchased by Adult Social Care for older people meeting the Council's eligibility criteria and specifically catered for the cultural needs of the older Caribbean community.

3.19 As detailed at paragraph 3.1, a move away from grant funding towards the development of more formal purchasing arrangements is favoured in order to clearly identify what the Council will receive. Officers considered whether to tender for contracts for the services provided by WISE and New Testament Community Project but concluded that it would be preferable to negotiate a formal contractual arrangement directly with these two organisations. Approval is being sought to conclude this without recourse to tendering on the basis that:

- Both organisations offer a culturally specific service for the older Caribbean community with both capacity and capability to meet the Council's eligibility criteria for care services which is not currently available elsewhere in the borough.
- At present there are no other service providers with appropriate facilities and a proven track record in the area.
- The Council has experience of these long standing providers and is generally satisfied with the services they deliver. The services are well received within the community.
- Tendering the service gives no guarantee of any saving to the Council for the service provision particularly as it is likely that financial agreement can be reached with each organisation to deliver the service at the current combined grant funded and spot purchased sum. Based on other contracts, this is considered to represent best value.
- There is an intention to offer relatively short term contracts and to carry out market testing in the latter part of the contract period (see below).

Contract Period and Market Testing

3.20 The contracts proposed would be for a three year period from the time when negotiations are completed which it is hoped would be by December 2009 or at latest by April 2010. This contract duration would allow sufficient time for full consultation with service users and service providers to explain the impact and implications of tendering in order to minimise disruption and distress of any future tendering exercise. It would also assist with capacity building for the market to ensure that there could be genuine competition for any re-tender.

3.21 In the latter part of the contract period a commissioning review would be carried out to determine if the service should be re-commissioned and if this were the case a market testing exercise would be carried out with a view to helping to identify other providers in the market capable of providing the service. Officers would then intend pursuing a procurement process in accordance with the Council's Standing Orders.

4.0 FINANCIAL IMPLICATIONS

- 4.1 The proposed exemptions to the Contract Standing Orders for developing contracts with WISE and New Testament Community Project do not have any specific financial implications as the new contractual arrangements will be negotiated within the current financial resources. Funding after the first year will be negotiated in line with the principles of Best Value. Expenditure is currently incurred from the Adult Social Care (Older People) budget although the grant funding was previously transferred from the Social Services Grants Budget.
- 4.2 The value of the funding allocated to the organisations in 2009/10 is as follows:

Organisation	Grant Funding	Spot Purchase
West Indian Self Effort (WISE)	£64,844	£26,880
New Testament Community Project	£72,424	£14,000

5.0 LEGAL IMPLICATIONS

- 5.1 The Council, being a public authority, has to comply with legislation which includes EU Public Procurement Regulations and the Council's own Financial Regulations and Contract Standing Orders in terms of letting contracts.
- 5.2 The value of each of the proposed contracts with WISE and New Testament Community Project over the three-year lifetime is approximately £275k and £259k respectively and therefore higher than the EU threshold for Services under the EU Public Contracts Regulations 2006 (the "EU Regulations"). However, Day Care Services are Part B services under the EU Regulations and as such are not subject to the full application of the EU Regulations with regard to competitive tendering. An Interpretative Communication was issued by the European Commission in July 2006 which indicates that the general requirements for transparency, non-discrimination and equal treatment will normally require advertising and some form of competitive process before contract award, even for Part B services, especially if the contract is likely to be of interest to overseas EU providers. Given the current very limited market in the type of services provided by WISE and New Testament Community Project as identified by the review, the limited duration of an interim contract and the intention to expose the contracts to competition in due course, it is considered that the award of interim contracts is acceptable under the EU Regulations.
- 5.3 The value of the proposed contracts with WISE and New Testament Community Project is such that they are classed as Medium Value Contracts for the purposes of the Council's Contract Standing Orders. The Council's Contract Standing Orders provide that Medium Value Contracts should be let by inviting competitive tenders. However Contract Standing Order 84(a) states the Executive may agree otherwise where there are "good operational and/or financial reasons". Officers consider that there are good operational and / or financial reasons for negotiating contracts with WISE and New Testament Community Project rather than carrying out a formal tendering process at this stage. These reasons are set out in paragraphs 3.18 and 3.19.

6.0 DIVERSITY IMPLICATIONS

- 6.1 The proposals in this report have been subject to screening and officers believe that there are no diversity implications because the same services will continue. The services will be available to all older people from the Caribbean community throughout the Borough following assessment of need under the Fair Access to Care Services criteria at critical and substantial levels.

7.0 STAFFING/ACCOMMODATION IMPLICATIONS

- 7.1 These services are currently provided by voluntary organisations and there are no implications for Council staff arising from this report.

WISE

- 7.2 The service is provided from a Council owned building in Alric Avenue and in accordance with the Executive decision on 14 July 2009 regarding Community Use of Council Owned Buildings the organisation will be required to enter into a formal arrangement with the Council for the use of the premises.

New Testament Community Project

- 7.3 The organisation provides the service at Willesden Centre for Health & Care under a negotiated agreement between the organisations and therefore there are no accommodation issues for the Council in connection with this organisation.

8.0 BACKGROUND PAPERS


- 8.1 Organisations Review File

Contact Officers

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	<p style="text-align: center;">Executive 16 November 2009</p> <p style="text-align: center;">Report from the Director of Housing and Community Care</p>
<p style="text-align: right;">Wards Affected: ALL</p>	
<p>Authority to award the residential and respite care contract for people with learning disabilities</p>	

Forward Plan Ref: H&CC-09/10-18

Appendices 3, 4 and 5 of this Report are Not for Publication

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 tendering the contract for the provision of residential and respite care services for people with learning disabilities and, following the completion of the evaluation of the tenders, recommends to whom the contract should be awarded to.

2.0 Recommendations

- 2.1 That the Executive approve the award of the contract for the provision of residential and respite care services for people with learning disabilities for a period of 3 years commencing on 1 February 2010 with an option to extend the contract for a further two-year period to The Camden Society subject to resolution of pensions arrangements and to subsequent endorsement of arrangements by the General Purposes Committee.
- 2.2 That the Executive authorise the Director of Housing and Community Care in consultation with the Director of Finance and Corporate Resources and the Borough Solicitor to resolve pensions arrangements.
- 2.3 That the Executive approve the grant of short term rent free leases in respect of Melrose House, the three properties at Tudor Gardens and the property at Willesden Lane to The Camden Society in accordance upon the terms of the Contract for the reason set out in paragraph 7.10.

3.0 Detail

3.1 Background

- 3.1 The current residential and respite care service for people with learning disabilities is provided at Melrose House in Willesden, NW2. This is a Council run service which is registered with the Care Quality Commission (CQC). The service currently provides 24 hour long term residential care to 14 residents. On the same site, respite care service is provided to 5 Service Users of which 3 beds are in an external bungalow.
- 3.2 The service is inspected by the CQC and since 2002 has not met the new registered care home standards. Furthermore the service provided is no longer considered to be 'fit for purpose' as it provides an institutionalised model of care in one large home. The CQC does not consider it appropriate for a respite care service to be provided on the same site as a residential care service as this can be disruptive to long term residents to have a continuous stream of temporary Service Users coming to live in their home.
- 3.3 On 12 November 2001 a joint meeting between Housing and Social Services departments chaired by the Director of Housing considered and accepted a proposal report for redevelopment of Melrose House and Homlea residential homes through the PFI programme. The report was put forward following an invitation from the Director of Housing to the Director of Social Services to jointly explore whether in addition to the 'core' social housing PFI bid which they were lodging, it would be possible to apply PFI principles to Social Services properties. The proposal was accepted and viewed very favourably by the meeting and later by the DTLR as one that brought in synergy between Housing and Social Services functions thereby enhancing 'joint working' that is advantageous to both clients in service delivery terms and the local authority in financial terms.
- 3.4 The redevelopment of these residential and respite care services into the new model of care subsequently formed part of the Housing and Social Care Non Housing Revenue Account PFI Project. The Executive on 9th October 2006 agreed to appoint Brent Co-efficient (BCE), a consortium consisting of Hyde Housing Group, Bouygues UK (builder) and the Bank of Scotland, as preferred bidder for the PFI scheme. Officers reached financial close for the PFI scheme on 19 December 2008.
- 3.5 The Executive of 8 October 2007 gave approval for the new model of care to be provided on the sites at Tudor Gardens and 167 Willesden Lane, such model of care to be consistent with the national and local policy context outlined at paragraphs 3.9 – 3.11.
- 3.6 The Executive of 14 January 2008 gave approval to tender for residential and respite care services for people with learning disabilities currently provided at Melrose House.
- 3.7 The re-provision of the residential care will be in 3 houses each containing 5 one bed units on the Tudor Gardens site, i.e. provision of a total of 15 beds. The respite/short break services will be provided in 5 one bed units at 167 Willesden Lane NW 6.

Both developments will meet CQC standards. The new residential provision on the Tudor Gardens site will be completed by January 2010 and the relocation of the residential care service from Melrose House will take place by 31 March 2010.

- 3.8 The respite care service will cease to be provided at Melrose House once the residents have relocated to Tudor Gardens. This service will have to be purchased from within the private sector until 1 September 2010 when the new respite care service commences at 167 Willesden Lane.

National Policy Context

- 3.9 National policy emphasises the need for more personalised individual services which promote independence. This may be seen through such policy documents as “Our Health, Our Care, Our Say” and the support for individual budgets and self-directed support. Such a direction emphasises the move away from traditional services such as residential services and towards more ordinary forms of living, with additional support where required. Research findings from the first pilot projects of “In Control” show that most people wanted to move out of residential care into more ordinary forms of living where they chose who they lived with and have their needs appropriately met. They also showed an increase in service user satisfaction as a result of such move.
- 3.10 “Valuing People”, the white paper which provides a good practice framework for the direction of learning disability services, also emphasises the need for people with learning disabilities to have more choice over where they live and who they live with. It promotes the inclusion of people with learning disabilities in ordinary opportunities, such as community activities and employment. “Valuing People Now (2009)”, published on 19 January 2009, is a three year strategy which focuses on promoting inclusive, better lives for people with learning disabilities, access to housing and personalised services as three of the five key areas for improvement.

Local Policy Context

- 3.11 The local policy context is in keeping with the direction of national policies. Local policies, such as the Adult Social Care Transformation initiative and the Housing Strategy also emphasise the need to move away from residential care to more independent forms of living. One of the reasons that many people were placed in residential care rather than independent living was due to a lack of available housing and competent support providers – however this has changed and it is now rare for someone to be placed in residential accommodation. In addition, young people entering the adult services for the first time and their families have very different expectations and do not wish to use existing residential services choosing more ordinary options such as supported living.

Consultation

Service Users

- 3.12 Consultation with service users has been ongoing since 2002 when the proposal to develop the PFI service was initiated. The option of tendering the service has been

discussed since the start of this consultation. An external facilitator has been engaged to work with the users to ensure understanding of the issues is developed over time. The current residents of Melrose House as well as respite care service users were given the opportunity to contribute to the tender evaluation process by asking questions of tenderers. The residents' feedback was taken into account by the tender evaluation panel during its clarification and evaluation of tenders. 3 residents and one respite care service user took part in tender clarification interviews. This process was facilitated by the independent facilitator.

Relatives

- 3.13 Consultation with relatives has also been ongoing and representatives of relatives have been involved in the tender process by contributing to the development of the service specification, visiting tenderers care homes and interviewing tenderers. Officers met with relatives in April 2009 for a briefing session on the tender process and how they can be involved in the evaluation of tenders.
- 3.14 Officers wrote to all relatives of Melrose House residents and respite care Service Users on 12 August 2009 informing them of how they can be involved in the evaluation of tenders and asking them to sign a confidentiality undertaking if they wished to take part given they would be given access to confidential tender information. Three relatives of current residents of Melrose House and one relative of a respite care service User returned the signed Confidentiality Undertaking.
- 3.15 Relatives involvement in the evaluation of the tenders was overseen by an Officer from the Procurement and Risk Management Team. Relatives mentioned in 3.14 above took part in the site visits and the interview of tenderers. The resulting feedback from relatives was taken into account by the tender evaluation panel during its clarification of tenders and selection of a preferred care provider.

Staff

- 3.16 Staff have been involved in regular consultation since 2003. This has largely covered the new service model, service redesign and proposed tender. Overall staff have remained concerned about being transferred to a new service provider and further formal HR consultations have taken place, with the last meeting taking place in May 2009. Regular meetings are still held to update staff about the procurement process and provide them with development on new ways of working.

Unions

- 3.17 Unison and GMB have also been involved from 2003 in consultation on the service redesign and proposal to tender the service. Both unions oppose externalisation of the service and have continued to raise the issue of transparency of costs.
- 3.18 On the 18th February 2008 and 8th May 2008 the Trade Unions were part of the Housing and Community Care Departmental Consultative Committee where Melrose House was discussed. The Trade Unions have also been given the opportunity to ask the tenderers any questions they have via Human Resources.
- 3.19 Final consultation meeting with the Unions has been planned prior to the Executive.

Relocation process

- 3.20 It is proposed that the new contract will commence on 1 February 2010 – two months before the residents actually move to the Tudor Gardens site so that there is a managed change process. It is anticipated that the new buildings at Tudor Gardens will be handed over to the Council in January 2010. The Council is committed to moving into the new buildings by 31 March 2010 so as to free up the existing Melrose site for social housing. Any delay in doing so will incur financial penalties.
- 3.21 The closure of a long established home such as Melrose House which has served residents for over thirty years is a stressful time for staff, residents and family members. When a facility announces that it is closing or relocating a number of residents, it is imperative that all parties involved work together to develop a resident centred relocation plan. Melrose House management and it's staff, the residents, family members and guardians, advocates, other teams (day centres, assessment teams etc.) all become key players in effecting a smooth relocation process.
- 3.22 In recognition of the above and in line with good practice, a Relocation Group has now been established comprising officers from within the Council (i.e. Head of Service, Health & Safety Adviser, Assessment Manager, Melrose Manager, Day & Residential Manager, Housing Manager) ; NHS Brent (Psychologist, Loss & Bereavement Counsellor); CNWL Mental Health Services (Community Psychiatrist), an Advocate and a Melrose House Relative. The role of this group is to plan and implement the Relocation Action Plan which has a total of 14 areas each with multitude tasks to complete. Some of the areas in the action plan such as assessments, resident choices, liaison with CQC, transfer of clinical care etc., are statutory requirements in relocation of care homes. The Group is chaired by the Head of Service for Learning Disabilities and meets on a monthly basis.
- 3.23 The Relocation Group has also been overseeing other key areas in the process including arrangements for furnishings, contributing to the communications process with relatives and residents initially through the newsletters etc. There is a reassessment of each user's needs and a transition plan developed with them, their

family/carer or advocate, and the staff by a dedicated social worker, which is due to be completed by the end of November 2009.

4. Tender process

- 4.1 The Executive of 14 January 2008 approved Officers recommendation to tender for the provision of residential and respite care services for people with learning disabilities.
- 4.2 The contract will be let for a period of 3 years with the option to extend for a further 2 years.
- 4.3 Officers followed a two stage tender process in accordance with the Council's Contract Standing Orders and Contract Management Guidelines. The two stage process allowed Officers to eliminate unsuitable organisations at the pre-qualifying stage.

Stage One – Shortlisting of Interested Contractors

- 4.4 Advertisements were placed in the trade press, national and local newspapers as well as on the Council's external website on 9 February 2009 to seek initial expressions of interest. The Council's standard pre-qualification questionnaire (PQQ), an information pack containing the outline service and tender approach were posted on the Council's Procurement website for interested organisations to download. A total of 24 organisations returned PQQs.
- 4.5 Shortlisting was undertaken on the basis of the contractors' financial and economic standing, business probity, professional and technical capability. This evaluation included consideration of health and safety, quality assurance, equal opportunities and disabilities awareness, and CQC registration requirements. 10 organisations were assessed as achieving relevant standards and were invited to tender.

Stage Two – Invitation to Tender and Evaluation of Tenders

- 4.6 The 10 shortlisted organisations were invited to tender on 2 June 2009. The tendering instructions stated that the contract would be awarded on the basis of the most economically advantageous offer to the Council and that in evaluating tenders, the Council would have regard to the following criteria (as approved by the Executive on 14 January 2008) together with appropriate weightings:

Evaluation Criteria	Weighting
Financial competitiveness and affordability	40%
Ability to meet the requirements of the service specification: <ul style="list-style-type: none"> • Independent Living • Human Resources and Service Performance • Support Planning • Diversity and Equalities 	24% (6%) (6%) (6%) (6%)
Ability to meet the needs of current residents and future service users, including the use of direct payments	24%
<ul style="list-style-type: none"> • Personalisation • Active Support • Person Centred Planning 	(8%) (8%) (8%)
Quality control and assurance <ul style="list-style-type: none"> • Service Improvement 	5%
Ability to ensure smooth and seamless transition of service causing minimum disruption to existing residents <ul style="list-style-type: none"> • Transition Planning 	5%
References (demonstrating the ability of the contractor to apply its experience or expertise to the delivery of services required in this contract)	2%

4.7 All tenderers were provided with a number of documents amongst which included:

- a list of questions (Method Statements) covering the practical and technical aspects of service provision. Tenderers were requested to provide Method Statements detailing how they would deliver each element of the service and to include all relevant reference material as evidence to support their responses
- a pricing schedule which required tenderers to offer prices for Residential, Respite Care and Supported living services in relation the minimum weekly care costs established under the Care Funding Calculator (CFC). The CFC was developed by the Southeast Improvement and Efficiency Partnership with the aim of supporting local authorities to manage the costs of residential care and supported living for adult with learning disabilities. It is a Microsoft Excel based tool that will provide prevailing minimum and maximum care costs for any locality

upon input of an individual service user's profile of needs. Tenderers were required to state what percentage above or below the minimum CFC cost for each service user they would apply when pricing residential, respite care and supported living placements.

- anonymised profiles of the 14 current residents of Melrose House, 5 sample profiles of service users using respite care and 4 sample profiles of service users using supported living services to help inform tenderers' completion of the pricing schedule. These profiles were sent to tenderers to ensure that they had some general information about residents and likely service users but more importantly to ensure that price information provided by tenderers could be evaluated in a consistent way. The profiles had been used by the Council to establish the minimum weekly care costs featured in the pricing schedule.

- 4.8 On 12 June 2009 all shortlisted tenderers were informed in writing that the Council was recalling all the profiles as a result of concerns raised by one of the relatives. The relative was concerned that the information relating to his relation currently living at Melrose House was inaccurate and that this would mislead the tenderers. As detailed above, whilst the profiles were included to provide general information about the existing and possible future residents, their primary purpose was to ensure that the Council was able to compare tenderers' pricing on a consistent basis. Despite this, the Council did agree to reissue revised profiles.
- 4.9 A second revised set of profiles were sent to tenderers on 25 June 2009. . Tenderers were also reminded at the clarificatory interviews that the support needs information stated in the profiles will change as the Council is currently undertaking comprehensive functional assessments of all 14 residents. Relatives, guardians and the Independent Mental Capacity Advocates will also be part of these assessments. All information gathered as a result of these assessments will be shared with the preferred provider prior to the commencement of the contract.
- 4.10 Tenders were received from The Camden Society, Care Management Group and Support for Living. Six organisations withdrew from the tender process for various reasons.

Evaluation of tenders

- 4.11 The tender evaluation was undertaken by a panel of Officers from the Council's Housing and Community Care Department. The Council's Pensions Manager assisted in the process for the evaluation of the pension schemes proposed. As described under 'Consultation' above, users and relatives contributed to the tender evaluation process. Whilst the users and relatives were able to provide feedback they had no role in scoring tender submissions
- 4.12 Three tenders were received on 29 July 2009.

4.13 Site visits and interviews took place as follows:

i) Relatives

A panel of relatives contributed to the evaluation process representing residential and respite care service users. They were assisted by an Officer from the Council's Procurement and Risk Management team to ensure that their views were taken into account by Officers during clarification of tenders and selection of a preferred care provider. Relatives assisted with the evaluation by:

- a) Visiting homes where tenderers are providing services to people with learning disabilities. Relatives had the opportunity to speak to staff and service users about the service provided. Site visits took place on 24 and 25 August 2009.
- b) Attending a presentation by each of the tenderers on the service they are offering to provide and asking a series of pre-determined questions of each organisation. Interviews took place on 17 September 2009.

ii) Residents/Service Users

A panel of residents and service user of residential and respite care service took part in the evaluation process by asking a series of questions of the tenderers. They were assisted by an independent person to ensure their feedback was not influenced by Officers of the Council.

These residents and service user were given a briefing session by the independent person to explain the process and why they were assisting Officers in the evaluation of tenderers prior to the interviews. During the briefing session they were asked to think of questions they wished to ask tenderers and the group agreed to ask a total of 3 questions.

The interviews took place on 17 September 2009. Tenderers were asked to give a picture poster presentation on the topic: 'How will you help me settle into my new home'.

The group fed back to the evaluation panel on the responses given to their three questions as well as on the tenderers presentation and on how well the tenderers communicated to them. Feedback from this group was then used to assist the tender evaluation panel as part of its own clarifications and evaluation.

iii) Council Officers

Four Officers visited homes of tenderers where they were providing services that were similar to those that the Council was tendering to check elements of their tender. The visits took place on 24 and 25 August 2009.

On 17 September 2009 Officers met with tenderers. Tenderers provided a brief introduction to their tender and this was followed by a series of questions from the evaluation panel members regarding their tenders.

- 4.14 Following the site visits and interviews, individual panel members evaluated and scored each of the tender submissions in accordance with the evaluation criteria listed in paragraph 4.6. Panel members subsequently reviewed and adjusted their scores as necessary to reflect the clarification gained during visits and interviews.
- 4.15 The panel met on 29 September 2009 to discuss individual scores and to reach a consensus on final scores.
- 4.16 As part of the evaluation of tenders, Officers have also received further clarification from tenderers regarding their proposed pension arrangements for staff. Further details regarding these clarifications are set out in Appendix 5.

Tender Evaluation Conclusions

- 4.17 A copy of the evaluation grid used by the panel is attached as Appendix 1 which shows the final scores awarded to each tenderer. The summary of the evaluation of pricing schedules submitted by each tenderer are attached as Appendix 2. The names of tenderers are contained in Appendix 3. For the purposes of this report, the tenderers are referred to as Tenderers A, B and C.
- 4.18 As can be noted from the tender evaluation grids at Appendix 1, Tenderer C is the highest scoring tenderer and offered the most economically advantageous offer. Officers therefore recommend that Tenderer C, namely The Camden Society is awarded the contract.

5.0 Financial Implications

- 5.1 The Council's Contract Standing Orders state that contracts for supplies and services exceeding £500k or works contracts exceeding £1million shall be referred to the Executive for approval to invite tenders and in respect of other matters identified in Standing Order 89.
- 5.2 In awarding the contract, Members need to consider:
- a) which is the most economically advantageous tender; and
 - b) whether the tender is affordable within existing resources.

In determining which is the most economically advantageous tender, tenders have been evaluated against the evaluation criteria approved by the Executive on 14 January 2008 which includes both financial competitiveness and affordability and quality of service. In view of the importance of the quality of service in evaluating the most economically advantageous tender, there is no presumption that the tender will be awarded on the basis of lowest cost.

5.3 Tenderers submitted Pricing Schedules based on staffing costs and overheads only (the Council is expected to fund the costs of building and contents insurance, Council tax and utilities) using the Care Funding Calculator (CFC) for the following services:

a) residential care

Tenderers were given anonymised profiles containing support needs of the 14 current residents of Melrose House. Tenderers were also given the minimum rate for each resident established by the Council's own assessment of needs using the CFC.

Tenders submitted a percentage rate (either above or below) the rate established by the Council's CFC assessment. This rate is fixed for the duration of the contract and is to be applied to all residential care placements and the cost of each placement shall be dependent on the needs of each resident. These costs shall change as and when residents' needs change.

In evaluating the cost of residential care over the life of the contract, Officers calculated the cost of this service to be provided at Melrose House from 1 February 2010 until 30 March 2010 as well the cost of service to be provided at Tudor Gardens from 31 March 2010 until 31 January 2015. Officers also assumed that the current 14 residents will continue to reside at Tudor Gardens over the life of the contract.

b) respite care

tenderers were given a sample of five anonymised profiles of current service users of respite care whose needs ranged from high level support to low level support. Tenderers submitted a percentage rate, either above or below the minimum CFC rate, based on their assessed outcome of these profiles. This rate is fixed for the duration of the contract and is to be applied to all respite care placements and the cost of each placement shall be dependent on the needs of each resident. These costs shall change as and when residents' needs change.

In evaluating the cost of respite care over the life of the contract, Officers took the percentage rate stated by tenderers and applied it to the minimum rate established by the Council's CFC assessment. Officers then took an average cost of the five profiles to ascertain the cost of this service as of 1 September 2010 (when the new Units at Willesden will be available for occupancy) until 31 January 2015, assuming 100% occupancy rate.

Officers have also assumed that one of the vacant beds at Tudor Gardens will be used for respite care. Therefore the cost of the contract assumes the cost of this additional respite care placement for the first two years of the contract (for the remaining 3 years of the contract term Officers assumed that the vacant bed will be used for supported living).

c) supported living

tenderers were given a sample of four anonymised profiles of current service users of supported living whose needs ranged from high level support to low level support. Tenderers submitted a percentage rate, either above or below minimum CFC rate, based on the outcome of their assessment of the profiles. This rate is fixed for the duration of the contract and is to be applied to all supported living placements and the cost of each placement shall be dependent on the needs of each resident. These costs shall change as and when service users' needs change.

In the evaluating the cost of the supported living service, Officers took the percentage rate stated by tenderers and applied it to the minimum rate established by the Council's CFC assessment. Officers then took an average cost of the four profiles to ascertain the cost of this service as of 1 February 2012 until 31 January 2015, assuming 100% occupancy rate as well as assuming that 4 of the current residents allocated to one of the houses at Tudor Gardens are able to move onto supported living from the third year of the contract. Members are asked to bear in mind that this is only an assumption for the purposes of ascertaining the cost of the contract.

- 5.4 Officers had to seek clarification from all three tenderers as each tenderer had made different statements regarding TUPE and proposed various provisions regarding pensions.
- 5.5 Appendix 4 sets out the cost of continuing to deliver the service in-house. It contains an analysis of funding models for the 5 years corresponding to the proposed contract term and providing a basis for comparison with the bids of the three tenderers. The figures have been calculated based on 0% inflation year on year. The table also shows the funding gaps based on the in-house model over the next five years. In-house staffing and running costs for respite care in years 2-5 have been grossed up on a pro-rata basis relative to the year 1 costs in the period 1 September 2010 to 31 January 2011.
- 5.6 The current 2009/10 forecast staffing expenditure for the service is £872,200. The average annual tender cost from the preferred tenderer over the 5 year contract term is £1,192,000 resulting in a shortfall of approximately £320,000 which will be met from within the overall adult social care budget and this is included in the budget plans for 2010/11 and future years.
- 5.7 If Members chose not to award the contract to any of the tenderers, the service would remain in-house. This would result in an annual increase in expenditure on the current in-house staffing cost of £415,200 per annum, which is because of a new, more individualised model of service. It should be noted that the cost of the in-

house service (based on the new service model) would exceed the tender bid submitted by The Camden Society by £95,000 per annum - please see Appendix 4.

- 5.8 The new model of service provision, as outlined in paragraphs 3.7 – 3.11 above, will result in increased costs whether the service remains in-house or whether the contract is awarded to an external provider. As the previous Executive Report of 14 January 2008 indicated, the smaller more personalised models of care would result in increased overall costs.
- 5.9 In addition to the shortfall mentioned above in paragraph 5.6 the Council will incur financial penalties of approximately £50k per month if the Council is not able to move the current residents from Melrose House to the new buildings at Tudor Gardens by 31 March 2010. As stated in paragraph 3.20 above, it is essential that the new contract commences on 1 February 2010 in order to relocate through a managed change process in partnership with the new contractor.

6.0 Staffing Accommodation Implications

- 6.1 It is likely that the Transfer of Undertakings (Protection of Employment) Regulations 2006 will apply to the 24 permanent staff with tendering out the service. Whether or not a tender for an external service is successful, staff will need to change the way in which they currently work. The residential service will be moving from one to 3 units whilst the respite service will be provided at a completely separate unit. Consultation with staff and unions is ongoing.
- 6.2 In relation to the recommended tenderer, at this stage there are no issues highlighted that are of concern relating to the transfer of staff, existing staff will be part of a TUPE transfer to the recommended tenderer and therefore there are no cost implications to the Council regarding redundancies prior to the TUPE transfer
- 6.3 If any of the other two tenderers are considered, then there would be HR concerns identified with their tender. Both of the tenderers are proposing changes to the staffing structure and this would result in redundancies, therefore liability and cost implications would need to be considered by the Council and discussed with the preferred bidder chosen by the Council. These should not adversely impact on the overall savings over the life of the contract. It is not possible at this stage to give accurate redundancy costs though.
- 6.4 The contractor will be required to sign up to rent free short term leases of Melrose House, the three properties at Tudor Gardens and 167 Willesden Lane, the leases to be subject to determination and variation in accordance with the conditions of the Contract.
- 6.5 At the point at which the residential care phase at one or more of the Tudor Gardens properties is superseded by the supported living phase (this is subject to Service User's being assessed as no longer requiring residential care) the Contract provides for a variation in the terms upon which the contractor will continue to occupy Tudor Gardens.

7.0 Legal Implications

- 7.1 The estimated value of the contract for the provision of residential and respite care services for people with learning disabilities exceeds the Public Contracts Regulations 2006 (the “EU Regulations”) threshold for Services. The provision of residential and respite care services are Part B Services for the purposes of the EU Regulations and as such are subject to partial application only of the EU Regulations; such as the requirement for non-discrimination in the technical specification and notification of the contract award to the EU Publications Office. The EU Regulations do not therefore determine the procurement process to be followed although the overriding principles of EU law (equality of treatment, fairness and transparency in the award process) continue to apply in relation to the award of the contract.
- 7.2 The estimated value of this contract is above the Council’s Standing Orders threshold for High Value Service Contracts (of £500,000), and the award of the contract is consequently subject to the Council’s own Standing Orders and Financial Regulations in respect of High Value contracts. As a result, Executive approval is required for the award of the contract.
- 7.3 The Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE) apply where there is a “relevant transfer”. Such a transfer occurs where there is a “service provision change”. A service provision change takes place where an activity is outsourced and immediately before the outsourcing there is an organised grouping of employees situated in Great Britain which has its principal purpose the carrying out of the activities concerned on behalf of the client. These requirements appear to be met by this outsourcing and accordingly TUPE will apply to it. As a result, those Council employees who are assigned to the service immediately prior to the contract start date and who do not object to transferring will transfer to the employment of the successful tenderer awarded the contract on their existing terms and conditions.
- 7.4 In exercising its contracting functions, the Council must have regard to guidance issued by the Government under the Local Government Act 1999 (LGA 1999). The Council has a statutory duty as a best value authority to achieve continuous improvement in the way in which those functions are exercised as required by section 3 of the LGA 1999. The Council in considering bids is entitled not to follow the guidance if it has proper and rational grounds for so doing, for example, if it considers that not following the guidance in some respect is necessary for it to fulfil its statutory duties under section 3.
- 7.5 The Code of Practice on Workforce Matters in Local Authority Service Contracts (“the Code”), which forms part of the guidance issued under the LGA 1999, contains requirements relating to protection of accrued and future pension rights for Council employees transferring to a new contractor under TUPE. The Code also requires the new contractor in a tendering exercise who recruits new staff to work on a local authority contract alongside former local government staff, to offer those new staff fair and reasonable terms and conditions (excluding pensions) which are, overall, no less favourable than those of the former local government staff. In respect of pensions for new staff working on a local authority contract alongside former local government staff, the Code requires these staff to be offered either membership of the Local Government Pension Scheme or membership of a good quality employer

pension scheme. The Secretary of State has also issued a direction, the Best Value Authorities Staff Transfers (Pension) Direction 2007 which requires the Council to ensure protection of future pension rights for Council employees transferring to a new contractor under TUPE. As the letting of the new contract will involve the transfer of Council staff to the successful tenderer under TUPE, Officers conducting the tender process have had regard to the Code and have decided which parts of the Code are likely to achieve Best Value and therefore these are incorporated into the contract between the Council and the new contractor. Existing Council policy concerning the protection of accrued and future pension rights of Council employees transferring to a private employer, as agreed by the General Purposes Committee on 27th April 2004 and on 27th September 2007, will apply. Appendix 5 sets out full details with regard to pensions.

- 7.6 The Contract contains clear provisions with regard to the interface between the residential and respite service provider and the PFI contractor providing the buildings.
- 7.7 The Contract also requires the new contractor to enter into a lease in respect of Melrose House where services will be provided prior to the completion of new buildings at Tudor Gardens and Willesden Lane.
- 7.8 Upon transfer of the service to Tudor Gardens and Willesden Lane, the lease of Melrose House will cease and the new contractor will be required to enter into short term leases in respect of these new buildings.
- 7.9 As the leases will be ancillary to the Contract they will be contracted out of Part II of the Landlord and Tenant Act 1954
- 7.10 Given the leases of Melrose House, the three properties at Tudor Gardens and Willesden Lane are designed merely to protect the Council's position with regard to Council property, a peppercorn rent will be charged

8.0 Diversity Implications

- 8.1 The intention of the re-provision and redevelopment is to provide accessible accommodation for people with disabilities in line with the priorities of Valuing People Now initiative. It will also provide a range of support for vulnerable people meeting FACS from BME communities. The ethos is also to promote community integration for people with learning disabilities.
- 8.2 Monitoring arrangements which address equality issues is an integral part of the service specification and is viewed as an essential part of a good quality service.
- 8.3 The whole service will be registered and inspected by CQC, as well as formal contract monitoring by Housing and Community Care. This will ensure equalities issues and high standards are adhered to.

Background Papers

Executive Report of 14 January 2008

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Martin Cheeseman,
Director Housing & Community Care

Appendix 1

Evaluation Criteria		Weighting	Max Score	Tenderer A		Tenderer B		Tenderer C	
				Score	Weighted Score	Score	Weighted Score	Score	Weighted Score
a)	Financial competitiveness and affordability	40%	-	-	32.08%	-	34.04%	-	40.00%
b)	Ability to meet the requirements of the service specification:	24%	-	-	-	-	-	-	-
b) i	Independent Living	6%	4	3	4.50%	2	3.00%	3	4.50%
b) ii	Human Resources and Service Performance	6%	4	3	4.50%	2	3.00%	3	4.50%
b) iii	Support Planning	6%	4	2	3.00%	2	3.00%	3	4.50%
b) iv	Diversity and Equalities	6%	4	2	3.00%	2	3.00%	3	4.50%
c)	Ability to meet the needs of current residents and future service users, including the use of direct payments:	24%	-	-	-	-	-	-	-
c) i	Personalisation	8%	4	3	6.00%	2	4.00%	2	4.00%
c) ii	Active Support	8%	4	2	4.00%	2	4.00%	3	6.00%
c) iii	Person Centred Planning	8%	4	2	4.00%	3	6.00%	2	4.00%
d) i	Quality control and assurance	5%	4	3	3.75%	3	3.75%	4	5.00%
	Service Improvement								
e)	Ability to ensure smooth and seamless transition of service causing minimum disruption to existing residents	5%	4	2	2.50%	2	2.50%	3	3.75%
	Transition Planning								
f)	References (demonstrating the ability of the contractor to apply its experience or expertise to the delivery of services required in this contract)	2%	4	3	1.50%	3	1.50%	3	1.50%
TOTALS		100%	40	-	68.83%	-	67.79%	-	82.25%

Appendix 1

Tenderer	Total Price	Weighted % Score	Weighting
Tenderer A	£ 7,431,316.00	32.08%	40.00%
Tenderer B	£ 7,004,218.00	34.04%	
Tenderer C	£ 5,960,066.00	40.00%	
LOWEST PRICE	£ 5,960,066.00		

Note: Total price taken from cell F12, 'TOTALS' worksheet, 'Tender Price Evaluation Matrix (Tenderer specific) (Final)' workbook - a copy of which will be completed for each tenderer.

Appendix 2a

TENDERER:

TENDERER'S PERCENTAGE ABOVE/ BELOW CFC MINIMUM

Category	%	Above /Below
Residential	98.00%	Above
Respite (Accom based)	98.00%	Above
Supported Living	98.00%	Above

TOTAL TENDERED COSTS

Year	Tudor Gdns	Melrose Hse	Willesden Ln	Totals
1	£ 957,820	£ 175,118	£ 205,577	£ 1,338,515
2	£ 1,149,384	0	£ 493,384	£ 1,642,768
3	£ 989,960	0	£ 493,384	£ 1,483,344
4	£ 989,960	0	£ 493,384	£ 1,483,344
5	£ 989,960	0	£ 493,384	£ 1,483,344
TOTALS	£ 5,077,084	£ 175,118	£ 2,179,113	£ 7,431,315

Appendix 2b

Tenderer Tenderer B

TENDERER'S PERCENTAGE ABOVE/ BELOW CFC MINIMUM

Category	%	Above /Below
Residential	91.40%	Above
Respite (Accom based)	106.90%	Above
Supported Living	12.90%	Below

TOTAL TENDERED COSTS

Year	Tudor Gdns	Melrose Hse	Willesden Ln	Totals
1	£ 932,330	£ 169,281	£ 214,817	£ 1,316,428
2	£ 1,118,796	0	£ 515,562	£ 1,634,358
3	£ 835,582	0	£ 515,562	£ 1,351,144
4	£ 835,582	0	£ 515,562	£ 1,351,144
5	£ 835,582	0	£ 515,562	£ 1,351,144
TOTALS	£ 4,557,872	£ 169,281	£ 2,277,065	£ 7,004,218

Appendix 2c

TENDERER:

TENDERER'S PERCENTAGE ABOVE/ BELOW CFC MINIMUM

Category	%	Above /Below
Residential	58.80%	Above
Respite (Accom based)	58.80%	Above
Supported Living	58.80%	Above

TOTAL TENDERED COSTS

Year	Tudor Gdns	Melrose Hse	Willesden Ln	Totals
1	£ 768,191	£ 140,448	£ 164,877	£ 1,073,516
2	£ 921,829	0	£ 395,704	£ 1,317,533
3	£ 793,968	0	£ 395,704	£ 1,189,672
4	£ 793,968	0	£ 395,704	£ 1,189,672
5	£ 793,968	0	£ 395,704	£ 1,189,672
TOTALS	£ 4,071,924	£ 140,448	1,747,693	£5,960,065

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	<p>Executive 16 November 2009</p> <p>Report from the Directors of Housing & Community Care, Finance & Corporate Resources, Environment & Culture, and Policy & Regeneration</p>
<p>Wards Affected: ALL</p>	
<p>Approval for a new Learning Disability Resource Centre (John Billam)</p>	

Forward Plan Ref: H&CC-09/10-11

1.0 Summary

- 1.1 In July 2009 the Executive considered a joint report from the Directors of Housing & Community Care and Policy & Regeneration outlining further progress made towards regeneration in South Kilburn. At that meeting the Executive agreed in principle the relocation of Albert Road Day Centre (ARDC) and noted that a full report would be prepared outlining proposals for a new location in or close to the John Billam recreation ground in autumn 2009.
- 1.2 This report advises members of the considerable progress that officers have made in identifying a suitable site for the relocation of the ARDC from the Kilburn site, to the John Billam site. It is also proposed to utilise this new Resource Centre site for the Council's existing Autistic Unit – ASPPECT (*Autism Services Promoting Partnership Empowerment Creativity & Teamwork*) currently located in a Portakabin at Strathcona Day Centre.
- 1.3 The current ARDC building, once vacated would be demolished and used as a residential development site as part of the ongoing South Kilburn Regeneration scheme, details of which have been provided to the Executive in separate reports.
- 1.4 A map of the John Billam site is attached at Appendix 1 showing the specific proposals referred to throughout the report.

2.0 Recommendations

- 2.1 That the Executive approve use of the site shown edged red in the plan in Appendix 1 (“the New ARDC Site”) for the relocation of Albert Road Day Centre as a Resource Centre for people with learning disabilities, subject to appropriation of the New ARDC Site as set out in paragraph 2.2 and also the grant of planning permission.
- 2.2 That the Executive authorise the Director of Environment and Culture to commence and comply with the procedure as set out in section 122(2A) of the Local Government Act 1972 to appropriate the New ARDC Site for planning purposes.
- 2.3 That the Executive agree to officers preparing and submitting a detailed planning application for a new Resource Centre to relocate the ARDC and ASPPECTS to the John Billam site.

3.0 Detail

- 3.1 The Albert Road Day Centre provides day services for up to 45 adults with severe learning disabilities some of whom have additional sensory/physical disabilities, challenging behaviour or autism. The service provides therapeutic activities which include art and music therapy, Independent living skills and some further educational activities that are both a personal social care to the users, and respite for the families or carers.
- 3.2 The ARDC site is crucial in the South Kilburn redevelopment. Reprovision of the Day Centre is one of the schemes that can be brought forward quickly resulting into HCA providing funding to the South Kilburn Development. It is important to give impetus to the project because it will be two years before the site could be handed over for development. Further delay in its relocation will result in a delay in this part of the redevelopment project.
- 3.3 ASPPECT was the first local authority-run Autistic Unit to get accredited by the National Autistic Accreditation Board. The Unit which started off at Stonebridge Day Centre moved into its Portakabin base in November 2003. The Portakabin was purchased from LDDF capital grant in 2003. Due to the nature of the clients’ needs, it is not fit for purpose hence the proposal to relocate these users to the new facility. There are currently 13 service users in the ASPPECT Unit, whose needs are similar to those in the ARDC thereby making best of use of staff skills, facilities shared, and overall efficiency gains from a new Resource Centre approach to services. Further demand for complex autistic need is growing
- 3.4 Parents and carers of ARDC have pressed that in relocating ARDC, there will be no reduction of the current floor space.
Current floor space of ARDC building is 1,100sq.m. to cater for 40 plus service users , and around 35 members of staff. The current ASPPECT floor space is 218 sq. m. The proposed Resource Centre is planned to have 1254 sqm with access to the open space in the park as well as its own facilities.

The specification of services and facilities for the new proposed Resource Centre was drawn up with the families and carers of all involved in the two day services and can be met in the revised design.

- 3.5 The new Resource Centre will provide day, evening and weekend activities to support people with learning disabilities and autism. The purpose of the centre will be to help to promote social inclusion, independence and choice for service users and to support outcomes as stipulated within service users in their Support Plans derived from assessments of needs, and plans agreed with users and their carers or advocates.
- 3.6 After looking at 15 different sites over a period of 18 months, a suitable site to relocate Albert Road Day Centre has been identified on the John Billam playing fields off Woodcock Hill. The site is owned by Brent Council and administered by the Parks Service. The proposed site for the Resource Centre development is not on the grassed area but on a piece of adjacent gravelled land upon which stood, until recently, a large wooden structure i.e. the Scouts' Hut, now demolished due to safety reasons.
- 3.7 The John Billam open space is designated as a recreational area and provides playing fields, used by local residents as well as sports clubs. The Parks Service administer the use of the playing fields and the adjacent allotments. The main user located within the J.Billam Park is the Gujarati Ayra Association London (GAA) who hold a long lease on the Kenton Hall building and adjoining car parks. The Council retains a small changing-room facility within Kenton Hall that is hired out to sports and community organisations.
- 3.8 It is recognised that car parking at peak periods is an issue to be resolved prior to any planning application. Currently under the terms of their planning permission, the GAA are required to use the car park between Kenton Hall and the scout hut land for parking in the first instance and then the area in front of Silverholme older peoples' homes as an overspill car park. This is intended to limit the impact of traffic movements on existing residents. Additionally there are informal arrangements whereby allotment and parks users, and sports clubs use both the gravelled area as well as the GAA car parks.
- 3.9 GAA has been approached to formalise the use of a certain amount of spaces on their leased land in regard to the ARDC proposal. Currently whilst this has not yet been resolved the GAA has indicated a willingness to consider a formal arrangement subject to a wider engagement with the Council regarding parking and access arrangements. It is hoped to satisfactorily resolve this issue prior to the submission of any planning application. The careful attention to retaining open space without any net loss should mitigate concerns on the impact of this proposal.
- 3.10 Over the past few months senior officers from Housing & Community Care, Property & Asset Management, Environment & Culture(Parks Services and Planning), and MACE(Architects appointed to provide feasibility for relocation, and drafting a planning permission submission) have been working closely to ensure that the development proposal for the site is in line with planning and

development requirements. For example, the use of a communal meeting room space in the Resource Centre by local community groups would replace the facility the old Scout Hut used to offer.

3.11 In drawing up the proposals, key stakeholders have been closely involved and consulted.

- Two high level meetings at senior officer levels have been held with the GAA who own the lease on the Kenton Hall which is on the same playing fields and with whom the centre would share the access road. The meetings have looked at the proposed developments including discussions around improvement for the access road, car parking and general working with the community.
- The Silverhome Close Community whose residential home backs onto the access road which the centre and Kenton Hall use through the Parks Service
- The sports organisations that use the playing fields; through the Parks Service
- Whilst 3 previous consultation meetings about the relocation of Albert Road had been held with parents and carers of the centre, the first joint consultation meeting with parents and carers of ASPPECT and ARDC took place at Albert Road Day Centre On 27th Jan this year. The key areas discussed were - the criteria for the location of the new resource centre; the criteria for ASPPECTS to be accommodated as part of the new resource centre (for example , space, meeting National Autistic Society requirements); sharing ideas of what the council means by a “resource centre”; Transport. The meetings were co-chaired by officers from the Carers’ Centre who have up to now been closely involved with the relocation planning and development.

3.12 The proposal is located at the South of the John Billam playing field on an existing hard standing area in front of the Parks Depot building, with parking for upto 6 cars associated with the Resource Centre. The proposed building would be within the hard standing area thereby not encroaching on open space. The building would be a mix of single and two storeys, including a roof terrace, and a secure courtyard in the middle. The shared facilities include dining, kitchen, specialist therapy, and meeting rooms.

3.13 The building design is shown in draft papers attached in Appendix 2.

3.14 Overall Benefits of the scheme –

- The proposal enables a modern, fit for purpose facility for people with learning disabilities to be built with the full involvement of the people using it, and their families/carers. It will maximise the efficiency of running complementary services that share facilities without imposing undue pressure on those with different needs.

- The proposal will implement an important redevelopment element in the South Kilburn area with associated community benefits in line with the Council's policies.
- The costs can be fully met within the capital planned in the South Kilburn area redevelopment, as well as produce an efficient use of social care resources.
- The playing field users, allotment holders, and the charity partner (GAA) all benefit from an improved access road, car park, and associated improvements on the site.

4.0 Legal Implications

4.1 The proposed site of the new day centre is currently held by the Parks Service and as explained above, forms part of the overall sports ground. Accordingly, in order to now use the site for redevelopment, it is necessary to appropriate the land for planning purposes. The procedure to follow in order to bring this about is set out in section 122 of the Local Government Act 1972 (the LGA 1972). Under section 122(2A) of the LGA 1972, the Council cannot appropriate any land consisting of or forming part of open space to another function unless before appropriating the land, they cause notice of their intention to do so, specifying the land in question, to be advertised in two consecutive weeks in a newspaper circulating in the area in which the land is situated and consider any objections to the proposed appropriation which may be made. Since the land forms part of the overall sports ground it is considered that it should be treated as open space, and accordingly the Executive are asked to authorise officers to undertake this procedure and to proceed with appropriation unless significant objections are received (in which case a further report shall be brought to the Executive).

4.2 In order to appoint an architect for the new building, officers can utilise the Council's existing property services framework agreements – there is a specific framework for architects. There is no requirement for this to be awarded by the Executive, as the contract value will not exceed £500,000 (see Standing Order 86(d)). However the works contract will exceed £500,000 and, on the assumption that it will be individually tendered, the Executive will need to approve both the pre-tender strategy and the award of contract.

5.0 Financial Implications

5.1 A report to the Executive on 14th July 2009 entitled South Kilburn Regeneration Progress Update set out that an alternative facility for Albert Road on the John Billam site would cost a maximum of £4m. It also suggested that the most appropriate funding route may be through the Council's Growth Area Fund allocation. This funding was introduced by the Department for Communities and Local Government (CLG) in 2008/09 with the intention of bringing forward housing growth to aid in meeting the government's housing targets. The fund can be used for infrastructure or other 'blockages' to housing provision. The Council has made two successful bids for the Growth Fund. £2m was initially secured in 2008/09 and

potentially £2.553m in 2009/10 and a further £2.684m in 2010/11. The latter amounts are subject to current consultation. It is proposed to initially use the growth fund to pump prime the construction of a replacement facility for the ARDC. Part of the Capital Receipt obtained from the sale of the Albert Road site would then be utilised to replenish the Growth Fund. Members can then decide how this overall total will be allocated to their overall priorities.

- 5.2 The relocation of the ARDC meets the criteria because it provides a key future housing site in South Kilburn that will provide new housing either to existing tenants being decanted out of the worst housing or to provide private housing that cross subsidises the cost of provision of new social housing. The exact mix on site will depend on a range of factors but is preferred as a predominantly private housing site to help the cross-subsidy arrangements.
- 5.3. The estimated capital requirements are summarised in Appendix 3 (Initial project budget). This shows that the estimates prior to procurement are £3.75m for the building. That allows up to £125k for fittings and facilities inside the building, and £125k towards car park improvements to, within the maximum capital allowance of up to £4m previously proposed. A further report will need to be brought to Members after the procurement of the build contractors. This should establish that the cost of the Resource Centre is within available resources and the arrangements in place to manage the project to ensure this remains the case.
- 5.4 The combined revenue budget for the two facilities is around £875k in 2009/10. It is anticipated that a shared facility in a modern new build facility will generate significant efficiencies in both staffing and running costs. Any such savings could be utilised to meet anticipated future demand for the services provided or be utilised elsewhere in the Council's budget.

6.0 Diversity Implications

- 6.1 The proposal extends the partnership between the Council and the Asian charity GAA in the use and management of the J. Billam Park.
- 6.2. The proposal seeks to improve the community amenities in the access to and use of the park through improvements to the access road and the car park, and in the availability of a community meeting room for local groups
- 6.3. The proposal extends the choice of services to those with disabilities in modern fit for purpose facilities.
- 6.4 A full Equalities Impact Assessment would be undertaken prior to the works and other procurement being submitted for approval.

7.0 Staffing Implications

- 7.1 The proposals would lead to a relocation of staff from Albert Road Day Centre and ASPPECT to form a single staff team working in a Resource Centre

setting that will promote choice and independence to people with a wide range of learning disability needs.

- 7.2 Staff at both ARDC and ASPPECTS have been consulted over the proposals and have all contributed to the relocation development proposals. Ongoing consultations will be carried out in line with approval of the scheme and planning permission.

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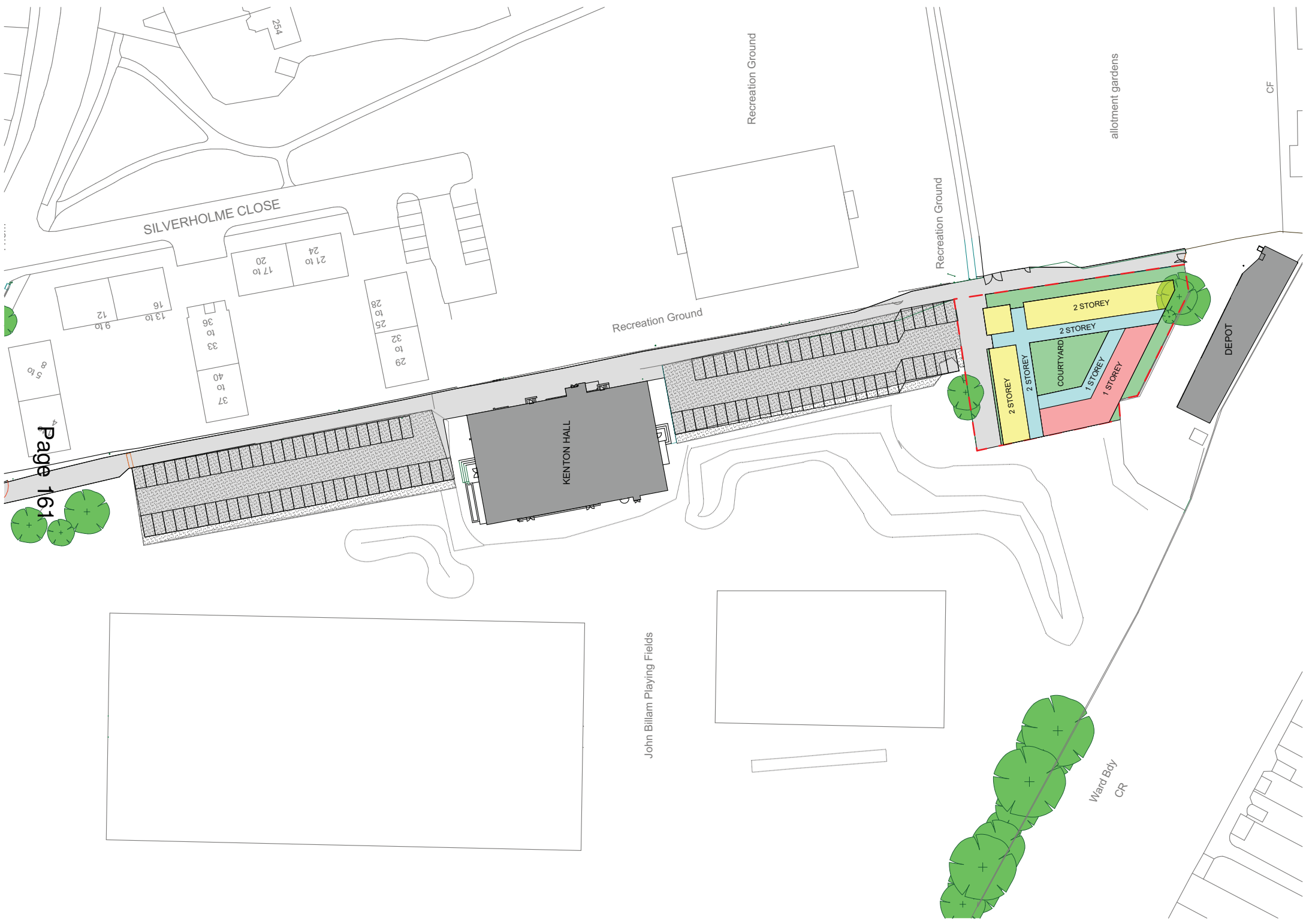
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MARTIN CHEESEMAN
Director of Housing and Community Care

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SILVERHOLME CLOSE

KENTON HALL

Recreation Ground

Recreation Ground

Recreation Ground

allotment gardens

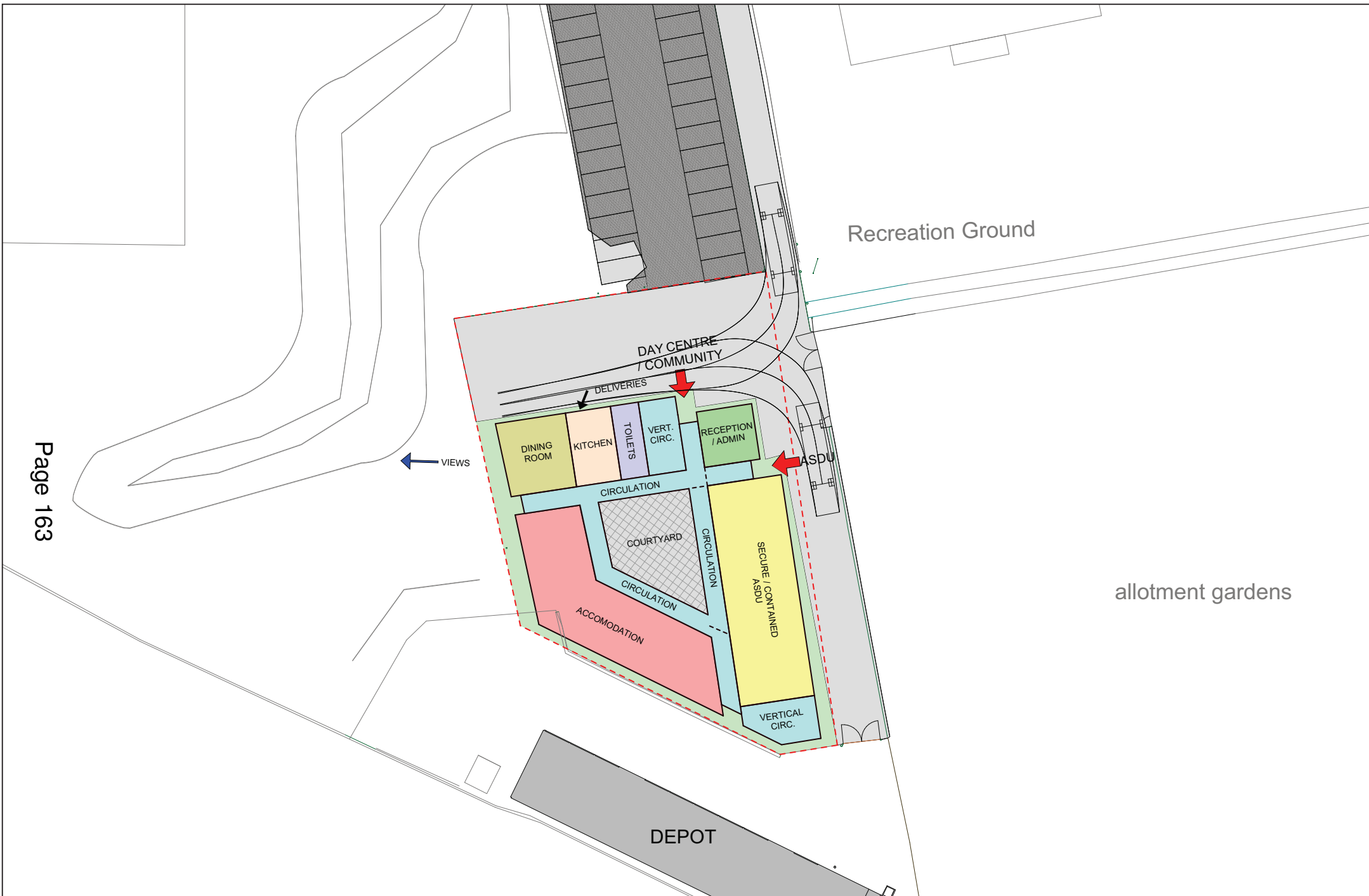
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DEPOT

John Billam Playing Fields

Ward Boy CR

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GROUND FLOOR SKETCH PLAN - OPTION 7

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LONDON BOROUGH OF BRENT
ALBERT ROAD DAY CENTRE
INITIAL PROJECT BUDGET - LAYOUT OPTION 5

Ref	Item	Quantity	Unit	Rate £	Brent Council Total £	GAA Total £	Comments
1.00	<u>Demolition</u>						
1.01	Site strip etc.	750	m2	10	7,500		
2.00	<u>The Works</u>						
2.01	New Build 2 storey Day Centre and Autistic Unit	1,225	m2	1,750	2,143,750		
2.02	Substructures allowance	1,225	m2	200	245,000		
3.00	<u>External Works</u>						
3.01	Highways works (preliminaries & contingency)	1	Item	50,000	30,000	20,000	
3.02	Break up existing roads and hard standing	5,360	m2	10	53,600		
3.03	New road construction for access roads	1,500	m2	70	52,500	52,500	
3.04	New car park construction	2,410	m2	50	60,413	138,087	
3.05	New footway/cycle way	900	m2	30	20,000	7,000	
3.06	Street lighting for access road		Item		10,500	10,500	
3.07	Street lighting for footway/cycle way		Item		20,000	8,000	
3.08	Street lighting for car park areas		Item		8,522	19,478	
3.09	Drainage		Item		30,000	30,000	
3.10	Sensory garden		Item		15,000		
3.11	Landscape & fencing		Item		30,000		
4.00	<u>Project Abnormals & Fit-Out</u>						
4.01	Possible soil contamination (provisional sum)		Item		20,000		
4.02	Possible upgrade of utilities to the site (provisional sum)		Item		100,000		
4.03	Furniture & equipment (loose only) (provisional sum)		Item		20,000		
	Sub-Total for Construction			£	2,866,785	285,565	0.10
5.00	<u>Design Development Contingency</u>	10	%		283,712	31,524	
	Sub-Total for Construction			£	3,150,497	317,089	
6.00	<u>Fees</u>						
6.01	Architect	4.75%		149,649	134,684	14,965	
6.01	Mechanical & Electrical	2.50%	Provisional M & E construction budget	78,762	70,886	7,876	
6.02	Structural	0.80%		25,204	22,684	2,520	
6.03	Quantity Surveyor	1.75%		55,134	49,620	5,513	

Ref	Item	Quantity	Unit	Rate £	Brent Council Total £	GAA Total £	Comments
6.04	Project Management	1.75%		55,134	49,620	5,513	
6.05	CDM	0.25%		7,876	7,089	788	
7.00	<u>Surveys</u>						
7.01	Topographical	1	Item	2,500	2,250	250	
7.02	Acoustic	1	Item	3,200	2,880	320	
7.03	Planning	1	Item	6,000	5,400	600	
7.04	Soil investigation	1	Item	1,400	1,260	140	
7.05	Ecological	1	Item	2,000	1,800	200	
7.06	Utilities	1	Item				
8.00	<u>Other Fees</u>						
8.01	BREEAM	1	Item	16,570	14,913	1,657	
8.02	Planning	1	Item	8,000	7,200	800	
8.03	Building Control	1	Item	6,000	5,400	600	
8.04	Traffic & Transport Assessments	1	Item	20,000	18,000	2,000	
	Project Total			£	3,544,182	360,831	
			Combined Total			3,905,014	
	Suggested Budget Cost Range - £3,500,000 to £4,500,000						

LONDON BOROUGH OF BRENT
ALBERT ROAD DAY CENTRE incl. ASD UNIT
INITIAL PROJECT BUDGET - LAYOUT OPTION 6

Ref	Item	Quantity	Unit	Rate £	Brent Council Total £	Comments
1.00	Demolition					
1.01	Site strip etc.	750	m2	10	7,500	
2.00	The Works					
2.01	New Build 2 storey Day Centre and Autistic Unit	1,254	m2	1,750	2,194,500	
2.02	Substructures allowance	1,254	m2	200	250,800	
3.00	External Works					
3.01	Highways works (preliminaries & contingency)	1	Item	50,000	50,000	
3.02	Break up existing roads and hard standing	1,825	m2	10	18,250	
3.03	New road construction for access roads	1,825	m2	70	127,750	
3.04	New car park construction (Omitted)	omitted				
3.05	New footway/cycle way	900	m2	30	27,000	
3.06	Street lighting for access road		Item	21,000	21,000	
3.07	Street lighting for footway/cycle way		Item	28,000	28,000	
3.08	Street lighting for car park areas (omitted)	omitted	Item	40,000	40,000	
3.09	Drainage		Item	15,000	15,000	
3.10	Sensory garden		Item	30,000	30,000	
3.11	Landscape & fencing		Item			
4.00	Project Abnormals & Fit-Out					
4.01	Possible soil contamination (provisional sum)		Item	20,000	20,000	
4.02	Possible upgrade of utilities to the site (provisional sum)		Item	100,000	100,000	
4.03	Furniture & equipment (loose only, Reception desk etc) (provisional sum)		Item	15,000	15,000	
	Sub-Total for Construction				2,944,800	
5.00	Design Development Contingency				294,480	
	Sub-Total for Construction	10	%		3,239,280	
6.00	Fees					
6.01	Architect	4.75%		153,866	152,677	
6.01	Mechanical & Electrical	2.50%	Provisional M & E construction budget tbc	45,000	45,000	indicative at this stage
6.02	Structural	0.80%		25,914	25,914	
6.03	Quantity Surveyor	1.75%		56,687	56,687	
6.04	Project Management	1.75%		56,687	56,687	
6.05	CDM	0.25%		8,098	8,098	
7.00	Surveys					
7.01	Topographical	1	Item	2,500	2,500	
7.02	Acoustic	1	Item	3,200	3,200	
7.03	Planning	1	Item	6,000	6,000	
7.04	Soil Investigation	1	Item	1,400	1,400	
7.05	Ecological	1	Item	2,000	2,000	
7.06	Utilities	1	Item	2,000	2,000	
8.00	Other Fees					
8.01	BREEM	1	Item	16,570	16,570	
8.02	Planning	1	Item	8,000	8,000	
8.03	Building Control	1	Item	6,000	6,000	
8.04	Traffic & Transport Assessments	1	Item	20,000	20,000	
	Project Total				3,652,013	
	Suggested Budget Cost Range - £3,000,000 to £4,000,000					

Note: A provisional sum should be allowed for for FF&E

provisional only

150,000

3,802,013

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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